

# **Development-led Archaeology in Europe**

## **Meeting the Needs of Archaeologists, Developers and the Public**



**Edited by Agnes Stefánsdóttir**



EAC Occasional Paper No. 14

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Edited by Agnes Stefánsdóttir

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## **Development-led Archaeology in Europe Meeting the Needs of Archaeologists, Developers and the Public**

Edited by Agnes Stefánsdóttir

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Cover image: Archaeologist gives a guided tour at a development site at Reykjavík's  
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# Contents

|                                                                                                                                       |   |
|---------------------------------------------------------------------------------------------------------------------------------------|---|
| Development-led archaeology in Europe<br>Meeting the needs of archaeologists, developers and the public<br>General introduction ..... | 7 |
| <i>Agnes Stefánsdóttir</i>                                                                                                            |   |

## Session 1 The archaeologists

|                                                                                                        |    |
|--------------------------------------------------------------------------------------------------------|----|
| Development-led archaeology in Bulgaria during the last decade .....                                   | 15 |
| <i>Lyudmil Vagalinski</i>                                                                              |    |
| Archaeological Map of Bulgaria – Transport and pipeline infrastructure projects .....                  | 21 |
| <i>Nadezhda Kecheva</i>                                                                                |    |
| Quality in development-led archaeology .....                                                           | 25 |
| <i>Eva Skyllberg</i>                                                                                   |    |
| Development-led archaeology in Finland: free competition – lessons learnt .....                        | 29 |
| <i>Petri Halinen, Marianna Niukkanen, Sirkka-Liisa Seppälä and Helena Taskinen</i>                     |    |
| Project of Trans Adriatic Pipeline (TAP) in Albania –<br>A potential opportunity for archaeology ..... | 33 |
| <i>Rudina Zoto and Mariglen Meshini</i>                                                                |    |

## Session 2 The developers

|                                                                                                                     |    |
|---------------------------------------------------------------------------------------------------------------------|----|
| Following the developers – Salvage archaeology and urban archaeological<br>management, the Israeli experience ..... | 39 |
| <i>Jon Seligman</i>                                                                                                 |    |
| What do the funders of infrastructure projects in England expect from their<br>commercial archaeologists? .....     | 43 |
| <i>Neil Holbrook</i>                                                                                                |    |
| Farmers and archaeologists: any shared interests?<br>Best practice from the Dutch countryside .....                 | 49 |
| <i>Henny Groenendijk</i>                                                                                            |    |

### Session 3 The public

Whose business is it anyway?

Survey on the relationship between archaeology,  
the public and the national government ..... 57

*Marjolein Verschuur*

The magic triangle ..... 61

*Gábor Virágos*

Presenting an archaeology for everyone:

changing our approach to publicly funded  
archaeological investigation in Scotland ..... 65

*Kirsty Owen and Rebecca Jones*

A citizen's view on public archaeology and heritage in Austria ..... 69

*Sigrid Peter*

# Development-led archaeology in Europe

## Meeting the needs of archaeologists, developers and the public

### General introduction

As a contribution to the European Year of Cultural Heritage 2018, the European Archaeological Council organized its annual Symposium on a topic which is closely related to the objectives of this initiative. It was appropriate to gather in Bulgaria, the country which was chairing the European Union in the first half of 2018.

Development-led archaeology (preventive archaeology) has taken over almost all archaeological excavations in Europe. It is estimated, that in many European countries, as much as 80-90% of excavations are now development-led and in some countries close to 100%.

In 2015, the EAC Symposium concentrated on development-led archaeology under the title *When Valletta meets Faro. The reality of European archaeology in the 21st century*. The symposiums three sessions presented the different legal and organisational models across Europe, analysed the practical outcomes of different rescue archaeology solutions and a final session focused on how to assure quality of research and ensure lasting public benefit.

The 2017 symposium of the EAC was also in part linked to development-led archaeology. The title of the symposium was *Dare to Choose: Making Choices in Archaeological Heritage Management* and it concentrated on the decision-making mechanisms and actions from mainly the heritage management viewpoint.

One of the subthemes of the Amersfoort Agenda<sup>1</sup> published after the EAC Symposium in 2015 (Theme 1. The Spirit of the Faro Convention: embedding archaeology in society) was: *Know the public: analyse the wants, interests and expectations of stakeholders in society regarding their involvement in archaeology, preferably through interactions with these stakeholders*.

In the 2018 heritage management symposium, the idea was to look at the topic of development-led archaeology from a different angle and encourage a discussion between the heritage management officials, the developers, the archaeologists working in the field and the public. How can we meet the needs of these very different stakeholders and do we always need to?

This topic was also relevant in view of the decision of the EU and European Parliament's decision to make 2018 the European Year of Cultural Heritage with the aim of raising

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<sup>1</sup> <https://www.europae-archaeologiae-consilium.org/strategic-documents>

awareness as well as drawing attention to the opportunities offered by Cultural Heritage. In other words, to reflect on the place that cultural heritage occupies in all our lives.

The Symposium lasted one and a half days (22 and 23 March 2018) and consisted of three presentation sessions followed by discussions – including questions and comments from the floor.

### Session 1 – The archaeologists

The first session of the symposium was dedicated to the archaeologists. What has been the impact of development-led archaeology on archaeology as a profession, are we seeing lower wages for archaeologists because of market dumping? Is the science poorer? Has archaeology turned into a mechanical profession, with all the excitement and wonder gone?

Who is really in charge and making decisions on what and how to excavate?

How do we make sure that the quality of work is sufficient? Should there be a centralized (state) agency or is a regional office better? Or can we leave it to the „market“?

Lyudmil Vagalinski (see p. 15) discussed the juridical and practical effects of the implementation of a new Law of Heritage of Culture in Bulgaria which was introduced in 2009.<sup>2</sup>

Nadezhda Kecheva (see p. 21) introduced some practical examples of development-led projects in Bulgaria and it's impact on the profession and the quality of the work.<sup>3</sup>

Eva Skjällberg (see p. 25) described how quality assessment and quality control of projects has become important in the management of Swedish archaeology.

Filipa Neto and João Marques discussed the history of archaeological research in Portugal and how the profession has evolved through the years. Archaeology is now a low-income job.

Petri Halinen, Marianna Niukkanen, Sirkka- Liisa Seppälä & Helena Taskinen (see p. 29) described lessons learnt from having free competition in development-led archaeology in Finland.

Rudina Zoto, Mariglen Meshini & Ilira Çela (see p. 33) introduced the Project of the natural gas Trans Adriatic Pipeline (TAP) in Albania. The pipeline starts in Turkey, goes through Greece and Albania, under the Adriatic sea and ends in Italy. Having such

<sup>2</sup> Internet Archaeology 51. <https://doi.org/11141/ia.51.4>

<sup>3</sup> Internet Archaeology 51. <https://doi.org/11141/ia.51.2>

a big project has resulted in an increase of using scientific criteria in archaeological processess and has been a school for Albanian archaeology.<sup>4</sup>

## Session 2 – The developers

In session two, development-led excavations were discussed concentrating on the developers' viewpoint. The 'polluter pays principle' and other models of funding development-led archaeology were compared as well as the differences on how large-scale and small-scale developers operate under the polluter pays principle.

How can we make archaeological research a natural part of the construction cost – and is it natural?

Jon Seligman (see p. 39) introduced the Israeli experience with archaeology vs. development. Development-led archaeology is increasing and has reached around 70 % of all archaeological research.

Kate Geary discussed how archaeology can add value to development. The Chartered Institute for Archaeologists has produced a guide for clients commissioning archaeological work.

Máté Stibrányi & Eszter Kreiter described current approaches to development-led archaeology in Hungary.

Anu Kivirüüt & Ulla Kadakas described how the Estonian heritage protection system is based on the polluter pays principle. In small-scale excavations the National Heritage Board has tried to help the owners by doing the preliminary survey or offering partial funding.

Neil Holbrook (see p. 43) discussed client expectations of commercial archaeology in the UK.

Henny A. Groenendijk (see p. 49) presented some actual best practice examples from the Dutch countryside where it was attempted to create a win-win situation for both farmers and the archaeology.<sup>5</sup>

## Session 3 – The public

In the third session the aim was to look at archaeological research from the point of view of the public. How can we justify that public funds are used to pay for archaeological excavations? Is the research for the archaeologists benefit and their scientific endeavours, or should we always be able to demonstrate that they are something that benefits the public as well?

<sup>4</sup> Internet Archaeology 51. <https://doi.org/11141/ia.51.7>

<sup>5</sup> Internet Archaeology 51. <https://doi.org/11141/ia.51.1>

Can we use the media to a greater extent to shape public opinion - since they are responsible for informing society about both archaeology and development.

The role of amateur associations in building bridges between the public and heritage management.

Marjolein Verschuur (see p. 57) presented a survey conducted by the Cultural Heritage Agency of the Netherlands on the relationship between archaeology, the public and the national government.

Gábor Virágos (see p. 61) introduced the magic triangle and how communicating the archaeological heritage is a complex procedure where different types of communication is needed for different stakeholders.<sup>6</sup>

Kirsty Owen & Rebecca Jones (see p. 65) presented Archaeology for Everyone, how the approach to publicly funded archaeological investigations in Scotland is being changed.<sup>7</sup>

Zdeněk Šámal discussed how archaeology is presented in media from a reporters point of view.<sup>8</sup>

Finally Sigrid Peter (see p. 69) presented a citizens view on public archaeology and heritage in Austria and how best to communicate with the interested public.<sup>9</sup>

## Acknowledgements

After each session the floor was open for discussion and questions from the participants of the symposium. I want to thank all who attended the symposium for very lively discussion where important topics were raised and discussed from many angles. I would also like to thank the session chairs, Barney Sloane, Lyudmil Vagalinski and Thor Hjaltalín for excellent time-management and encouragement of the discussions after their sessions.

Special thanks are due to the EAC's assistant Djurra Schaff for all the practical details that need to be organized for such a symposium and of course to our host Lyudmil Vagalinski director of the National Archaeological Institute with Museum and his excellent staff.

