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FOREWORD

Andy Heald's presentation to the *COVID Historic Environment Resilience Forum* (CHERF) on 16th June 2020 was inspirational and uplifting. In a sector battered by the economic effects of Covid-19, in a country where all non-essential construction work had been closed down tight and early, he showed how development-led archaeology was managing to adapt to these difficult times.

We are delighted to welcome this publication, which has updated and expanded his presentation with a series of case studies from FAME members working in Scottish development-led archaeology and from ALGAO:Scotland members who work through the planning system to enable development-led archaeology. The members of both organisations have shown a remarkable amount of resilience and flexibility in ensuring that Scottish development-led archaeology is in a position to respond to the challenges going forward.

It is timely, it is important, and it shows just how significant development-led archaeology is in assisting with Scotland's recovery from the pandemic and its role in the country's sustainable economic future.

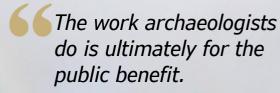
Tim Malim

Chair of the Federation of Archaeological Managers and Employers (FAME) **Andrew Robertson**

Chair of ALGAO:Scotland

Introduction

Development-led archaeology delivers public value through the managed interpretation of the past.



 Kenneth Aitchison, Landward Research



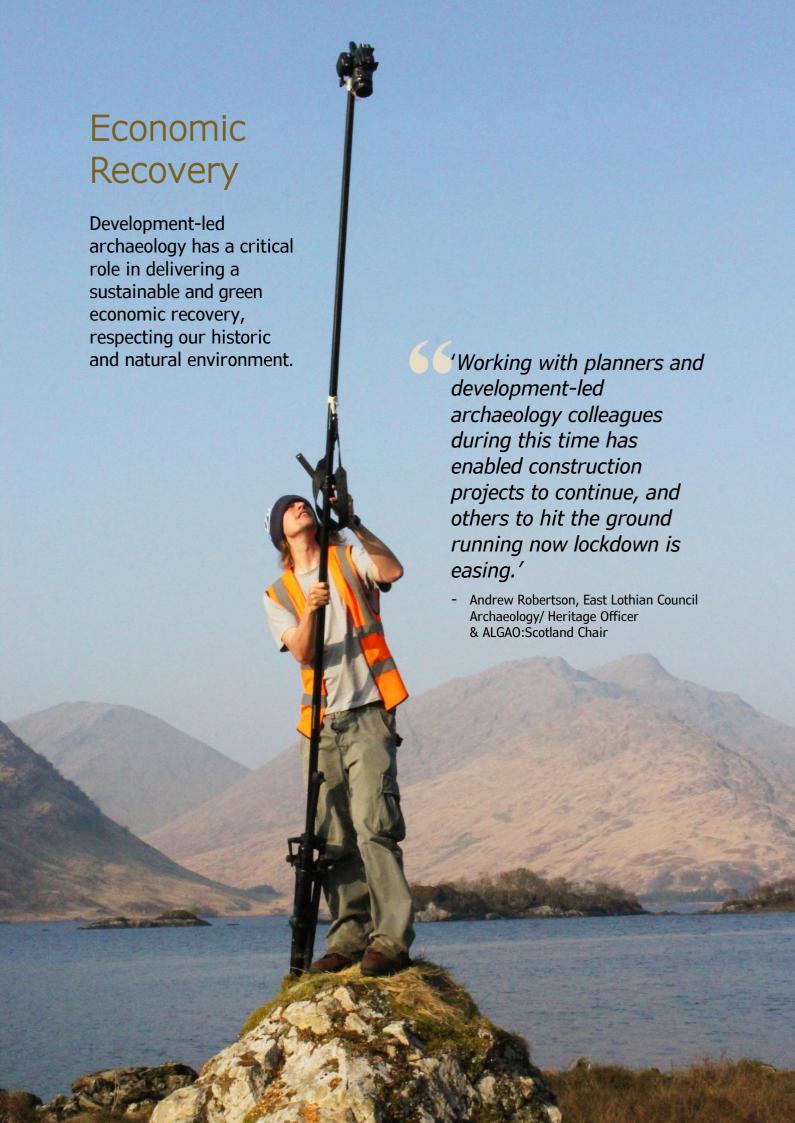
The overwhelming majority of archaeologists in Scotland work in development-led and developer-funded archaeology. Most of this work is on undesignated sites (not legally protected by being Listed Buildings or Scheduled Monuments) in which the scale, quality and significance of the archaeological site is often not fully known before it is considered through the planning process. This links it inextricably to national legislation and local policy.

