Item 5

24th February 2023

Delivery of Public Benefit and Social Value Guidance for Archaeology in the Planning Process

B Mann

Feb 2023





Summary

On the 13th of February 2023, the 'National Planning Framework 4' in Scotland introduced new wording which more clearly describes the requirement for public benefit outcomes where impacts on the historic environment by development cannot be avoided. No longer limited to meaning solely activities of excavation, recording, analysis, archiving and publication, it now also includes other "activities" as well.

As the NPF4 defines it, the historic environment is *"the physical evidence for human activity that connects people with place, linked with the associations we can see, feel and understand."* NPF4 Annex F, (2023). Furthermore, *"the historic environment, like the natural environment, is a shared, irreplaceable resource. It is managed – and researched, cared for and conserved – on behalf of, and for the benefit of, society. Increasing understanding of the past is at the heart of everything archaeologists do and is, itself, a public benefit."* 'Delivering Public Benefit from Archaeology' statement, CIfA (2022).

The intention of this guidance document is to set out the full range of core and secondary activities of public benefit that archaeological works undertaken within the context of the planning system can deliver to meet the policy aim of NPF4. The emphasis is to be proportionate and reasonable at all times, balancing the scale of the development against the scale and significance of the archaeological works and what is found. These public activities should not be seen as an additional burden, but rather as a mechanism for delivering sustainable development and maximising the positive contribution the development is making to local communities.

Front Cover: Archaeological Research Services specialist pumping the bellows of a reconstructed Iron Age furnace, based on the remains found a few yards away on the site, during a public open day at Lochinver Quarry, Elgin, Moray.

Background

The historic environment is the physical evidence for past human activity. It connects people with place, and with the traditions, stories, and memories associated with places and landscapes.

"The historic environment is part of our everyday lives. People cherish places, and the values of the historic environment lie in defining and enhancing that connection of people to a place. It provides roots. It enhances regional and local distinctiveness. It forges connections between people and the places where they live and visit. The sense of place and strong cultural identity provided by the historic environment plays a crucial part in the sustainability of communities and in promoting a positive image of Scotland across the world.

It is diverse, but collectively it tells the story of our shared past. It is important in its own terms, providing key evidence of the lives and creativity of our forebears. It also helps to create a sense of place, identity and physical and social wellbeing, and benefits the economy, civic participation, tourism and lifelong learning." Our Place in Time, the Historic Environment Strategy for Scotland (2014).

The historic environment is a shared, irreplaceable, resource. Preservation *in-situ* of archaeological sites is the preferred method under national and local policies, but where this is not possible then appropriate mitigation must be undertaken to preserve the site via record, and to make the results publicly available. As part of this process community engagement fosters public understanding and support for this historic environment, while at the same time having the potential to add social value to the development for local communities.

1.0 Policy Requirements in the development management process

1.1 National Planning Framework 4 states, within Policy 7 for 'Historic Assets and Places', that the policy outcomes should ensure:

I. The historic environment is valued, protected, and enhanced, supporting the transition to net zero and ensuring assets are resilient to current and future impacts of climate change.

II. Redundant or neglected historic buildings are brought back into sustainable and productive uses.

III. Recognise the social, environmental, and economic value of the historic environment, to our economy and cultural identity.

1.2 Furthermore, the policy goes on to state that where impacts cannot be avoided, for both designated and undesignated archaeological remains, they should be minimised. Specifically, the requirement for public benefit is included, *"Where it has been demonstrated that avoidance or retention is not possible, excavation, recording, analysis, archiving, publication* ***and activities to provide public benefit*** *may be required through the*

use of conditions or legal/planning obligations." Investigation and recording activities have value when they are communicated to the public, whether that is by short term actions to engage the public at the point of discovery, investigation, or conclusion of individual projects, or in the long term, by contributing to wider understanding of the past. However, these are not the only types of activity which can deliver public benefit. Section 3.0 of this document describes how public benefit can be achieved through a wide range of archaeological activities.

1.3 As defined within the glossary for NPF4 it is also noted that 'Cultural Significance' is that which means "aesthetic, historic, scientific or **social value for past, present or future generations**. Cultural significance can be embodied in a place itself, its fabric, setting, use, associations, meanings, records, related places and related objects."