Finally I would like to thank the EAC's president Leonard de Wit and the entire EAC board for the opportunity of organising the symposium and for a very fruitful and interesting six years of being a member of the board.

<sup>6</sup> Internet Archaeology 51. <https://doi.org/11141/ia.51.5>

<sup>7</sup> Internet Archaeology 51. <https://doi.org/11141/ia.51.3>

<sup>8</sup> Internet Archaeology 51. <https://doi.org/11141/ia.51.6>

<sup>9</sup> Internet Archaeology 51. <https://doi.org/11141/ia.51.8>

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The power points of the EAC's 19th symposium can be consulted at  
<https://www.europae-archaeologiae-consilium.org/presentations-eac-symposium-2018>

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# The archaeologists



The Church of St George, Sofia, Bulgaria. Considered the oldest building in the city, dated to the 4th century AD. © Agnes Stefánsdóttir



# Development-led archaeology in Bulgaria during the last decade

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**Keywords:** development-led archaeology, Bulgaria

## Introduction

Bulgaria is a member of the European Union since January 1st 2007. This membership has significantly expanded funding opportunities for major infrastructure projects in the country. Bulgarian archaeology and the relevant Bulgarian legislation had to adapt quickly to new requirements corresponding to the rules of the European Union. A new Cultural Heritage Act (CHA) was adopted in 2009.<sup>1</sup>

According to Art. 2a (1) of the CHA: “Cultural values, archaeological sites and objects originating from the territory and the territorial waters of the Republic of Bulgaria, are public state property”.

According to Art. 148 (5) of the CHA: “The resources needed for rescue fieldwork, until the complete research of the land, shall be provided by the contracting authority whose investment initiative is related to the rescue research.”

According to Art. 161 (1) of the CHA: “The implementation of investment projects of natural persons and legal entities within territories for which there are data about the presence of archaeological sites must be preceded by preliminary archaeological investigations, which shall determine whether they will be affected or damaged. Rescue excavations shall be conducted on the archaeological sites uncovered during these investigations, prior to the start of construction works.”

(2) “In the course of construction works, archaeologists shall carry out monitoring. In case of discovery of archaeological sites, Articles 148 and 160 shall be applied.” i.e. the construction shall be stopped, and an archaeological field research will be conducted.

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<sup>1</sup> [http://www.unesco.org/culture/natlaws/media/pdf/bulgaria/bulgaria\\_culturalheritageact\\_2009\\_entof.pdf](http://www.unesco.org/culture/natlaws/media/pdf/bulgaria/bulgaria_culturalheritageact_2009_entof.pdf)

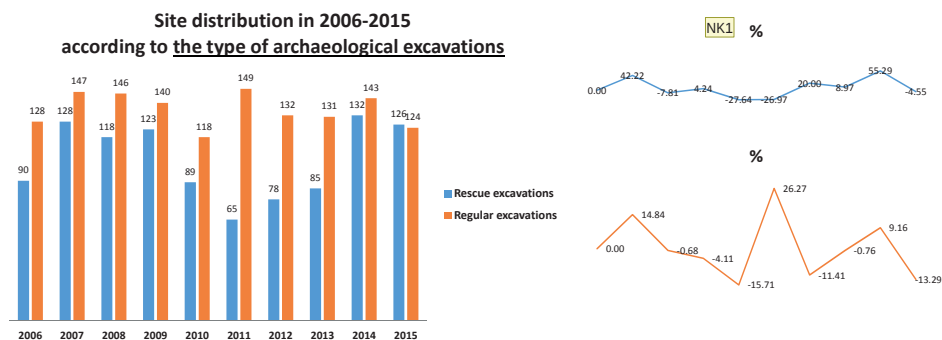
The Regulation on Conducting Archaeological Fieldwork (2011) was supplemented by a state tariff (2012), according to which the budget of each archaeological field research – rescue or regular / planned, monitoring, excavation or non-destructive research, is formed.<sup>2</sup>

### Development-led archaeology practice in current Bulgaria; statistical analysis

The Cultural Heritage Act and its Regulation on Conducting Archaeological Fieldwork gradually regulated the relationship between investors and archaeologists. The number of cases of destruction of archaeological sites during construction works, despite of their scale, has been considerably reduced. The National Coordinator and Methodological Center of Bulgarian Archaeology – The National Archaeological Institute with Museum at the Bulgarian Academy of Sciences – started working in close and positive cooperation with the Ministry of Culture.

Total number of archaeological excavations during 2006–2015 ranged from 207 to 275. If we count field surveys and monitoring, then the total number of archaeological field researches will be more than 400 per year. There is a tendency toward balance between rescue and regular/planned excavations as a number (figure 1). But if we count field surveys and monitoring most of which belong to development-led archaeology then the number of rescue field researches will vastly prevail. NAIM has carried out about 40% percentage of all excavations that corresponds to the number of archaeologists in NAIM and the rest. If we search the financing of archaeological excavations a stable position can be recognized: first place belongs to the state; second place – to municipalities; third place – private. As for the funding of rescue excavations then private financing regularly takes first or second place (figure 2). It is not the same by regular excavations where municipality and state financing dominate. If we discuss geographic location of rescue and regular excavations, then rescue ones

Figure 1. Site distribution in 2006–2015 according to the type of archaeological excavations (K. Chukalev / I. D. Cholakov)



<sup>2</sup> [http://naim.bg/Documents/Regulation\\_20160527.pdf](http://naim.bg/Documents/Regulation_20160527.pdf)

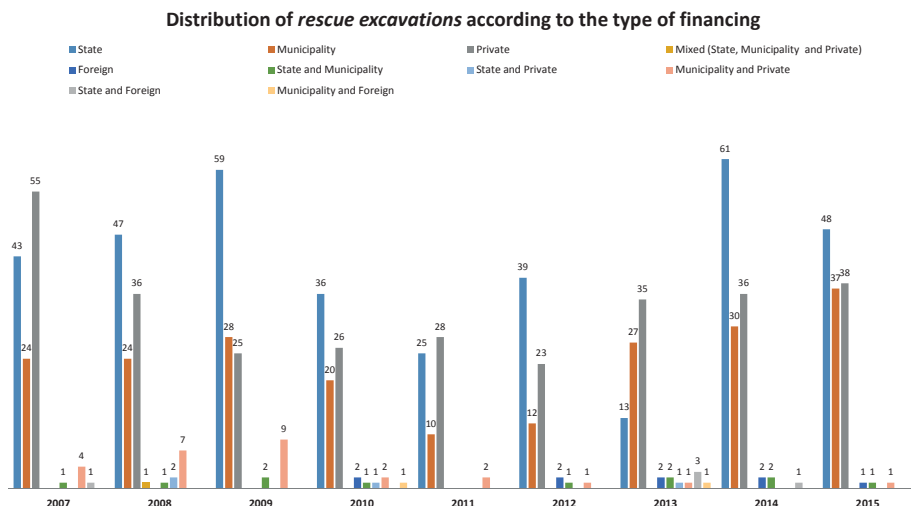


Figure 2. Distribution of rescue excavations according to the type of financing  
(K. Chukalev / I. D. Cholakov)

prevail in South Bulgaria where economy and population have concentrated since the political changes in the country at the end of 1989. Regular excavations prevail in North Bulgaria due mainly to the tradition of archaeological survey of medieval Bulgarian capitals (Pliska, Preslav and Veliko Tarnovo) and of the Roman Lower Danube Limes. State developers prevail strongly regarding rescue archaeological investigations.

### Problems of development-led archaeology in Bulgaria

1. The Cultural Heritage Act (2009) is the most frequently changed law in the latest Bulgarian history, including its part on archaeology and the Archaeological Fieldwork Regulation (2011). The archaeological heritage is among the few economic sectors that has not yet been privatized, and therefore causing economic appetites. The frequent amendments of the Cultural Heritage Act and its regulations lead to unnecessary tensions among archaeologists.

2. Illegal excavations (treasure hunting) continue to be the greatest evil for Bulgarian archaeology as a whole. According to the Bulgarian police, about 30,000 persons are permanently engaged in this criminal activity. In certain periods after 1989, their number has increased significantly. These candidates for fast and easy money systematically destroy archaeological heritage in the country. Thus, the country loses irreversibly its history / historical memory and a major share of its cultural tourism potential.

3. There is a permanent latent discontent amongst large private and public investors against the legal obligation to pay for archaeological research according to a state-

determined tariff and to take into consideration the archaeological heritage of the country. Attempts are being made periodically to change the well-functioning existing system of the Bulgarian archaeology, aiming at drastic reduction of the cost for rescue archaeological research.

4. Often large investors (public and private) do not plan rescue archaeological research in time. It is commissioned relatively late in regard to building schedules, resulting in tension between investors and archaeologists.

5. Often investors and construction companies have justified their own delay, in other words – their organizational weaknesses, with the archaeological research. With the common efforts of media and archaeologists, this bad practice is limited, and today Bulgarian society can hardly be misled/manipulated to the detriment of Bulgarian archaeology.

6. The lack of a coherent common policy / regulations in the European Union in regard to cultural heritage, and in particular towards the archaeological one, facilitate Bulgarian civil servants to refer incorrectly to Brussels rules. So additional unjustified requirements are imposed on contractor - archaeologists. Thus, the reinsurance of the clerk who is trying to avoid responsibility, leads to difficulties implementing infrastructure projects of national importance.