Development-led archaeologists are well integrated into the construction sector and often working side-by-side with other construction industries. Furthermore, many Scottish archaeological contractors are UK-wide businesses working on construction and infrastructure projects both inside and outside Scotland.

This publication examines the contribution that commercial companies and archaeological advisers to local planning authorities, working together to deliver development-led archaeology are making to Scotland's recovery from the 2020 Covid-19 pandemic. It continues and elaborates on a presentation given by Andrew Heald in his role as Managing Director of AOC Archaeology. Andy is also the Chair of the Scottish Strategic Archaeology Committee. Although Andy presented the paper he did so on behalf of the interests of the wider developer-led archaeological community to the COVID Historic Environment Resilience Forum (CHERF) organised by Built Environment Forum Scotland on 16th June 2020.

We are extremely positive that development-led archaeology can and will play a major role in the country's recovery and contribute to the Scottish Government's National Performance Framework. Key areas considered in this document include: economic recovery, health and safety, sustainability, celebrating our heritage, employment and innovation.

"The work these people do is ultimately for the public benefit. They do not work for the public – they work for the private companies that employ them, who are contracted to do this by commercial clients, and it is those clients that deliver public benefit by financing the archaeological work."





£258m Revenue Flow

£258m of revenue flowed through UK commercial archaeology, of which around £220m was related to development management.



£1 spent returns £15

The archaeological advisors to local planning authorities facilitate this £258m system; the cost of these services is around £15m per annum.



Archaeological Mitigation

8% of new planning applications required archaeological mitigation with 1,100 programmes of archaeological work managed and overseen.

Looking back to the world before Covid-19, data from the 2019
Archaeology in Development Management: Its Contribution in
England, Scotland & Wales report commissioned by ALGAO and
FAME's State of the Archaeological Market 2019 report covering
the 2018-19 fiscal year.



Archaeologists' Employment

Over 79% of UK archaeologists work in development-led archaeology: 5,300 work in commercial archaeology and just over 400 work as local planning authority archaeologists;



Saving UK businesses £1bn

With the current spend of £220m of per annum, archaeology in the development management system could be saving the UK businesses as much as £1bn per year.



Turnover 6% of UK Total

These UK figures are broadly transferable to Scotland. Scottish commercial archaeology's turnover is around 6% of the UK total, as is the number of people employed in development-led archaeology.

Covid-19's Impact on Archaeology and Local Planning in Scotland

While archaeological fieldwork, prompted by the planning system, has dramatically reduced during the Covid-19 lockdown, the Association of Local Government Archaeological Officers: Scotland (ALGAO: Scotland) members have continued to offer advice to Planning Authorities about Historic Environment impacts arising from Planning applications. We have also continued to work with commercial companies to ensure that archaeological fieldwork can start again with the minimum of delay once lockdown was eased.

ALGAO: Scotland members provide advice in 28 of the 32 council areas in Scotland and each council is represented by a senior archaeologist in the council employ. All members showed a good level of resilience and were able to adjust their working patterns rapidly and within a few days were able to provide continued support and advice at near normal levels. This ensured that commercial archaeological activity (which amounts to 90%+ of all archaeological work in Scotland) was able to continue at some level.

A recent survey of the *Impact of Covid-19 of Local Authority Archaeology Services* undertaken by Landward Research UK on behalf of ALGAO: UK shows that 91.7% of ALGAO: Scotland members were able to provide a full service to the commercial sector during the lockdown while 8.3% of members provided a slightly reduced service. In line with National and Local Government advice only essential site visits were undertaken during the lockdown period but all commercial non-site aspects were able to be supported. A small number (3 in total) of Local Authority Archaeology Staff were either furloughed or redeployed but all ALGAO:Scotland members were able to maintain at least a partial service.

Despite the restrictions that the Covid-19 lockdown brought, ALGAO members were able to facilitate essential archaeological work on projects of national importance where appropriate across Scotland. This was especially true when time critical work had no option but to progress or where enforcement was needed.

Working with colleagues in the commercial sector, the continued work of the Local Authority Archaeologists across Scotland has ensured that now that Covid-19 restrictions are being eased and commercial projects restarted, commercial archaeology is in a strong position to contribute to the economic recovery of Scotland.