1.4 To achieve the policy aim of 'public benefit', and the wider Scottish Government legislative background of adding social value to works, Applicants/Developers and their Archaeological Contractors are expected to include public engagement and social value opportunities, as appropriate, in each of their developments where archaeological work to mitigate and offset harm to heritage assets is required. The emphasis is to be proportionate and reasonable at all times, balancing the scale of the development against the scale and significance of the archaeological works and what is found. These public activities should not be seen as an additional burden, but rather as a mechanism for maximising the positive contribution the development is making to local communities.

2.0 Embedding Public Benefit and Social Value in the development management process

2.1 National and local policies seek to minimise and mitigate against harm to the historic environment and its assets in the first instance. Where harm cannot be avoided, mitigation seeks to offset that harm through activities which enhance the understanding and the significance of the assets being impacted.

2.2 Many development proposals will cause physical harm to heritage assets or impact upon assets' setting, reducing the significance of those assets. This loss of significance should be minimised through appropriate design of development. Where harm has been reduced as much as possible, archaeological work to, for example, excavate and record assets which are to be lost, can help to offset the loss of significance. This 'mitigation' process is the basis for the need to produce public benefit in the development management process.

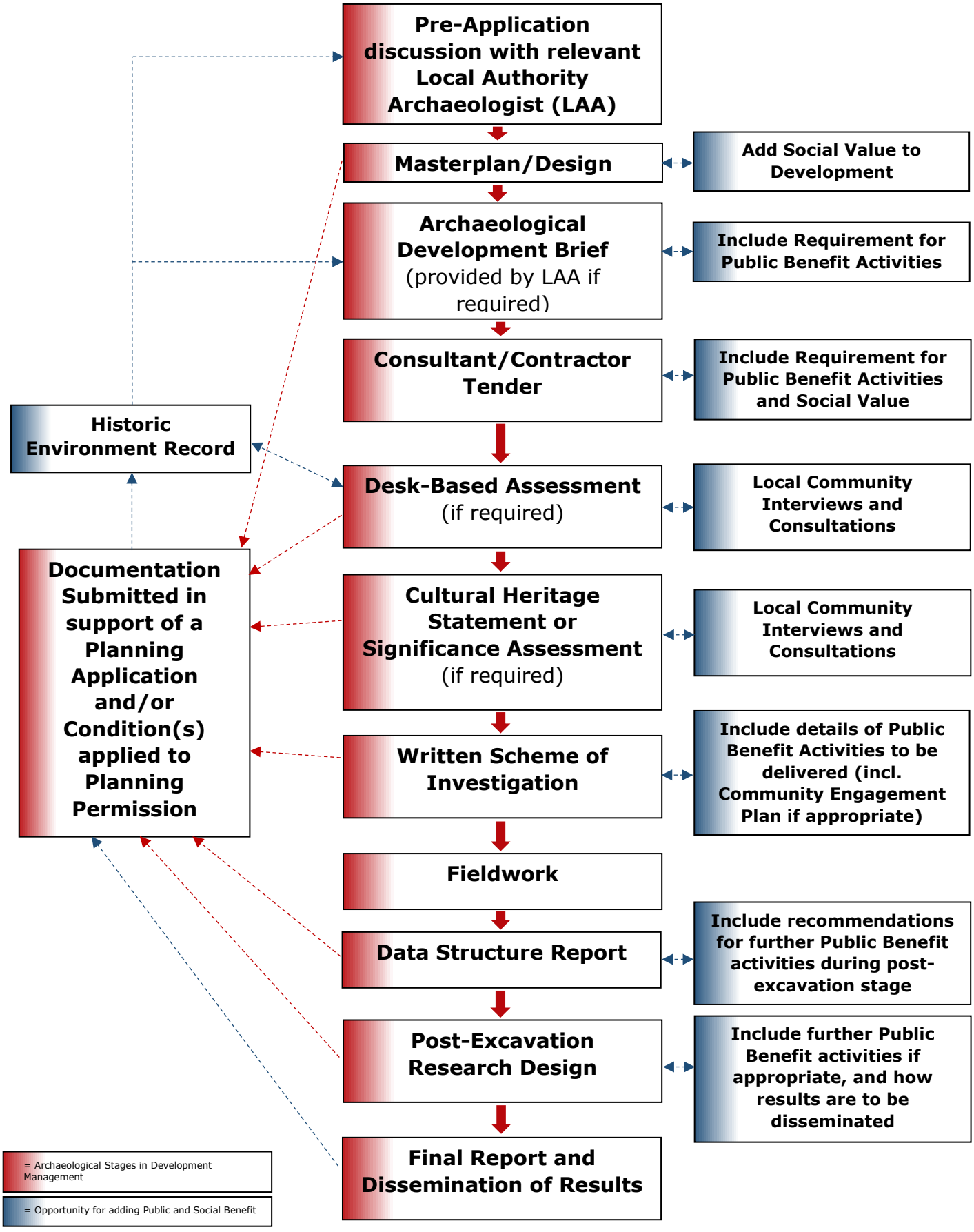
2.3 The Written Scheme of Investigation (WSI - see Chartered Institute for Archaeologists professional standards and guidance for this document and the ones referred to in Section 2.4 below) should set out how public benefits may be achieved by means of engagement, participation and/or dissemination of the results both during and after the project, as appropriate to the scale, nature, and circumstances of the work. This may vary from a brief social media post for a smaller project to a full-scale community project for larger scale, more complex sites. For these projects it may be appropriate to detail this in a separate Community Engagement Plan.