### **Perspectives for development of rescue archaeology in Bulgaria**

The main question is whether private archaeological units will be admitted. The current legislation does not permit such. It also rejects a recently launched idea of setting up archaeological NGOs to carry out rescue archaeological research. Attempts to introduce private entities into them will continue. Financially strong groups of investors, building contractors and private collectors, looking for profits through and at the expense of archaeology, stand behind them. Of course, they have influence in all three authorities – legislative, judiciary and executive. It is logical that they will prevail sooner or later, but not for the good of the rich archaeological heritage in Bulgaria. Wherever in Europe the so-called commercial archaeology has been allowed, as a rule, it has led to serious problems. Private archaeological companies are winning tenders for rescue archaeological research by dumping prices. In a consequence, they cannot comply with the methods of archaeological fieldwork. The link between fieldwork and publication of the results is also broken. Museums do not accept findings due to poor documentation. As a result, Europe is permanently and irrevocably losing its history, but also its economic perspectives. And this is, to put it mildly, strange, because a survey from the beginning of 2018 showed that 80% of European citizens appreciate cultural heritage and 8,000,000 of them are constantly working in this sphere. Specifically, for Bulgaria, the high number of illegal excavations is an actual precondition for their practical legalization through private archaeological organizations.

## 5. A possible (and not heretical) European solution

Supranational rules on the cultural and historical heritage and in particular – the archaeological one, obligatory for the European Union, can restore the equilibrium between the interest of investors and that of archaeologists. Now this socially beneficial balance is severely disrupted in favour of the former<sup>3</sup>. ***We can restore economy and even population, but not archaeological heritage once lost!***

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**The full version of this paper is available at**  
<https://doi.org/11141/ia.51.4>

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<sup>3</sup> Exceptions such as Bulgaria and Denmark do not change the pessimistic situation of modern European rescue archaeology.



# Archaeological Map of Bulgaria – Transport and pipeline infrastructure projects

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**Keywords:** Archaeological Map of Bulgaria, GIS-based archaeological field survey, data standardization, development-led infrastructure projects

## Summary

When the European Union started financing a lot of transport and pipeline infrastructure constructions in Bulgaria, large-scale development-led archaeological projects emerged. After 2011 many “polluter pays” projects were executed with the outlined workflow containing preliminary reports and fieldwork activities conformable with Bulgarian legislation and a defined price list. As part of the preliminary process the national “sites and monuments” archaeological information system “Archaeological Map of Bulgaria” (AIS AKB) takes an important place as a source of archaeological data for the territory of Bulgaria. This centralized structure controls the quality of the archaeological work and data standardization. Largely accumulated amount of standardized data is in the basis of the transformation of “sites and monuments” information system to an archaeological geographic information system based on geospatial features.

## Archaeological Information System “Archaeological Map of Bulgaria” (AIS AKB)

AIS AKB is an archaeological information system of “sites and monuments” type at a national level (Hexризов 2014). It contains information about archaeological sites registered on the territory of the whole country. It is regulated by a decree from 2011<sup>1</sup> issued by the Bulgarian Ministry of Culture. Its creation, development and maintenance are done by the National Archaeological Institute with Museum at the Bulgarian Academy of Sciences (NAIM-BAS). Regional administrators on lower level and national administrators on higher level are responsible for checking the quality of the input data. Reporting newly registered and excavated sites each year in AIS AKB is a necessary part of the annual archaeological

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<sup>1</sup> Наредба № Н-2 от 6 април 2011 г. за създаване, поддържане и предоставяне на информацията от автоматизирана информационна система “Археологическа карта на България” (в сила от 19.04.2011 г.) 2017

reports, closely related to issuing permissions for archaeological fieldwork for the following year. Data and information from AIS AKB are used in different fields: for the needs of state and municipal agencies, pure scientific research, Environmental Impact Assessment and Strategic Environmental Assessment Reports.

### Development-led archaeological project workflow

Since the Bulgarian government started receiving financing from European programs a lot of transport and pipeline infrastructure constructions, large- and small-scale development-led archaeological projects emerged. After 2011 the “polluter pays” for a structured project workflow conformable with the already introduced Bulgarian legislation – Cultural Heritage Act from 2009<sup>2</sup> and Archaeological Fieldwork Decree from 2011,<sup>3</sup> both issued by the Bulgarian Ministry of Culture. NAIM-BAS being the national center and coordinator for all fieldwork, controlling them both scientifically and methodologically, deals with most of these projects with the help of specialists of regional and local museums. This structured workflow conformable with Bulgarian legislation using defined price list is based on:

1. Reports for preliminary design infrastructure projects buffer zones:
  - a. Environmental Impact Assessment and Strategic Environmental Assessment Reports with Cultural and Archaeological Heritage, written by particular specialists.
  - b. Preliminary reports for registered archaeological sites using data from AIS AKB.
2. Archaeological fieldwork activities in the buffer zones after a contract with NAIM-BAS:
  - a. Field surveys using application of GIS technologies for fully documenting purposes with resulting reports for further actions:
    - i. Before construction work:
      1. Partial excavations /part (usually 10 %) of the archaeological scatter site area/ with an option of full archaeological excavations of a defined area.
      2. Full excavations /prescribed for the so called “visible above ground” archaeological sites, i.e. burial mounds/.
    - ii. During construction work:
      1. Monitoring of registered archaeological scatters.
      2. Monitoring of the whole infrastructure bed.

### Transport and pipeline infrastructure projects

The centralized structure controls the quality of the work. Field surveys being the first step of the fieldwork for development-led projects are an important part of the whole

<sup>2</sup> Закон за културното наследство (в сила от 10.04.2009 г., посл. доп. ДВ. бр. 74 от 20 септември 2016 г.) 2017

<sup>3</sup> Наредба № Н-00-0001 от 14 февруари 2011 г. за извършване на теренни археологически проучвания (в сила от 01.03.2011 г., посл. изм. ДВ. бр. 95 от 29 ноември 2016 г.) 2017

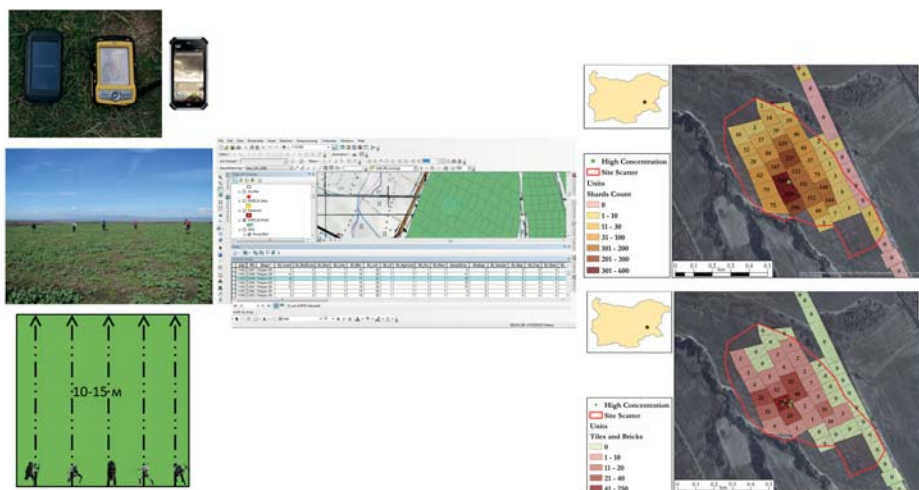


Figure 1. Field surveys in Bulgaria. Fieldwork, data input, and data analysis in GIS

process. They are also a process: preliminary data gathering – data from the national archaeological information system “Archaeological Map of Bulgaria”, legacy data, grey literature studies, analysis of remote sensing imagery, and information from regional and local museums. Field surveys are conducted using established and standardized methods for fully documentation of field characteristics and archaeological materials using application of GIS technologies in the field and in the office (Нехризов 2012; Tzvetkova et al. 2012). They include covering the whole buffer zone of the linear infrastructure route by field walking using GNSS receivers and mobile GIS devices. Data is systematically collected in an intensity of 10 to 15 m between the team members. Visualizing the gathered quantities of archaeological artifacts helps in showing their higher concentrations in an exact geospatial location. Based on them and on the field observations approximate scatters/borders of the archaeological sites are defined in GIS.

A lot of transport and pipeline infrastructure projects were executed in the same standard way – paid by the developers and executed by NAIM-BAS. Starting with Nabucco gas pipeline project in 2011, which resulted in covering 30 sq. km of the Bulgarian territory, by six teams and total number of 36 archaeologists involved in the fieldwork. Infrastructure projects continue with South Stream gas pipeline project in 2012 and 2013, local pipeline projects in 2013, transport infrastructure (such as highways and railroads of national importance) in 2014, 2015, 2016 and 2017. As a result, more than 170 sq. km were covered and 500 sites were registered (for the period between 2011 and 2016). Working with state agencies for transport and railroad routes results in a good collaboration between both scientists and developers – precise data collected on the field, full documentation, execution on time, detailed final reports.

## Archaeological Geographic Information System “Archaeological Map of Bulgaria”

The presented examples of transport and pipeline infrastructure projects resulted in accumulation of large amount of standardized field survey geospatial data. This results in a change of the “sites and monuments” register type information system to an archaeological geographic information system based on standardized geospatial data for both archaeological sites and area covered. Area covered includes standardization of observed at the moment quantitative and qualitative characteristics of the environment and surface artifacts.

All the successful development-led projects show the efficiency of such structured and centralized approach that improves both scientific and methodological framework.

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# Quality in development-led archaeology

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**Keywords:** development-led, quality, contract archaeology, museums

There are many quality aspects to consider within archeology such as: what is preserved or not, the level of ambition for archaeological investigations, communication of the results, etc. How the archaeologists approach their work is also important.

## Archeological sites have a price tag

Whether an archaeological site is to be excavated or preserved is determined by the assessment of the decision-making authority as well as by the economic effect of the polluter pays principle within legislation. As a result certain archaeological sites are deemed "profitable" to excavate and remove whilst others are not developed.

In Sweden the Historic Environment Act states that the quality of archaeological excavations should be good. The regional administrative board is the decision-making authority responsible for commissioning archaeological excavations and for the quality assessment of archaeological reports. Which archaeological sites can be excavated, and which ones are to be preserved is determined by the regional administrative board but is also a result of the cost responsibility of the developer. These factors are not equally applicable over the whole country. In areas with low property prices, the cost-impact is significant and land with archaeological sites is rarely developed. In urban areas with high property prices, archaeological sites are given a price tag and development occurs in most cases. Thus, the preservation of sites is the result of a combination of official decisions as well as the economic conditions of the development.