Andrew Robertson, ALGAO:Scotland Chair

Although a significant proportion of Scottish archaeologists were placed on furlough many others have been able to continue to deliver essential services such as work on critical road, tram and offshore wind infrastructure projects. Even during Covid-19 archaeologists have continued to contribute to the wider Scottish and UK economy.

Archaeology in Scotland has continued working through the pandemic. And we do not see this pattern ending – there are many development and major 'oven ready' infrastructure programmes, such as the £26.25m *Transport Scotland Archaeological Framework*, which includes work on the A9

Dualling Programme between Perth and Inverness; the A96 Dualling Programme between Inverness and Aberdeen; the A9/A96 Project between Inshes and Smithton; and other discrete schemes^v and the Edinburgh Tram Extension^{vi} either ready to start or restart which will aid the economic recovery over the short, medium and long-term. These projects will also have significant economic benefit to local supply chains including heavily affected sectors such as hospitality and accommodation across the whole of Scotland, particularly in rural areas.

And our sector has more to offer than just aiding economic recovery.



Case Study: Local Authority Archaeology Services

Local Authority archaeology services have responded robustly since the start of lockdown with 100% of Association of Local Government Archaeological Officers (ALGAO) Scotland members maintaining service delivery. This represents a minimum of 28 out of the 32 Local Authorities continuing to provide pre-scoping advice, planning application consultation, and mitigation oversight on active development sites during the pandemic. While most construction activities on site came to a halt following Scottish Government instruction, essential infrastructure projects continued.

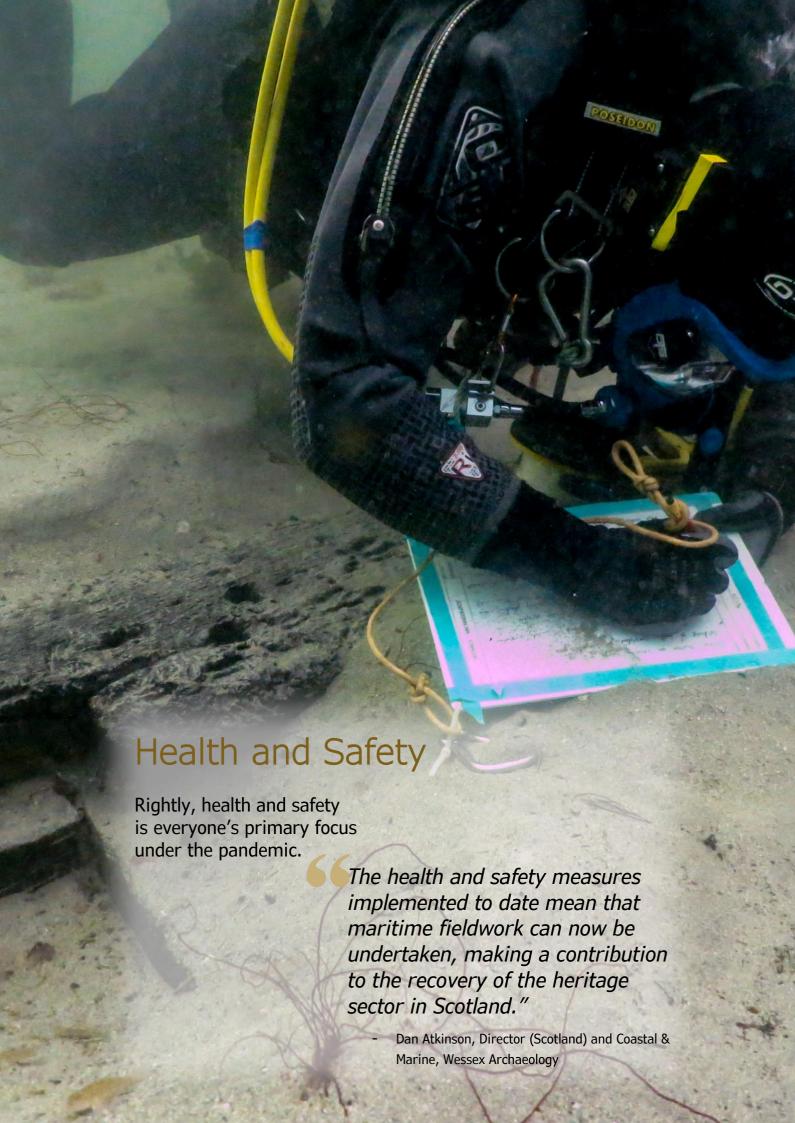
In Aberdeenshire, these construction activities ranged from completion of new cable routes, to onshore connection works for offshore windfarm projects, to a new railway station. As understanding of Covid-19 evolved so did our advice to commercial contractors. In effect new risk assessments were introduced, and cross-checks made between individual project procedures being put into place against new industry standards at a national level. As always clear and rapid communication between clients, contractors and ourselves allowed for permitted works under the new rules to proceed normally.