2.4 Delivery of these public benefits, with further expansion or reduction of engagement activities to be undertaken depending on the results of the work, will be further explored at both the Data Structure Report (DSR) stage (within its 'Recommendations'), and, if required, at the Post-Excavation Research Design (PERD) stage of the archaeological mitigation process.

2.5 Health and Safety issues, public liability, and commercial confidentiality, while important considerations, should not be used as a barrier to public engagement without clear justification for doing so. In all cases it should be demonstrated that the potential engagement of the local community and the wider public has been fully considered.

2.6 Consideration should be given to the contributions the archaeological work could make to the overall social value of the development. Social value is an umbrella term for capturing the full net value an organisation provides to society. This can include how a developer supports the local economy, for example by helping local people into employment or buying from other local businesses; or activities that provide other benefits, such as promoting opportunities for disadvantaged groups or reducing waste.

2.7 Summary Process for including Public Benefit and Social Value in the Development Management Process



3.0 Public Engagement Opportunities and Benefits

3.1 Types of engagement that are required as part of the archaeological mitigation process in order to fulfil the requirements of Conditions placed on approved Planning Applications:

No	Basic Type of Public Engagement Activity	Benefit	Measuring Success
1	Public consultations (as part of DBA or Cultural Heritage Statement/Significance Assessment)	Sharing local knowledge and values about heritage; increased awareness of historic environment	• No of interviews • No of consultations • Results embedded in DBA or CHS/CHSA
2	Sharing of results – HER	Freely accessible information; sharing of knowledge gained; increased accrued value allowing synthesis of knowledge and updated research aims	• Project Reports submitted to HER
3	Sharing of results - Discovery & Excavation Scotland entry	Sharing of knowledge gained	• DES Entry Completed
4	Sharing of results - OASIS Record	Freely accessible information; sharing of knowledge gained	• OASIS Record Completed
5	Sharing of results - Publication (printed, online, journal, book etc where results merit such an approach)	Sharing of knowledge gained; increased understanding of the historic environment	• Publication Title, Author, Date • Reach of publication (using online metrics)
6	Sharing of results – Regional and National Research Frameworks	Freely accessible information; sharing of knowledge gained; research questions answered, and new research questions identified	• Tagged Entry in OASIS • Description of contribution to Regional / National Frameworks
7	Preservation of Archive – NRHE	Long-term preservation of site archive for future generations	• Project Archive submitted to NRHE
8	Preservation of Finds – Treasure Trove Process	Long-term preservation of site archive for future generations; responsible re-use of physical finds for teaching or display	• Assemblage declared to Treasure Trove Unit, transferred to museum, or ethically disposed of

3.2 Types of additional engagement that are required as appropriate as part of the archaeological mitigation process in order to fulfil the requirements of Conditions placed on approved Planning Applications (note that some of these will require input from the Applicant, the Archaeological Contractor, and the relevant Local Planning Authority Archaeologist. It may be worthwhile undertaking audience mapping to identify specific local community characteristics and target engagement resources accordingly. See https://www.nrscotland.gov.uk/statistics-and-data for data on potential audiences around your site):