## Quality assessment

The quality requirements placed on an excavation are crucial for the quality of the outcome. The scientific questions and the available resources are equally important. Sufficient resources are necessary for carrying out the excavation, including post excavation work.

In Sweden the regional administrative board controls how ambitious the excavation needs to be and sets the requirements for reports, communication and conservation

of artefacts. In the project plan the excavator describes the methods, scientific questions, schedules and budget. In their evaluation of the excavator's project plan the regional administrative board assesses the quality of the planned excavation. For large excavations, when a tender process is carried out, competing project plans are assessed according to the criteria: relevance of scientific questions, methods, relevance of reporting and publication, fieldwork and the archaeologists' competence. Assessing these criteria is complex and difficult and always runs the risk that the lowest price and not the tender with the best quality wins the bidding process. Considerable resources are used administering the process, both by the regional administrative boards and the excavators. During the excavation the regional administrative board has a monitoring function and after the excavation the board assesses the quality of the results. But the regional administrative boards are often burdened by work and have difficulties finding time to carry out time-consuming quality assessments.

### What's on the Agenda 2018?

How has the attempt to create an archaeology with a good scientific quality been affected by the introduction of a competitive market in Swedish archaeology in the

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Figure 1. Development-led archaeology in Sweden. © Eva Skyllberg



Figure 2. Development-led archaeology in Sweden.  
© Eva Skjällberg



90's? Since opening up the archaeological market, there has been a shift over time from museums conducting archaeology to private companies. The statistics of the National Heritage Board show a clear increase in private companies conducting excavations while the number of excavations conducted by museums has decreased significantly. This change has been rather rapid during the last ten years. Besides a handful of museums, a few middle sized companies and several small companies with one or two archaeologists are now undertaking fieldwork. The small companies can be specialized or more general in competence. One advantage is that small companies can be flexible. But over all, this tends to be negative. A company with one or two archaeologists is too small to constitute a good research team. Small companies tend to be unstable and can be closed down with short notice. They have limited resources and limited possibilities to invest in expensive equipment or to development of new methods. To compensate for this some small companies collaborate with others to create networks.

The last year there was a call from leading archaeologists in Sweden in the journal *Current Swedish Archaeology*. The volume from 2018 is dedicated to archaeology carried out by museums in Sweden and twenty archaeologists from different organizations gave their opinion on the topic. The majority of the writers were worried about the situation. Contract archaeology has been outsourced from many museums as former staff have started their own business. When the archaeological fieldwork is removed from the museums, the archeologists leave with it and now many museums lack archaeologists. The connection between field archaeologists and curators has weakened. A concern is that this will affect exhibitions, museum collections and the educational work of the museums.



# Development-led archaeology in Finland: free competition – lessons learnt

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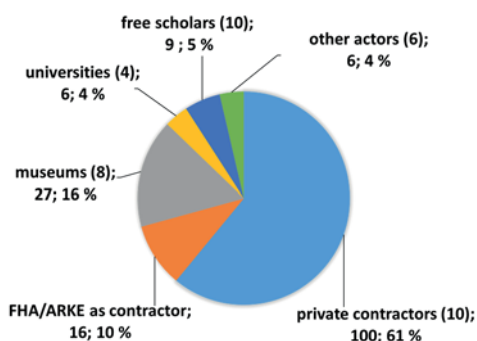
**Keywords:** development-led archaeology, contract archaeology, field archaeology, quality management, quality guidelines, heritage management, competitive tendering

## Governing principles in Finnish archaeology

In archaeological heritage management, Finland applies a centralised, state-led system. The Finnish Heritage Agency (FHA, [www.museovirasto.fi](http://www.museovirasto.fi)) is responsible for the conservation of ancient monuments. All ancient monuments and archaeological sites are automatically protected under the provisions of the Antiquities Act, and all archaeological reports and finds are stored in the Archives and Collections of Heritage Agency in Helsinki.

Figure 1. Finnish Heritage Agency grants permissions for archaeological excavations at protected ancient sites. In 2017, FHA granted 165 research permissions to 33 archaeological actors. About 80 % of permissions were applied for development-led archaeological projects. (Number of actors); number of permissions; percentage of all permissions

### The permissions for archaeological excavations granted by Finnish Heritage Agency in 2017



The current Antiquities Act dates back to 1963. The Act is based on the principle that the FHA is responsible for all the archaeological investigations required for land use projects, since free competition was not in the lawmakers' minds over 50 years ago. Due to this, it is essential that the outdated legislation is reformed to better suit the current situation, but there has been no progress so far. As there is no up-to-date legislation, the practices and methods related to commercial archaeology have had to be changed due to complaints and claims filed by the operators that have taken part in the tenders, mostly archaeology companies, based on statements issued by competition authorities and other authorities.

Previously the FHA took care of all the projects concerning contract archaeology. Since 2010, the developers have been able to freely tender development-led archaeological projects. In 2013, the Heritage Agency published Quality Guidelines of Field Archaeology in Finland.

### Development-led archaeology in Finland

In Finland, according to the Antiquities Act, the party responsible for a public or a large private project is required to fund the research work caused by the project ("the polluter pays" principle)<sup>1</sup>. The heritage management authorities carry out a specification of research objectives and field work methods (survey, prospection, watching brief, or excavation). In addition, the plans of land use projects pass through an extensive statement round with heritage management authorities on the grounds of e.g. the Land Use and Building Act 2000, which gives them an opportunity to present conservation and research needs.

Figure 2. The process of development-led archaeology in Finland



<sup>1</sup> The state / FHA is responsible for the archaeological investigations caused by small private initiatives such as construction of a detached house.

After the assessment of the plan by the heritage management officials, the developer commissions the required research work. The contractor carrying out the research drafts a research plan, applies for a research permit from the FHA and commits to the Quality Guidelines. The FHA assesses the references of the actor and the adequacy of the research plan (its quality and extent) from the aspect of the required research actions. All archaeological research reports are archived centrally in the FHA once their quality has been approved, and they are electronically available through an online register ([www.kyppi.fi](http://www.kyppi.fi)). Practically all archaeological finds are also delivered to the collection of FHA. However, digital field work data cannot be stored comprehensively at the moment.

The general opinion is that the archaeological field work related to land use projects can also be carried out by other operators than the FHA. The actors are mostly private companies or cooperatives, but also the FHA and some provincial museum are involved in the business. There are about ten active operators in the field.

### Challenges in the market-led system

At the moment, the heritage management officials do not have good enough tools to control competition. The background information of the archaeological sites is usually not very comprehensive or up-to-date. Therefore, it is difficult for the officials to define research objectives explicitly enough for the calls for offers. The bidders make their own interpretations, which is why the contents of the tenders may vary a great deal, whereupon their comparability can be poor. The sums of archaeological contracts and the details of costing are considered to be trade secrets, so the budgets of the projects are not available to the officials, who are then unable to assess the viability and quality from that point of view.

The archaeological market in Finland is very limited and cannot provide subsistence to many operators. The yearly volume is not exactly known but can be estimated at 2.5 – 4 million Euros, including all development-led fieldwork. The operators are unevenly distributed geographically – most of them are located in Southern Finland where most of the land use also takes place. There are practically no local actors in the eastern and northern parts of the country. This is one important reason why the state, or the FHA, is still involved in development-led archaeology: to ensure the availability of archaeological services throughout the country within a reasonable time span.

As we know, the developers usually choose the most affordable tender, as they usually have no competence or interest to evaluate the quality or the scientific matters of the work offered. The quality guidelines instruct the work, but they are difficult to obligate. So how can the quality of tenders be measured and compared? Can heritage management officials instruct the developers on how to make good calls for tenders?

A contract is made directly between the developer and the archaeological company. Surveys are work that can be carried out by many different operators, but large excavations require investments that are more extensive. There is not yet a case to test who is responsible for the costs if the contractor goes bankrupt and the project is

left unfinished. One major concern is what will happen to the primary archaeological data owned by the private companies in the long run. If all fieldwork is in the hands of the private sector, who is then responsible for the long-term development of practices and methods and the dissemination of information to the public, if the public sector lacks resources?

### **Lessons learnt**

Finally to the lessons we have learned from last years' experiences. The heritage management officials should have better tools to control competition and the quality of archaeological field work. Explicit specifications of research objectives are required from the officials, so that the developers would receive comparable tenders. In order to improve the situation, better background information of sites is needed. The resources of the public archaeological sector need to be ensured to maintain its ability to provide site information and to develop practices to the benefit of the whole field. The officials also need to know the total costs of the land use projects, as well as those of archaeological investigations, in order to evaluate cost efficiency and the sufficiency of the resources.

Quality guidelines are essential in our archaeological process. The openness and transparency throughout the process is necessary, and common discussion among all parties – heritage management officials, developers and archaeological operators – has to be maintained. The processes and quality guidelines need to be continuously developed on the basis of feedback.

# Project of Trans Adriatic Pipeline (TAP) in Albania – A potential opportunity for archaeology

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**Keywords:** Trans Adriatic Pipeline, archaeology, scientific criteria

The Trans Adriatic Pipeline (TAP) of 520 km length, will serve to transport natural gas from the Caspian basin to European markets. In the Albanian territory, it consists of a continental part of 215 km length, extending from the Greek-Albania border to the Adriatic coast and, the sea section approximately 60 km, from Fier to the midpoint between Albania and Italy, in the Adriatic Sea (figure 1).

Selection of the TAP trail in Albania has been a comprehensive process of assessment, to have a technically viable track for the pipeline and the lowest environmental, socio-economic and cultural impact.

Figure 1. The areas with an interest in the Cultural Heritage identified during the evaluation phase in order to appreciate the impact they have in the Cultural Heritage



Surface archaeological survey, as one of the most important archaeological processes, was carried out throughout the pipeline extension, to clarify the existing CH and to recognize the archaeological potential of the areas. For areas with high archaeological potential and archaeological findings identified during surface observation, archaeological pits were carried out to assess the existence or not of deposits or archaeological structures.