This flexibility and adaptability to the unprecedented situation also provided a resilience between local authorities. Initially Glasgow City Council and the West of Scotland Archaeology Service that they host were unable to work remotely once their offices were closed. Aberdeenshire agreed to provide temporary emergency cover during this period, thereby ensuring that no contractor or developer suffered a delay.

There was however one casualty of service provision during lockdown, namely site visits in person. While initially seen as too risky and therefore unachievable, the commercial sector and Local Authorities quickly adapted freely available technology, such as video calling on smartphones, to act as temporary alternatives.

Such changes in working practice between local authorities, developers and contractors, combined with already existing online datasets, has ensured a continuity of commercial archaeology at a time when many other sectors have been unable to work.

Bruce Mann, ALGAO & Aberdeenshire Council



Rightly, health and safety is everyone's primary focus under the pandemic. Since March, development-led archaeology has been following all Scottish Government requirements, together with heeding advice from the Chartered Institute for Archaeologists (CIfA), the Federation of Archaeological Managers and Employers (FAME) and the Prospect trade union in order to protect lives and livelihoods. The Scottish Government's Coronavirus (COVID-19): construction sector guidancevii has been key to developing local safe Site Operating Procedures.

Our industry immediately initiated Covid-19 risk assessments and procedures to keep archaeology on-site projects going wherever it was safe to do so, and to ensure offices were safe places to work from. On 23rd March, the First Minister called for a halt to all non-essential construction work across Scotlandviii, and this was implemented from 6th April^{ix}. This was implemented much more comprehensively than a similar stop on construction work in England, and it led directly to a significant reduction in the amount of archaeological work being undertaken - as much of this would have taken place in parallel with other ongoing construction works.

But this did not lead to the universal cessation of archaeological fieldwork. Work on construction projects that were essential continued^x, as well as preparatory and planning work which included opening some evaluation trenches to begin preliminary assessment in the field – which could be delivered safely, with the machine operator and archaeologists socially distancing to ensure a safe workplace for all.

It remains critical that our industry continues to adapt and adopt any necessary changes in our wide range of workplaces, particularly in relation to social distancing in the workplace and travelling to sites. We have spent a huge amount of time on health and safety since March, particularly on active infrastructure projects, and we are happy to share this learning with the wider heritage sector so we can work together to restart the economy in a safe environment.

Case Study: Emerging from Covid-19 Lockdown

Different commercial companies have had different experiences during the pandemic. When the Covid-19 lockdown began in March, GUARD Archaeology had several teams working on a variety of sites across Scotland. Within a matter of days, all of this fieldwork had closed down and over the next three months, 85% of our staff were placed on furlough. But since early June, we have been preparing for the safe restoration of our archaeological services and have gradually brought our staff back from furlough. That we were able to do so is due to our Safe System of Work that follows Scottish Government advice as well as that from the Chartered Institute for Archaeologists and Prospect. This covers social distancing, PPE, cleaning and disinfection, travel, overnight accommodation, emergency procedures, mental health, cover arrangements and contact tracing.

Furthermore, operations at any one site are not resumed until senior management has signed off that site's updated Risk Assessment Method Statement which demonstrates that the relevant measures are in place. And we work closely with our clients to ensure that our safe system of working adheres to their own measures. Adapting to a new safe system of working is of fundamental importance because the demand for archaeological services in Scotland has resumed. This is demonstrated not only by the return of GUARD Archaeologists to all our previously closed down sites. We have started fieldwork at several new sites too, discovering the remains of a prehistoric settlement in South Ayrshire and a Bronze Age cairn and cemetery in Argyll and Bute; and investigating a medieval graveyard in Leith. This work will reveal more information about Scotland's past, recovering evidence that would otherwise be lost and providing insights into aspects of Scotland's cultural heritage not possible other than by archaeological means.

Ronan Toolis, Commercial Director, GUARD Archaeology



Development-led archaeology supports the Scottish Government's Sustainability and Climate Change agendas, particularly through work on infrastructure and energy projects.