No	Enhanced Type of Public Engagement Activity	Benefit	Measuring Success
9	Site Open Day(s)	Increased understanding and awareness of historic environment; increased wellbeing	• No of Open Days • No of visitors
10	Guided Site Tour(s) (both for the general public and for other workers on site)	Increased understanding and awareness of historic environment; increased wellbeing On-site CPD	• No of tours • No of attendees
11	Site Noticeboard detailing discoveries	Increased understanding and awareness of historic environment	• Estimated No of Viewings • No of engagements (via QR Code)
12	Volunteer engagement / recruitment	Wider range of people involved in heritage; new skills learned; increased understanding of historic environment; increased wellbeing	• No of volunteers • No of volunteer days • Description of skills taught
13	Work experience (including university students and further education) and/or Apprenticeship placements	Increased pathways into archaeology as a career; Wider range of people involved in archaeology; new skills learned; increased understanding of historic environment	• No of trainees • Description of skills taught (consider possible options through Social Value Act metrics)

14	School(s) Project	Increased understanding and awareness of historic environment; contributing to STEM learning	• No of children involved • Description of learning opportunities
15	Site Blog/Vlog/Podcast	Sharing of new knowledge gained; positive promotion of site/community/region to wider audience; increased awareness and understanding of the historic environment	• No of online views
16	Social Media Posts	Sharing of new knowledge gained; positive promotion of site/community/region to wider audience; increased awareness and understanding of the historic environment	• No of likes, retweets, views, reach etc depending on platform/s used
17	Remote Site Access for Online Audiences	Increased understanding and awareness of historic environment	• No of online views
18	Community Newsletter	Increased understanding and awareness of historic environment; Increased community pride, sense of place	• No distributed • Abstract of information shared
19	Local/National News Story	Sharing of new knowledge gained; positive promotion of site/community/region to wider audience; increased awareness and understanding of the historic environment	• Title and date of publication • Abstract of information shared • Potential audience reach
20	Public Talk(s) (local, conferences, online, both during and after the project)	Sharing of new knowledge gained; positive promotion of site/community/region to wider audience; increased awareness and understanding of the historic environment	• No of attendees in person • No of online views • Abstract of information shared

21	Living History/Experimental Archaeology Event	New skills learned; increased understanding of historic environment; increased wellbeing	• No of attendees • Description of what was demonstrated and learning opportunities
22	Improving Site Access	Increased community pride, sense of place; Increased visitor numbers and local economic contribution; the local area will be a better place to live/work/visit	• Description of Improvements
23	Improving Site Signage	Increased community pride, sense of place; Increased visitor numbers and local economic contribution; the local area will be a better place to live/work/visit	• Description of Improvements
24	Improving Site Interpretation	Increased community pride, sense of place; Increased visitor numbers and local economic contribution; the local area will be a better place to live/work/visit	• Description of Improvements
25	Improving Site (e.g., vegetation removal, stabilisation works, new shelter)	Increased community pride, sense of place; conservation of historic assets; preservation of community heritage	• Description of Improvements
26	Heritage Trail	Increased community pride, sense of place; Increased visitor numbers and local economic contribution; the local area will be a better place to live/work/visit/play; improved health and wellbeing for users	• Description of trail

27	Public Art	Increased community pride, sense of place; Increased visitor numbers and local economic contribution; the local area will be a better place to live/work/visit	• Description of art • Summary of any co-designed process (e.g. local community)
28	Street Names relating to history of the site	Increased community pride, sense of place	• Name and summary reason for choice
29	Model and/or Reconstruction (physical, digital, 3D scan, photogrammetric)	Sharing of new knowledge gained; increased understanding of the historic environment	• Description of model or reconstruction, what it shows, and how it has been used
30	Exhibition(s) (pop-up, temporary, permanent, physical/virtual)	Sharing of new knowledge gained; positive promotion of site/community/region to wider audience; increased awareness and understanding of the historic environment	• No of visitors • Abstract of information shared • Summary of any co-designed process (e.g. local students)
31	Learning Resource (including the option for 'Loan Boxes')	Increased understanding and awareness of historic environment; contributing to STEM learning	• No distributed • Description of learning opportunities, including where embedded into curriculum resources
32	Householder Welcome Pack	Connecting new community with history of the site; increased community pride, sense of place; increased awareness of the historic environment; guidance on how to set up a local history/archaeology group to create community cohesion and encourage lifelong learning	• No distributed • Abstract of information shared • Details of methods of evaluation of impact, and results of impact

33	Free publication (printed, online)	Sharing of new knowledge gained; positive promotion of site/community/region to wider audience; increased awareness and understanding of the historic environment	• No distributed • No of online views • Abstract of information shared • Summary of any co-designed process (e.g. local students)

3.3 The above list of public engagement activities is not exhaustive, and further suggestions for activities are always welcomed from the Applicant/Developer or the Archaeological Contractor in discussion with the Local Planning Authority Archaeologist. Out-of-the-box thinking, suggestions, and site-specific opportunities are encouraged.