Trans Adriatic Pipeline (TAP), as a strategic project for Albania, and the archaeological heritage have followed each other, enabling not only the development through the preservation and promotion of its values, but also:

- **Implementation of scientific criteria** in archaeological processes (surveys, archaeological rescue excavations) that have accompanied the implementation of the TAP project, taking the necessary time to perform them, despite the rapid pace of implementation of this project. We can mention two archaeological rescue excavations in the area of Korça (Turan and Dwrsnik), which were carried out in two long campaigns with about 6 months each, interrupting construction work in these areas. The application of scientific criteria has enabled the collection of accurate data, enriched the WebGIS system with them, and has provided adequate conditions for the preservation of archaeological material.
- **Enriching information in the field of archaeology**, enabling in depth studies in interaction with other disciplines. Discovered archaeological material belongs to different historical periods, ranging from prehistory to Ottoman period. A considerable part of it comes from the cemetery, providing a variety of information. The study, through the combination of other scientific disciplines such as anthropology, archaeobotanics, archaeometry, etc., provides more accurate and complete results.
- **Archaeological material** and discovered objects, that include mainly ceramic containers of daily use, transport containers, building materials, ornamental objects, funerary objects etc., obtained from archaeological processes, have undergone a restoration process. This material represents an important potential in terms of information that it provides, the continuity of field studies and exposure to national and local museums in Albania, promoting archaeological heritage.
- **Discovering new archaeological sites** - information for different historical periods. The TAP project, with extensive coverage in Albanian territory, was an opportunity to explore archaeologically unknown territories, discovering some important archaeological sites such as the residence of Dwrsnik and Turan in the Korça region.

*The Archaeological Site of Dwrsnik* belongs to the Neolithic period and has clear evidence of a sedentary life stationed with considerable scope and high intensity of living. The rich archaeological material and the information obtained from it, enable the knowledge of this period in the Korça area and beyond.



Figure 2. Archaeologists excavating in the archaeological site of Turan, Korçë.  
(Photo during field supervision by ASA archaeologists)

*The Archaeological Site of Turan* has provided important information on archaeology. The discovery of archaic tombs (7th century BC) has brought new data for a very little known and documented period in the Korça region (figure 2).

*Around the city of Berat*, archaeological finds in 11 sites and other sites with archaeological potential, enable the clarification of the evolution and development of the city with its surroundings throughout the various historical periods, the reasons and factors that have influenced the formation of this city with the values it contains in today's state.

- ***A new dimension in defining cultural heritage.***

The combination of the foreign archaeologists' experience involved in this project, with the high standards of cultural asset valuation, has now reached a new dimension in defining cultural heritage, including evidence of objects with the surrounding landscape, which was previously not taken into consideration.

- ***Expanding the labour market for local archaeologists.***

Dimensions, intensity and high standard of work, have determined the necessity of involving a considerable number of archaeologists in this project. Extensive cooperation with specialists of other disciplines in the field of archaeology, the combination of local archaeologists' experience with foreign experience has directly impacted on their professional growth, enabling professional archaeologists.

- ***Mutual co-operation of development with archaeology***, coordinated by state authority. The TAP project has been the example of mutual co-operation in archaeology as science and development in the territory, moving in parallel

to a coordinated process by state authority. As a link to a process, assessing potential and archaeological processes, they have been reviewed and received relevant approvals from state authorities pursuant to the “Cultural Heritage Law” under the supervision of the Archaeological Service Agency as the state authority.

- **Archaeology - an important factor in decision-making.** As an integral part of the TAP project development, archaeology has been an important factor in decision-making, playing a determining role in its progress. The results of the ESIA, regarding areas of interest to CH and archaeological sites in particular, have dictated the direction and extension of the TAP pipeline line, on the other hand the results of archaeological processes have been determinant in its continuity throughout Albanian territory.

**Cultural heritage**, made up of assets, places, landscapes, traditions and knowledge, reflects the identity of a society. It transmits its values from generation to generation and its preservation favours **the sustainable character of development**. It is very important to ensure its identification, protection and development, taking into account the components of the uniqueness and fragility that characterize it.

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# The developers



The 2018 EAC symposium took place at the Arena di Serdica hotel in Sofia, Bulgaria where the remains of a roman amphitheater are preserved in the basement. © Agnes Stefánsdóttir



# Following the developers – Salvage archaeology and urban archaeological management, the Israeli experience

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**Keywords:** salvage archaeology, archaeological management, Law of Antiquities

Given the wide scale discussion of salvage and preventive archaeology in Europe, and the debate concerning the benefits or drawbacks of state or publicly sponsored archaeology, as opposed to commercial or contract archaeology, the lack of intellectual deliberation on these subjects in Israel is striking. Israeli archaeology is known for vigorous and argumentative examination concerning every possible issue, but has strangely stood to the side of the discussion of these universal dilemmas of archaeological management. In reflection, the reasons may well be that Israel have been organizationally and legally grounded in a situation where these dilemmas are generally a non-issue, in that salvage and preventative archaeology, both separately and together, are relatively well funded directly by the state or public development; the employment prospects of archaeologists are mostly permanent and guaranteed through the state based archaeological system and budgets for publication and its wide distribution to the archaeological public are usually available.

Though formally not part of the former socialist bloc, Israel emerged from an almost centrally organized economy only in the 1980s. Archaeology has been one of the sectors still seen as a national rather than a commercial interest, this ethos slowly changing over the past three decades. Private contract archaeology has emerged only in a limited fashion, often restricted by the legal requirement for academic auspices for every excavation in Israel and the indifference of the academic institutions to step outside the realms of research archaeology.

When it came to the relationship, even the clash, between development and archaeology, the central clause of the Law of Antiquities is clause 29, states:

"A person shall not carry out, or allow to be carried out, any of the following on an antiquity site, save with the written approval of the Director (of the Israel Antiquities Authority) and in accordance with

the conditions thereof: building, paving, the erection of installations, quarrying, mining, drilling, flooding, the clearing away of stones, ploughing, planting, or interment; the dumping of earth, manure, waste or refuse, including the dumping thereof on adjoining property; any alteration, repair or addition to an antiquity located on the site; the dismantling of an antiquity, the removal of part thereof or the shifting thereof; writing, carving or painting; the erection of buildings or walls on adjoining property; and any other operation designated by the Director in respect of a particular site.”

With such an all-encompassing, even draconian law, the relationship with developers and land owners can be tense. With much of the land surface of the country scheduled as an archaeological site, all planning and development is required to be coordinated with the archaeological authorities. While the law designated the legal framework for the process, both this instrument and the government did not allocate funds for the operation of the law or explicitly state how the result of the legal coordination, that is the requirement for excavation, should be funded. Consequently the Israel Antiquities Authority (IAA) interpreted the Law of Antiquities to allow it to charge the developer for the full cost of the excavation. Independently of concurrent trends already common in Europe, the IAA adopted principles that the polluter pays for archaeology, leading immediately to a multiplication of the number of salvage excavations, which increased ten-fold to around 400 excavations every year. Furthermore, the IAA realized it's the ethical and legal obligation to publish the findings by developing four publication series.

However, together with the success of improved archaeological management, the IAA was charged with the accusations that it was maximizing its demands for archaeological documentation, while not prioritizing what was important; of making unjustified financial demands in order to conduct excavations as a condition to release land for building and of misinterpretation of its powers according to the Law of Antiquities. Following legal proceedings against the IAA, a series of license fees were set that would be paid by developers for various activities of the IAA, including excavation. The inequality in the system remained, though with much reduced costs incurred by the developer, it was perceived as tolerable by the public. Furthermore, in stark contrast to the systems adopted in Europe, where the legal authority charged with making decisions concerning salvage excavations is institutionally separated from that conducting the excavation, the IAA sets the conditions for archaeological excavation, while also carrying out many of the excavations that results from its decisions. This potential conflict of interest was identified by the State Ombudsman and then legally solved through the establishment of an appeal procedure through which possible conflict of interest could be mediated.

Given that the cost of excavation is usual by a fee set according to the specific area of the excavation, the place for outside tendering is limited. Still, governmental development, for which a full costing is provided, can be sent to tender. To supply this demand, a small number of private archaeological contract firms have formed, each required to receive the scientific auspices of one of the universities, for licenses are granted

exclusively to accredited archaeologists with previous excavation experience, degrees in the profession, a certificate issued by the universities showing the archaeologist to have on-site training in archaeological methodology and under the umbrella of a sponsoring archaeological institution. Still, the vast majority, over 90% of the 250-350 salvage excavations annually are carried out by the IAA. Over time the number of private contract excavations has in fact dropped, usually because the financial viability of this kind of excavation proved borderline and the universities were not prepared to take on the commitment of sponsoring excavation by third parties, while remaining legally responsible for the publication.

Literally in the past few months, new challenges to the management of the archaeological heritage of Israel have appeared. The cost of financing archaeology, the lack of free capitalistic competition for tendering of archaeological work to private contractors that exists in many European countries and perceived delays to national infrastructure, as a result of excavation of ancient sites prior to their destruction, have set in motion proposals by the Ministry of Finance to change the structure of Israeli Archaeology. Typically, a sort of compromise agreement was reached, that leaves the existing system basically intact, while requiring the IAA to tender out 30% of the salvage work to private contractors. We have yet to see if the market can rise to the challenge, guaranteeing its profitability while also guaranteeing that archaeological field and publication standards are maintained.



# What do the funders of infrastructure projects in England expect from their commercial archaeologists?

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**Keywords:** England, commercial archaeology, contracts, risk

The 'polluter pays' principle was formally enshrined into national planning policy in England in 1990, and a few years later in Wales and Scotland. At a stroke this created a free market for the provision of archaeological services, as once clients were expected to pay for archaeological work, they wanted the right to use a consultant of their choice and to test commercial competitiveness and value for money through competitive tender. Since 1990 quite a sophisticated sector has developed to service this system, and it is estimated that in the order of £200m (€227m) is spent per year on preventive archaeology (more often called commercial archaeology in the UK) associated with all types of development, both public and private. Some 4-5000 professional archaeologists work in commercial archaeology in the UK, and in the order of 10–15% of these individuals are citizens of other countries within the EU. Whether these archaeologists will still be willing, or indeed able, to work in the UK after Brexit is a live current issue and one with potentially significant ramifications.