Throughout Covid-19,
Wessex Archaeology has
successfully continued to
provide terrestrial and
marine support to the
Offshore Renewables sector
across Scotland, and export
our skills to the wider UK
and Europe."

- Dr Andrew Bicket, Principal Marine Consultant, Wessex Archaeology (Scotland) The recently published Crown Estate Scotland three-year plan^{xi}, with renewed commitment to sustainable development and reinvigorated energy sector windfarm development, both on-^{xii} and off-shore^{xiii} should see a significant push towards a sustainable economy. Development-led archaeology as a sector also looks to make continual improvements in its use of digital technology, enabling movement towards 'greener' and more sustainable ways of undertaking archaeological work.

Case Study: Neart na Gaoithe Offshore Wind Farm Onshore Transmission Route

Neart na Gaoithe Offshore wind Farm is located approximately 15km off the Fife coast and is an integral part of the Scottish Government's commitments to renewable energy. The power transmission cable for the wind farm makes landfall at Thorntonloch Beach to the immediate south of Torness Nuclear power station, East Lothian and runs inland for 12km passing under the A1 and the East Coast Mainline to a grid connection substation located at Crystal Rig II Onshore Wind Farm in the Lammermuir Hills in East Lothian.

Archaeological work has been ongoing on the site since 2013 by both CFA Archaeology and Wessex Archaeology and a number of archaeological sites have already been uncovered and investigated along the route. The project had reached a critical point in timings just as the lockdown for Covid-19 hit, with substation construction underway and cable installation about to commence. In terms of the archaeological work the final areas were due to be evaluated through watching brief and a number of final variations to the works were to be assessed. While the fieldwork (both for archaeological and construction work, as per Scottish Government direction) on the project stopped during the tightest part of lockdown, desk-based work continued to ensure that everything was in place when site work could recommence. Working with the planning team and Wessex Archaeology, East Lothian Council Archaeology Service enabled the archaeological works on site to commence at the earliest opportunity. Discussions were had over the phone or via video conferencing which enabled variations to be progressed and WSIs to be approved so that fieldwork was essentially shelf ready once it could recommence.

Andrew Robertson, East Lothian Council Archaeology Service

Protecting our Heritage

It is taken to be a universally acknowledged truth that sustainable economic growth cannot, by definition, be achieved at the expense of shared environmental resources^{xiv} and this includes our heritage.

Remodelling the project has been supported by the funders and welcomed by the community; showing the value ascribed by a rural community to their historic environment."

- Rathmell Archaeology Ltd

Our existing curatorial systems will ensure that economic development is always archaeologically accountable and socially responsible when all work restarts and we emerge from the current situation.

Education and Celebrating Our Heritage

It is development-led archaeology that excavates, studies, publishes, and disseminates over 95% of the archaeological investigations in Scotland every year. It is this archaeology that tells Scotland's archaeological story. We are best placed to continue to share and celebrate the story of Scotland's past, encourage people to visit Scotland, and educate the next generation in their shared history. Many projects being worked on by the commercial sector will continue to add and elaborate new chapters to our Scottish history. Thus, developer-led archaeology will continue to contribute to key objectives of Scotland's Archaeology Strategy, particularly Delivering Archaeology, Enhancing Understanding, Caring and **Protecting and Encouraging Greater** Engagement.

Young People and Employment

Our sector can have a critical role to play in another government objective: getting people back to work and offering new employment opportunities. With the likely rise in unemployment that the economic downturn will bring, our sector is very well placed to help with youth employment, new apprenticeships and future training and development. Following the Great Recession of 2008-09, and in times of public austerity (such as the 1980s, and again in the early 1990s), the sector has managed to rapidly get the number of archaeologists in work back to levels higher than before the recession. And we can do it again.

Innovation

In times of crisis and recovery we need to innovate. In recent years most of the major innovations in archaeological practice have been founded (and often funded) in the development-led sector. Our sector is agile and adaptable. After the last economic downtown, we matured as a profession, worked together, shared ideas and formed new collaborative partnerships. In the coming years there will be more mature discussions of how we can collaborate and work together whereby every member of society can celebrate their heritage.

Whether it is the economy, youth employment, education or green agendas we have a huge amount of confidence in development-led archaeology's ability to contribute to our country's recovery.