4.0 Social Value Opportunities and Benefits

4.1 Archaeological works are not limited to just being a means for discharging responsibilities imposed through the planning process, or indeed through any duty of care for the historic environment. Archaeology can also provide benefits to the Applicant and/or Developer/Landowner which extend beyond the recovery of information about our collective past.

4.2 Where appropriate, useful resources to consider include Stirling University's Social Value Toolkit for assessing social values associated with the historic environment, the What Works Centre's Measuring your wellbeing impact and Wellbeing Inequality Assessment Toolkit for measuring impacts on communities by projects before and after they happen, and the Chartered Institute for Archaeologists' Public benefit case studies for successful examples from around the UK.

4.3 Opportunities to consider include:

No	Type of Social Value Activity	Benefit to Applicant/Developer and Public
34	Real Living Wage Accredited Archaeological Contractor	Supports the Scottish Living Wage Campaign to address poverty in Scotland; increased employee wellbeing; increased staff and skills retention; improved reputation by demonstrating being socially responsible company

35	Equal Opportunities Archaeological Contractor (they have an Equalities / Diversity policy / Equal Opportunities policy appropriate to scale and reach of the company)	Contributes to complying with the Equality Act 2010; demonstrates commitment to treating people fairly whether they are employees, volunteers, or members of the public; improved reputation
36	Retention, repair, reuse of historic assets	Protects the embedded carbon reservoir within historic buildings; contributes to reducing the carbon-footprint of the development; enhanced sense of place and character; increased value of development
37	Improved understanding of ground conditions	Results from archaeological evaluation and excavation can provide detailed ground condition information ahead of development works thereby reducing risks and potential delays
38	Improved development design	Retention of historic features and assets help to embed the new development into the existing landscape; enhanced sense of place and character; increased value of development
39	Promotion and marketing of development	Local/National interest in archaeological discoveries will by default also help raise the profile of the development via positive news stories
40	Meeting Social Value Outcomes	Sharing archaeological discoveries creates a positive impact with local communities; helps connect the new development with a local community; creates an opportunity for a different narrative in terms of impact of development
41	Reduction of Risk	Planned archaeological mitigation work will reduce the risk of delays and increased costs through unexpected discoveries during the course of ground-breaking works (see 'Archaeology in Development Management' by Landward Research); ensures compliance with Treasure Trove law; ensures compliance with human remains and the law.
42	Sustainable Procurement	Use of local supply chain through support of local business such as accommodation providers, suppliers of equipment for hire, local food shops and/or hospitality

5.0 Publicity Arrangements and Media Strategy

5.1 A clear understanding of roles, responsibilities, and actions in relation to publicity of the archaeological work and its results should be agreed between the Applicant/Developer, the Archaeological Contractor, and the Local Authority Archaeologist. This can take the form of a basic Media Strategy outlined in the Project Design. Contractors should consider the following:

5.2 **Confidentiality** – Are any aspects of the development, archaeological site mitigation or discoveries explicitly restricted from public disclosure by the Applicant/Developer during on-site works owing to sensitivities around the development and/or the nature of the archaeological finds being made.

5.3 **On-site Enquiries** – Are contracted archaeological staff working on site, or other construction workers employed on the project, able to explain to members of the public making enquiries as to the purpose of the work, the nature of the development, and discoveries made to date OR do enquiries need to be redirected.

5.4 **Social Media** – Can pictures of work on site be published on social media, and if so, can the site be identified with the explicit consent of the Applicant/Developer. No individuals will be shown without their prior consent. Regardless of project size, at least one digital image suitable for future publicity and promotion of archaeology should be taken and shared with the Local Authority Archaeology Service, noting copyright (with the understanding that the image can be freely used by the Local Authority Archaeology Service) and caption title.

5.5 **Press Releases** - In the event of discoveries being deemed to be news-worthy, how will the Applicant/Developer and the Local Authority Archaeologist be consulted, and who will write, approve, and issue any press release/s. In addition, who will be the primary contact for follow-up media questions, interviews etc. Local Authorities and large Developer companies will often have communication teams who can assist with these. In all instances where a Press Release is going to be issued, all key stakeholders, including the Local Authority Archaeologist, will be notified in advance.