A major challenge faced by archaeologists working in the commercial sector is the ability to convince their customers of the value and public benefit of their endeavours. At the most nihilistic, a small minority of customers still regard archaeology as a necessary evil required to obtain compliance with a scheme's environmental obligations. The positive benefits that can accrue from such work are often harder to sell, and there is a prevailing tendency to minimise outreach or community engagement activities until a development is complete, presumably for fear that such news could backfire into negative publicity for the scheme (although experience suggests that this is seldom the case). There are welcome signs that the latest round of infrastructure schemes will adopt a more open, yet naturally controlled, attitude towards the release of information to the public whilst works are still on-going.

Clients have high expectations from the archaeologists they engage to work on a scheme, not least because the costs involved can be considerable. It is right and natural that archaeologists are treated no differently from the myriad of other



Figure 1. Archaeological excavation in advance of a gas pipeline in Wales, UK.  
© Cotswold Archaeology

professional disciplines engaged to work on complex developments. On most infrastructure schemes it is rare for archaeologists to have much engagement with the ultimate client (for instance a government agency such as Highways England or a private energy company). More usually the end client engages a civil engineering contractor to deliver a project, and is with that company that the contract is vested (although further intermediaries are frequently involved, such as a lead environmental consultant for instance). In that sense archaeological investigation is intimately tied up with the construction industry, and the use of standard construction contracts is typical on major projects (the suite of contracts known as NEC3 is commonly used).



Figure 2. Prehistoric barrows excavated in advance of the construction of a gas pipeline in Gloucestershire, UK. © Cotswold Archaeology

When selecting an appropriate archaeological company to undertake the required work on an infrastructure scheme the client is naturally concerned with cost competitiveness and value for money. Price is rarely the sole criterion for selection, however, and other factors come into play including professional accreditation; available resource; relevant expertise and local knowledge; contractual awareness; appetite for risk; willingness to take on responsibility for non-archaeological tasks; respect for confidentiality and client instructions, and softer skills such as employment and environmental policies. Cost is invariably the major determinant however, as the funder of an infrastructure project pays the market price for archaeological investigations associated with it. As the precise nature, importance and extent of the archaeology to be affected by a major scheme such as a new road or railway is rarely known in detail before construction starts, it is often impossible at the outset to accurately predict the final archaeological cost. Clients naturally crave cost certainty, however, and the prevailing ethos of the construction industry is to pass risk down the supply chain. Thus the tender process is not just necessarily about a comparison of the staff costs, but the amount of risk different archaeological contractors are willing to take on (for instance their appetite to fix certain elements of their price at tender stage). As archaeologists are on site early in the construction programme there can also be an expectation that they will

take on the management of tasks which we might otherwise expect civil engineering contractors to undertake, for instance the construction of compounds or temporary access tracks. The use of standard engineering contracts such as NEC3 also puts an increasing demand on archaeological companies to be contractually aware, and the trend for them employing their own quantity surveyors to negotiate with their counterpart on the client side looks set to expand.

Clients thus have increasing expectations on the general level of professionalism and contract awareness that they expect from their archaeological sub-contractors. The skills required to service these demands often extend well beyond traditional archaeological competencies, and that is likely to result in a change in the way archaeological companies organise themselves. At the same time archaeologists need to review just how we do commercial field practice. The growth in archaeological data generated since 1990 has been stunning and transformational. We now have a radically different understanding of all periods of our past. But we need to build on that knowledge to develop new research questions for the sites we continue to investigate, and that in turn should prompt a review of the methods employed to retrieve data – both on site and in the laboratory. That is a professional debate we urgently need to have as clients are increasingly questioning the cost of archaeology. Simply digging a site because it is there is no longer good enough: we need more than that to justify the cost to the public purse. Most archaeologists welcome the principle of a more thoughtful, iterative, approach to site investigation strategy and the prioritisation of resources. But the devil is in the detail and gaining consensus will not be achieved overnight. And of course when pressure on time or budget comes on, as it inevitably does on major schemes there is a natural tendency to minimise risk by reverting to the old tried and trusted approaches.

Commercial archaeology in England has access to levels of funding simply unavailable in many other parts of Europe. But we face challenges as funders increasingly challenge the cost effectiveness and value of what we do. We have to make the case for the public benefit of our investigations and work harder with the client to better communicate the results of our endeavours to the general public – not just other archaeologists. The major archaeological companies also need to change to react to the different demands being expected of them, and not delay too long in the introduction of new and innovative methods to address the questions we now want to know about the past.

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# Farmers and archaeologists: any shared interests? Best practice from the Dutch countryside

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**Keywords:** farmers, archaeologists, archaeological heritage management, terp mounds

Farming in a country like the Netherlands, with its limited surface area, high land value and critical customers, is like walking a tightrope: a farmer is always the scapegoat when it comes to the societal consequences of his job. Archaeologists, for example, have problems with modern cultivation techniques, because they demonstrably harm archaeological sites. The farming community though is reluctant to accede to the archaeologist's requests, since it has many more (larger) issues to overcome. Long before the public debate on environmental issues, an increase of scale and change of production technology had led to a massive shut-down of farms and a decline of maintenance of the proud, monumental farmhouses.

Of course, the loss of archaeological information is nothing compared with the downfall of a crofter's existence. Considering the social aspects of the farmer's position, one may imagine what it means to make a living on top of a classified monument, in a classified landscape, under the permanent pressure of regulations devised by heritage authorities, who tell you what is so unique about your property, and that intervening in your management is in the public interest. Yet, concerned archaeologists have a point in making their voices heard.

## Sympathy projects

In the Groningen coastal zone, little affected by Dutch building urgency, sediment-covered sites, prehistoric dwelling mounds, river-beds, dikes, rural buildings, ancient land-reclamation and settlement patterns coincide. Here, modern farming and heritage management is at best a marriage of convenience. After signing the Valletta treaty but long before the implementation into Dutch legislation in 2007 my employer, the province of Groningen, realized that something had to be done to slow down the creeping erosion of their archaeological top monuments, the dwelling mounds or *terps*. A sympathy project was set up in 1994 to achieve a better understanding in the farming community for the growing concern amongst heritage keepers. Modern ploughing



Figure 1. In the Groningen coastal district many farmhouses were built on artificial terp mounds with a different archaeological significance. The modern farmer has many environmental issues to overcome, of which archaeology is only a minor one. Photo H. Groenendijk

Figure 2. Passing on the archaeologist's concern to the farmer: field demonstration of archaeology-friendly ploughing on a Groningen terp mound, organized by the provincial authority together with an Agricultural Advisory Service in the 1990's. Photo H. Kannegieter



and scaling-up had led to a leveling and a significant loss of scientific information. Yet the farmers involved didn't share the archaeologist's arguments about whatever erosion took place on *their* farmland. Only by field demonstrations conducted under the wings of an Agricultural Advisory Service, broadcasting archaeological issues could count on support within the agro-community. Another problem was that the project was limited to four years, and when it stopped the participants took their daily routine again. We failed to organize the follow-up.

A more perceptible approach has been the 'repair' of heavily damaged Groningen *terp* mounds, quarried by previous generations to earn a bit of money from selling the fertile soil. Their present derelict state is an eyesore to heritage managers and landowners, as the *terp* remnant lacks a contrefort and the dug-away areas turned into uneconomical plots of land. Several farmers asked the provincial authority for help, motivated by economic considerations. Basically the archaeologist's concern was the ongoing drying and sagging out of the escarpments, caused by the private quarrying. Five damaged *terps* have been filled up altogether, making use of available soil depots and paid for by the provincial authority. This happened under strict conditions, for

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Figure 3. Sympathy project: the formerly dug-away sector of the Wierum *terp* mound is filled up again to its original height, using dredging material from a nearby river, thus protecting the local cemetery (center) from sagging out. Kite view H. Breedland, 2006



there will always be a category of *terps* where filling-up is undesirable. The win-win transaction is the improvement of arable land, the restoration of a landscape feature, avoiding the formation of disfiguring soil depots and the protection of the remaining body of the mound against solifluction and desiccation. This multiple approach has lasting positive effects and established goodwill. Here, a true exchange of benefits was accomplished.

### Predictive modelling

Predictive modelling, as part of development-led Dutch archaeology, was another obstacle to the desired mutual understanding. This new regulation, an educated guess of what may be *expected* outside the listed sites, was made a research obligation to get a building permit. True, this sometimes led to absurd archaeological claims and evoked public opposition, especially amongst farmers. The farmer's organization LTO headed for another approach, inspecting their properties themselves with the help of archaeological firms to ascertain the degree of depletion of the soil profile, in the conviction that a disturbed profile is worthless, archaeologically spoken. But what if the farmer decides to simply plough 20 cm deeper, he would be rid of an obstacle and nobody would notice! The archaeological business community welcomes this deregulation, but heritage managers consider it a stimulus to deliberately wipe out archaeological obstacles. Do we get something in return? I fear a trivial victory over bureaucracy, instead of seizing the opportunity to make it a sympathy project. I miss the exchange of benefits.

### Seeking shared concerns

There is a widely felt concern that in traditional agriculture things must change, key words are sustainability and healthy ageing. Nature-inclusive farming is one exponent of this changing attitude and we archaeologists cannot miss the boat on that. Concern may turn into partnership, if we find a common denominator. In the province of Noord-Brabant a sympathy project called *Zonder boer geen voer* (Without farmers no food) draws attention, a travelling exhibition lasting 2,5 years, displaying 5000 years of food production, presented in supermarkets and garden-centers. Reference point is the mutual incomprehension between farmers and consumers, as well as between farmers and archaeologists. Fundamental notions are sustainable food production, local archaeology and the interdependence of urban environments and their surrounding countryside, through food.