Case Study: Meeting the Covid-19 Crisis

Highland Archaeology Services Ltd have been able to meet the Covid-19 crisis by utilising the digital infrastructure the company had already put in place, and by reacting quickly using the flexibility that a small company allows. We took advantage of the furlough scheme at the start of lockdown in order to mitigate for the sudden reduction in fieldwork and protect our company cashflow, before steadily bringing furloughed staff back when capacity allowed. This has enabled us to protect our staff, but also continue to serve our clients. For example, we have been able to carry out desk-based assessments and walkover surveys that have allowed projects to progress through the planning stages, including large infrastructure projects - particularly in the energy sector. By investing in safety equipment, we have been able to reduce risks in loneworking, which has become necessary to reduce transmission risk.

We have continued to successfully tender for projects and work with our clients to anticipate and react to changes in guidance, so that we can effectively adapt projects that were planned pre-Covid. For example, we have successfully tendered for the Lost Inverlael community archaeology project during lockdown, and are now planning how we can deliver the project's aims and turn the challenges that lockdown has presented into an opportunity to engage and enliven the community once again.

Lynne McKeggie, Director, Highland Archaeology Services

Threats

There are threats to our sector, both obvious and overlooked.

Development-led archaeology is so much more than just facilitating or delivering planning applications for private developers and we cannot lose sight of this bigger picture in our wider sector recovery discussions



Our Clients' Resilience

There are threats to our sector - the potential economic consequences of a 'No Deal' Brexit and a post-Covid recession being obvious ones. These will undoubtedly affect market confidence and some of our main clients may decide to defer developments or move them to other regions. But, with the pipeline of work in infrastructure, energy, forestry, extractive industries, and some housing markets the development-led archaeology sector is feeling positive. The £26.25m that will be spent by Transport Scotland on their Archaeological Framework Programme^{xv} could not have come at a better time; not just economically but also with associated public benefits it will bring.

However, there is a threat to an often overlooked, key client group: public and third sector bodies such as Historic Environment Scotland, the National Trust for Scotland, Forestry and Land Scotland, the National Heritage Lottery Fund, and the LEADER Programme. Many organisations working in development-led archaeology rely on funding from these bodies and we need to know what the likely effects of Covid-19 on these key funding streams will be. We need these organisations to share insight which will allow us to plan ahead. What will happen, for example, to future funding of community projects, the HES-funded Properties-in-Care, Conservation and Human Remains Call-Off Contracts? And will funds still flow to institutions like CIfA and FAME that are critical to upholding professional standards and supporting development-led archaeology? We can only be agile if we remain well informed.

Case Study: Adapting During Covid-19

Headland Archaeology is a commercial company, established in Edinburgh in 1996 and now has five regional offices across the UK. It became part of RSK Group Ltd in 2019. Of all the challenges we thought we might face as a company in 2020, a global pandemic was not one of them. However, this is where we've found ourselves, and over the past few months, we've risen to that challenge and found ways of continuing to work, to an extent managing to carry on with some sense of normality. For Headland, as a relatively new company within a larger one (RSK Group Ltd), the unprecedented scenario we were facing sped up our integration into the team, and we have relished working closely with our colleagues from different companies; there's nothing like a crisis to make you feel part of the family!

Our client base comprises a wide range of sectors and includes a number who are involved in energy provision and transmission. Throughout the lockdown, the Scottish Government provided a clear list of which industries were classed as essential, which included energy transmission. From early April we have been working closely with a contractor to provide archaeological support on a large sub-station project in the east of Scotland. Covid-19 measures for our own staff have included provision of one-person-per-vehicle, and one person-per-accommodation to minimise the potential contact, on top of regular hand hygiene and cleaning of contact points. As this project was a watching brief, maintaining social distancing on site was relatively straightforward, and we were further supported by a very engaged and proactive contractor who had temperature testing prior to entering site, and facilitated testing where required. All of this ensured the safety of our staff, which must be our priority.

Overall, it has been heartening to see a gradual return to normal working levels for most of our teams. We have got used to working within a 'Covid-safe' environment and in most cases, the outdoor nature of our work has made this relatively easy to achieve. It has also been very encouraging to see how seriously our clients – the contractors and developers of the construction industry – have taken the situation. Across the board, there has been a high level of engagement, and a real practical approach to whether situations are safe, rather than ticking the box exercises. This bodes well for an ever more engaged attitude to safety on site in the future.