5.6 The Local Authority Archaeology Service may be able to provide free hosting options for generated content on their website, YouTube, Twitter, Instagram, SketchFab, and within the HER archive. When undertaking public engagement events these resources, and in particular the local HER, should be highlighted.

5.7 Where appropriate to the nature and significance of the results and the values held by the local community, there may be opportunities to promote the use of innovative forms of dissemination that produce wider public benefit and social value than the conventional methods listed in this document.

6.0 Further Background Reading

CIfA (Chartered Institute for Archaeologists), 2021 Professional Practice Paper: Delivering public benefit, http://www.archaeologists.net/sites/default/files/Delivering_public_benefit.pdf Reading: Chartered Institute for Archaeologists.

CIfA (Chartered Institute for Archaeologists), Public benefit case studies, https://www.archaeologists.net/profession/publicbenefit/casestudies Reading: Chartered Institute for Archaeologists.

Considerate Constructors Scheme – Best Practice Hub, https://ccsbestpractice.org.uk/

Fredheim, H and Watson, S, 2021 Public benefit and evaluation for development-led archaeology in England: A review of key questions and ideas. London: Museum of London Archaeology.

HS2 Ltd, 2017 Historic Environment Research and Delivery Strategy: Phase One, https://www.gov.uk/government/publications/hs2-phase-one-historic-environment-researchand-delivery-strategy

Pennington A, Jones R, Bagnall A-M, South J and Corcoran R, 2018 The impact of historic places and assets on community wellbeing – a scoping review. London: What Works Centre for Wellbeing.

Pennington A, South J, Bagnall A-M, Bharadwa M, Corcoran R, 2021 The Wellbeing Inequality Assessment Toolkit, https://acrobat.adobe.com/link/track?uri=urn%3Aaaid%3Ascds%3AUS%3Ac90916a3-8a4a-4e02-b777-a6b57d237e37 Liverpool: University of Liverpool. www.healthimpactassessment.co.uk

Robson E, et al, 2021 Social Value Toolkit, https://socialvalue.stir.ac.uk/ Stirling: University of Stirling.

Scherer I A and Musella M, 2020 Measure your wellbeing impact, https://measure.whatworkswellbeing.org/ London: What Works Centre for Wellbeing.

Online Statistical Data

National Records of Scotland - www.nrscotland.gov.uk/statistics-and-data for population statistics for Scotland and individual local authority areas.

Scotland's Census and National Records of Scotland – www.scotland.datashine.org.uk for mapped Quick Statistics and Key Statistics based on Scotland's 2011 Census.

7.0 Acknowledgements

This document has been facilitated by Aberdeenshire Council and authored by Bruce Mann of Aberdeenshire Council Archaeology Service. Following review, the guidance has been adopted as Best Practice by the Association of Local Government Archaeologists Scotland (ALGAO Scotland).

The author is grateful to the organisations and colleagues who kindly provided feedback during its development; Caroline Palmer (Aberdeenshire Council), Claire Herbert (Aberdeenshire Council), Jon Nicholson (Aberdeenshire Council), Sadie Watson (Museum of London Archaeology), Sophie Nicol (Perth & Kinross Heritage Trust), Kirsty Cameron (Highland Council), Julie Gibson (Orkney Council), Kenneth Aitchison (Federation of Archaeological Managers and Employers), Andrew Robertson (East Lothian Council), Kevin Murphy (Comhairle nan Eilean Siar), John Lawson (Edinburgh City Council), Keith Elliott (Scottish Borders Council), Val Turner (Shetland Amenity Trust), Hugh McBrien (West of Scotland Archaeology Service), Paul Sharman (Orkney Council), Debbie McLean (Scottish Borders Council), Ian Scrivener-Lindley (Highland Council), Murray Cook (Stirling Council), Stephanie Leith (East Lothian Council), Kevin Mooney (WSP), Rob Lennox (Chartered Institute for Archaeologists), Anna Stocks (Warwickshire County Council), Jenny Emmett (Gwynedd Archaeological Trust).

Aberdeenshire COUNCIL

Aberdeenshire Council Archaeology Service

Woodhill House

Westburn Road

Aberdeen

AB16 5GB

Author – Bruce Mann

(archaeology@aberdeenshire.gov.uk)