My personal contribution as an academic teacher is to reach out to young farmers. I consider Intermediate Vocational Education Institutes the best fit level: to bring about empathy for heritage matters, to generate a joint responsibility on behalf of future landowners. The target group is about 18 years old, future arable farmer, very practical, full of energy and very open to new approaches. The university of Groningen is taking action in setting up a joint course with *MBO Terra Groningen* comprising archaeology as part of the curriculum. Of course we need our academic students at that, for they have been taught political sensitivity, communication skills, project management and an open eye for the present Dutch trend of deregulation. We want to give the farmers'



Figure 4. Target group for archaeologists: pupils of the MBO Terra Groningen agricultural school, practice oriented and likely to be confronted with archaeology in their future jobs.  
Source: [www.mboterra.nl/Vestigingen/Groningen/Akkerbouw](http://www.mboterra.nl/Vestigingen/Groningen/Akkerbouw), consulted 12.3.2018

property a historic context and the farmer a heritage responsibility. Consensus works out well in the Dutch polder, but it requires permanent provisions and a permanent dialogue.

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# The public



The Ancient Serdica archaeological complex opened in 2016. The remains of the Roman city were found during the building of a Metro station in central Sofia.  
© Agnes Stefánsdóttir



# Whose business is it anyway?

## Survey on the relationship between archaeology, the public and the national government

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**Keywords:** public outreach, government involvement, international survey, monument designation

How is public outreach arranged in Dutch archaeology on the level of the national government and how does this relate to the way public outreach is arranged in other European countries? This was the main question of a survey conducted on behalf of the Cultural Heritage Agency of the Ministry of Education, Culture and Science in the Netherlands. Up until now public outreach in archaeology has not been considered a task of the national government. Article 9 of the Valletta Convention on public outreach has not been translated into regulation or national policy and public archaeology is thought best in place at the level of municipalities. But is this right, and if not, what should the national involvement be? The international survey was meant to get a grip on how other European countries view their responsibility on a national level.

### The reasons

Archaeology is best presented on a local or regional level. That's where people feel the closest to their archaeological heritage and where they can participate in archaeological investigations. But that does not discharge the national government from investing in public outreach. The world has changed since the Valletta Convention was implemented in the Netherlands and society demands different things. A few developments are important in this respect:

In recent years the archaeological community has come to realize more and more that public support for archaeology is essential for the future of the discipline, to convince politicians and administrators that they need to protect sites and invest in archaeological research and also as an added value for developers. Archaeologists are foremost looking at what they can do to make this work, but are at the same time looking at what the national government does to implement article 9.

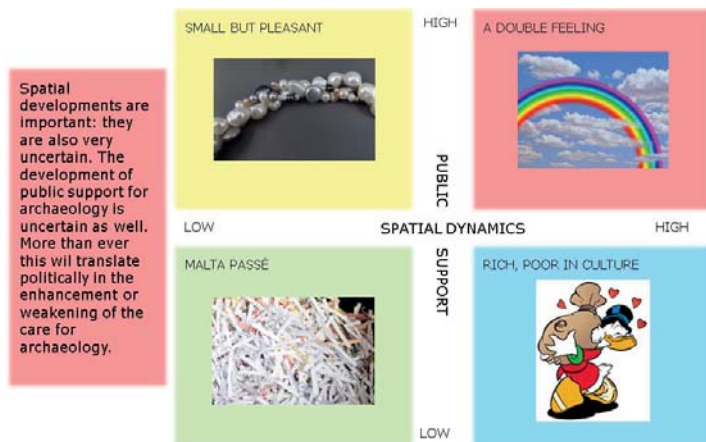


Figure 1. Dutch archaeology in 2030: four scenarios

Secondly, the Cultural Heritage Agency has conducted a scenario analysis for the future of archaeology in the Netherlands. By mapping relevant trends and developments and ranking these in order of importance and matter of certainty, we have researched what the societal, economic and political climate could be in 2030 in and what this would mean for archaeological research. One of the outcomes was that it doesn't matter whether we will prosper economically or not and therefore whether there will be a high pressure on space or no pressure at all. Public support is very important in all of these scenarios and the Cultural Heritage Agency should in all of them invest in public outreach on a national level.

Thirdly, the parliament has announced that the Netherlands will conduct a survey on whether it can ratify and implement the Faro Convention on the value of cultural heritage for society. For heritage as a whole this means that the government has to rethink its policy and actions not only for reaching out to the public, but also enabling them to participate.

### The survey

In order to get a grip on what we as a national government can do in this perspective, the Cultural Heritage Agency wanted to get insight in the way other national governments have implemented article 9 and conducted a small survey on this topic. The main research question was how public outreach is arranged in Dutch archaeology on the level of the national government and how this relates to the way public outreach is arranged in other European countries. What could be improved? To answer this question, arrangements surrounding public outreach, 'best practices', opinions from within the archaeological sector and the opinion of the public itself were investigated for the Netherlands, England, France, Denmark, Sweden and Poland. The research included a literature study, a study of relevant frameworks (legislative and policy) and a short questionnaire that was sent to a few 'key persons' from the archaeological sectors of the relevant countries.

The survey showed a wide range of methods and levels on which the responsibility for public outreach was established. From local to national, from top-down to bottom-up. In France for instance the state has many authorizations in the field of archaeology and also sees to public outreach. The national government sets up projects itself. In the UK public outreach in archaeology is shaped through all kinds of separate initiatives on different levels. Also through bottom-up participation. The practice of 'community archaeology' originates from this country. In Sweden it is partly arranged within the archaeological system. The way in which results of an archaeological investigation are to be communicated, is decided by regional authorities and should be part of the project plan. Composing a public publication is one of the options and the costs for publication are always included in the plan.

If we compare the results from the Nearch study (Kajda et al. 2017 and Marx, Nurra and Salas Rossenbach 2017) for the researched countries it seems that in countries where there is a more structural approach to public outreach, the public also seems to be more interested in archaeology and seems to be feeling a stronger connection to the discipline. In the Netherlands only 44% of the Dutch feel connected to archaeology. This percentage is fairly low compared to a few other European countries. For definite conclusions the survey should be extended, but this is hopeful. It means investing in public outreach pays off.

### **The future**

Recommendations for the Cultural Heritage Agency as formulated in the study are to apply more structure to participation in monument designation, to establish a dialogue between civilians and professionals and to create a stimulation fund for public outreach.

Since then the Netherlands has formulated a new heritage management policy, which includes a Participation Program. Within this program the national government will, amongst others, invest both in the presentation of archaeology to a broader public and in public participation.

Furthermore within a project by the name of "Explorations into Archaeology" the Cultural Heritage Agency is rethinking its policy on the designation of monuments. Research has shown that most landowners have no knowledge whatsoever about the designated monument they live or grow their crops on, let alone how they can take good care of it (Grontmij 2014). And if the owners don't know, then what about the general public? We have to provide people with information and start including them better. This will be done in a variety of ways. By letting them participate in the monitoring of sites and join excavations, by including them in the selection process for new monuments and by providing better information to the landowners.

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# The magic triangle

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**Keywords:** cultural heritage management system, systems of archaeological excavations, holistic approach of communicating archaeological heritage

Communicating archaeology is about the relationship of the three major stakeholder entities: profession, public and financier. The concept of the triangle also reflects the classic example of organising procedures. There are always three major factors or characteristics: time, cost and quality. The trick is that you can always choose only two. (Figures 1–2)

We can apply the same procedure to this magic triangle of the archaeological stakeholders, who all have different approaches. In the professional model cost is mostly irrelevant. In the financial model it is not the quality that is in the focus, while in the public model the public is usually less interested in time.

Having so divergent interests, it is important to consider the opinion of these groups about each other. We, the professionals, often think to be superheroes protecting the common past, while others see only the small and unimportant / exotic species (i.e. the archaeologist). The financiers often see themselves as kings of the road, while the others only see the financier in its pure reality (the one who has the money). Members of the public generally consider themselves as having a central role in everything (i.e.

Figure 1. The magic triangle



Figure 2. The project management triangle



being the king, everything happens only for “me”), while others have a completely different opinion about it (you are only a dummy sheep). So, something is not complete in this whole system. The needs and interests of the three major stakeholder groups are very different, sometimes even contrary. Our duty is to reconsider what is missing from the side of the profession to have a smooth cooperation with the two other parties. We can find the answer if consulting some rarely considered aspects of archaeology.

First, archaeology needs sales managers. Whatever the product is, it has to have a shiny covering for better sales. We know that archaeology today is a very complex subject, but why do we think that the same single archaeologist is responsible for everything in the whole process. Can you imagine, for example, that the engineer or a craftsman tries to sell you a BMW, especially only as drawings or car parts? This is what most archaeologists still try to do nowadays. Obviously, we are mostly out of the right track. We should pack in everything to be easily understandable, digestible and desirable, which requires special knowledge and special people.

Second, archaeology would need a more effective marketing. The lack of branding affects most European countries and all the possible levels (personal, institutional/organisational and sectoral). The outreach to the public is insufficient and not considered as a structure, although there are many aspects for a complex dissemination strategy. Nonetheless, even the “value” of archaeology is not clear. So, when communicating archaeology, we should start from the very basics. Moreover, the visibility and reputation of archaeology is not only challenged, but also under constant destruction, both as an internal activity of the professionals and the external one of the politicians.

Finally, archaeology has insufficient social support. The famous hierarchy pyramid of Maslow is about the levels of needs of all persons, where the luxury needs are not supported if the basic problems are not solved. We can draw a similar pyramid for the needs of archaeological heritage or locate cultural heritage on the Maslow pyramid of each person, or on similar hierarchy pyramids of other segments, such as the society or economy. Although cultural heritage is not simply a matter of leisure and art any more, it is still mostly estimated as a luxury category.

Considering what is missing for a smooth cooperation with the two other parties, I see the solution is the education to fill the gaps. Archaeologists are over and under educated at the same time, so new aspects and more specification would be welcomed.

First, the rapid development of technologies would be practical to follow. Communicating archaeology to the public requires the knowledge of all the actual technologies of both communication and the profession.