Kirsty Dingwall, Project Manager, Headland Archaeology

Curation and the Overall Process

The archaeologists who advise government and local planning authorities – our archaeological curators - facilitate development work that then employs a significant number of archaeologists working for commercial companies. This supports economic growth whilst balancing our society's interest in protecting and enhancing our cultural environment. Often in times of stress thoughts are aired of reviewing processes that are (wrongly) perceived to 'hold up' development. There should be no attempt to kick start the economy in a way that contravenes our longer-term commitments to our shared heritage.

The financial value of this work has been demonstrated - every £1 spent on Local Authority Planning Archaeology leads to £15 being invested in development^{xvi} - and its ability to continue to deliver in the most challenging of circumstances has been confirmed^{xvii}.

As the country reopens there will be thousands of new archaeological finds, digital and paper records, and samples from working on Government-backed infrastructure projects. If curators and museums are unsupported in this crisis what will happen to these archives, finds, and results from this new work that is in the pipeline? Who else is there to use this information to embed and celebrate the results within Scottish schools?

Development-led archaeology is so much more than just facilitating or delivering planning applications for private developers and we cannot lose sight of this bigger picture in our wider sector recovery discussions.

Scotland's Archaeology Strategy^{xviii}, a strategy that complements and supports the Historic Environment Strategy for Scotland – Our Place in Time, recognises that archaeologists work in partnership with developers to ensure that they are delivering public benefit, and development-led archaeology contributes directly to Aim One of the Strategy, Delivering Archaeology, Aim Two, Enhancing Understanding, Aim Three, Caring and Protecting and Aim Four, Encouraging Greater Engagement.

The current system, which marries decades of local authority and commercial sector expertise, is very well-placed to help Scotland recover from Covid-19 and deliver many of the Scottish Government's *National Performance Framework* Objectives^{xix}. Our sector can help immediately with the economic recovery and also support work towards key medium and long-term objectives thereafter.

Case Study: Long-Term Resilience

Rathmell Archaeology Ltd is a small archaeological consultancy and contracting company (usually under 10 staff). We have been trading since 2003 and have a dedicated graduate staff team as well as established premises in Ayrshire. Our clients range across the development sector, utility providers, land managers and community groups with projects across Scotland.

The long-term resilience of our Company will be driven by our ability to sustain the health of our staff with Covid-19 endemic in our community. Our restart of nonessential development site archaeological work has followed Scottish Government construction sector guidance. Under Phase 3 of the Construction Scotland Re-Start Plan^{xx}, we started providing archaeological watching briefs and evaluations on 22nd June, using working methods specifically adapted to ensure physical distancing. We used earlier Phases of the Re-Start Plan to prepare: securing appropriate PPE, undertaking robust risk assessments and discussing approaches with our staff to ensure they were confident that we would deliver a working environment that felt, and was, safe. We appreciate that our staff often move between multiple sites each week and that some of our staff have higher personal risk factors. As a consequence, although we are now within Phase 4 (so can use PPE where physical distancing is not sustainable) we have declined to use this flexibility, we have also continued single occupancy vehicles for travel and declined contracts that involve overnight accommodation. The current suppression of Covid-19 should not distract us from undertaking meaningful risk assessment to ensure our resilience for the benefit of our staff, clients and the broader community.

Rathmell Archaeology Ltd

























These above organisations contributed to and endorse this publication.



Images in Order of Appearance:

- 1 GUARD Archaeologists excavating the graveyard of South Leith Parish Church on Constitution Street as part of the Edinburgh Trams project while maintaining social distancing © Copyright: GUARD Archaeology Ltd.
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- 6 Maritime/wet fieldwork image © Copyright: Wessex Archaeology
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- 8 Fish Trap South Uist © Copyright: Wessex Archaeology

ⁱ Aitchison forthcoming – "No More Polluter Pays Principle: opportunities and challenges of public benefit provision in UK development-led archaeology" **Internet Archaeology**

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vi https://nen.press/tag/trams-to-newhaven/

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^{**} https://www.publiccontractsscotland.gov.uk/search/show/search_view.aspx?ID=JUL390464

xvi https://www.algao.org.uk/archaeology-development-management

xvii https://landward.eu/wp-content/uploads/2020/07/Impact-of-Covid-19-on-Local-Authority-Archaeology-Services.pdf

xviii http://archaeologystrategy.scot/

xix https://nationalperformance.gov.scot/

xx https://www.cs-ic.org/media/4046/cs-re-start-model-commentary-28-05-20-2.pdf