Second, the balance between the overall knowledge (i.e. the bird-eye perspective) and focusing on details (i.e. mining into the depth) has to be found. Cultural Heritage 2.0 should represent a new approach in educating future archaeologists, offering a holistic perspective, including subjects not directly connected to the heritage field.

Finally, professionals should have state-of-the-art scientific knowledge and view, despite of the rapid changes. Clearly, there are “generational” problems, i.e. trends in the profession, which I call “cultures”.

„Stufenkultur“ (1950s-1990s): archaeological typologies and material culture analysis are in focus, on-site understanding and immediate interpretation of the finds are the primary goals (low budget, good results, much time – the professional model of the management triangle can be detected).

„Valetta Culture“ (1990s-2010s): protection and excavation of endangered elements are in the focus, full documentation with delayed off-site interpretation is the primary goal (high budget, no time and lots of unfinished works – the financiers’ model is detectable).

„Media Culture“ (from ~2010s): communicating archaeological results is in the focus, having results for interpretation is the primary goal (less resources, interesting results, irrelevant timing - to meet the expectations of the public is the priority).

It is hard not to see the presence of the magic triangle. While all stakeholders are present simultaneously, there is always a determinant one whose expectations mean the major motivation. The problem is that education cannot follow this rapid change in the procedure. Despite becoming an archaeologist in the 1990s, I was educated massively still according to the standards of the „Stufenkultur“ but had to work immediately according to the standards of the “Valetta Culture”, while my actual knowledge has almost nothing to do with the recent expectations of the “Media Culture” and is surely even less connected to what is coming.

My vision is that the future of archaeology is about the big data management and its combination with the artificial intelligence. Whether we like it or not, the AI is coming also in archaeology. However, it also means that the needs and interests of the magic triangle parties can be better satisfied.

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# Presenting an archaeology for everyone: changing our approach to publicly funded archaeological investigation in Scotland

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**Keywords:** strategy, funding, public benefit, innovation, engagement, knowledge

What do we mean when we refer to ‘public benefit’ in the context of archaeological investigation and its outputs? We argue that our definition needs to be broadened, so that those who fund and consume archaeological information, and those that currently do not, can better understand the full breadth of its importance. Creating, reinforcing and highlighting links between archaeological information and issues which are prominent in the contemporary public consciousness has the potential to make the sector more resilient. The survival of our discipline is dependent on its continued relevance and the ensuring that its practical outputs are high profile. When cuts are made to budgets, locally and nationally, we need to ensure that archaeology is not regarded as an optional extra, or a triviality which is consumed through the media with little reciprocal engagement with its audience.

Archaeological information is relevant to, and in many cases actively contributes to: understanding climate change; the promotion of diversity; the construction of sustainable communities; and appreciation and understanding of place. We discuss some of the diverse projects which are currently being supported through Historic Environment Scotland’s Archaeology Programme, which is now focused on the delivery of Scotland’s Archaeology Strategy.

Historic Environment Scotland is the lead public body for Scotland’s Historic Environment, established in 2015, the same year as the creation of Scotland’s first Archaeology Strategy. Historic Environment Scotland receives a grant from The Scottish Government enabling us to carry out our remit, in line with our Corporate Plan, together with income from charging and revenue through properties in state care. As part of our agreement with The Scottish Government, Historic Environment



Figure 1. Historic Environment Scotland's Archaeology and World Heritage Team help out with the handling boxes in a school in The Scottish Borders. © Historic Environment Scotland

Scotland supports the historic environment sector through the provision of £14.5m in grants to the sector. This is divided into a number of schemes, the largest for building repair and town regeneration schemes; we also have a £1.4m scheme per annum for archaeology known as the Archaeology Programme.

The Archaeology Strategy's Vision is for '... a Scotland where archaeology is for everyone! A place where the study of the past offers opportunities for us now and in the future to discover, care for, promote and enjoy our rich and diverse heritage, contributing to our wellbeing and knowledge and helping to tell Scotland's stories in their global context.'

So archaeology is more than just a means of telling stories about the human past; it can be the tie which binds the past to the present, and actively enables it to contribute to the way people live their lives today in a positive way. All too often, however, it is regarded as passive, and consumed through the media rather than through actual engagement by people. Changing this also requires archaeologists to change the way that we look at our own work, and to think more consciously about archaeology's contemporary implications, rather than simply seeking to tell stories about the past.

Many of the archaeological projects which Historic Environment Scotland supports bring together professional archaeologists and members of the public, but how do we

Figure 2. Scotland's  
Archaeology Strategy  
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© Jonathan Benjamin



get a greater variety of people interested? It will be argued that one of the key roles of a national body is to bridge the gap between people's day to day lives and archaeology, making it clearer why it is important to everyone. Scotland's Archaeology Strategy has five aims: Delivering Archaeology; Enhancing Understanding; Caring & Protecting; Encouraging Greater Engagement; and Innovation and Skills. Aim 4, Encouraging Greater Engagement, is most clearly relevant to the sharing of archaeological practice and information with a wide audience, but this is actually interwoven through all five aims. For example, Aim two, Enhancing Understanding, includes Open Access to research and Open Data, which is key to mainstreaming archaeological research and ensuring that its impact is evident quickly and widely. The delivery of Scotland's

Historic Environment Data Strategy forms part of this and other aims. The digitisation of historic environment data, although not overtly visible to the majority, is of considerable public benefit as it increases efficiency by ensuring that decision making knowledge, which is vital in planning, is easily referable and reusable. Aim five, Skills and Innovation, is exploring different career pathways into the sector to open it up to people from different social and economic backgrounds, and it is hoped that this is one way where we can also diversify our archaeological workforce.

We also argue that the media can be used to amplify the relevance of archaeological information and that this can be done more effectively. At present, archaeological information is largely consumed as an academic narrative and its relevance to everyday life is rarely conveyed clearly. Archaeology is a key tool in the contextualisation and understanding of contemporary issues and a vital partner to other subject areas and research, such as the sciences, whose relevance and financial support is less questioned. The public benefits of archaeology go beyond the secondary consumption of research outputs though the media - by rethinking where we fit, we can make it clear that this subject can:

- Actively protect and enhance our built and natural environment
- Help people to take pride in a strong, fair and inclusive identity
- contribute to a better educated, more skilled and more successful workforce, by emphasising research and innovation

(These are all part of Scottish Government's National Performance Framework)

Therefore, archaeology and its contribution to the historic environment should sit at the heart of a flourishing and sustainable Scotland.

Scottish Strategic Archaeology Committee 2015 *Scotland's Archaeology Strategy*. Edinburgh. [http://archaeologystategy.scot/files/2016/08/Scotlands\\_Archaeology\\_Strategy\\_Aug2016.pdf](http://archaeologystategy.scot/files/2016/08/Scotlands_Archaeology_Strategy_Aug2016.pdf) (accessed 28 November 2018)

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# A citizen's view on public archaeology and heritage in Austria

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**Keywords:** Austrian heritage, citizens participation, citizen science, Austrian Monument Protection Authority, communication, ivory-tower, ArcheoPublica

ArchaeoPublica is a charity which was founded in 2015 in Austria. Its aim is to enable public participation in archaeology, for example by organizing field surveys with the participation of both archaeologists and non-professionals. ArchaeoPublica also gives workshops and talks for non-professionals so that they have a chance to see behind the curtain. A third aim is to improve the communication between the public and archaeologists. For instance, ArchaeoPublica participated in the Citizen Science Conference in Vienna in 2017 with a session together with “Kuratorium Pfahlbauten” about “Citizen Science at the ancient studies”. Last but not least Archeo Publica tries to improve the image of cultural heritage in the public by social media work. The association uses Facebook to reach people in the whole country.

In this charity non-professionals and archaeologists cooperate as equals. Professionals, students and non-professionals work together in the board and realize projects to their members.

To achieve these goals ArchaeoPublica organized a field survey with public participation in St. Pantaleon in Lower Austria last year. There, members of ArchaeoPublica examined a Roman fort by geophysics as well as with a classic field survey. About half of the team consisted of interested citizens. The next step is to document the finds together with them. Citizens learn how to clean and sort finds and then they can photograph and draw significant objects.

In preparation for the field work ArchaeoPublica organized a workshop to train non-professional participants in archaeological skills. They learned from professionals what GIS is and how they can use it to find archaeological monuments. They also learned about heritage laws in Austria and how non-professionals can help to save heritage finds here.



Figure 1. ArchaeoPublica organizes field surveys which includes cooperation between archaeologists and non-archaeologists. © ArchaeoPublica

To reach the public ArcheoPublica utilizes media platforms like Facebook and shares heritage related events and topics there.

The Heritage Protection Law in Austria excludes the public from the process of identifying cultural heritage. Non-archaeologists are not permitted to participate in the decision of declaring of what constitutes heritage monument. Only the Austrian Monument Protection Authority can determine this.

It is also prohibited for non-professionals to actively participate in heritage protection. They are forbidden to look for potential heritage monuments. In fact, they would be punished by paying a fine for doing something like that. They are also not allowed to do archaeological excavations because they have not studied archaeology and they have not graduated. Therefore, they never get permission to do excavations by themselves.

However, Austria ratified the Faro-Convention in 2015 and it is difficult to reconcile these two positions.



Figure 2. ArchaeoPublica organizes field surveys which includes cooperation between archaeologists and non-archaeologists. © ArchaeoPublica

Another issue is funding: In 2016 and 2017 ArchaeoPublica received a limited grant aid by Austrian Monument Protection Authority but other than that the charity has no grants. So, it is difficult to pay archaeologists for their work for the charity. It is understandable when people cannot work in an honorary capacity all the time.

One possibility is collecting private donations but has had limited success. Interested citizens conceivably want to donate more but they cannot afford a lot of money. Therefore, money is also a problem to achieve the aims. State support is required and not just the permission to realize projects.

In 2017 things got worse: The federal audit office criticized the Austrian Monument Protection Authority of inefficiency and this led to restrictions of funding for research on monument protection.

Another complicity is the communication and point of view among citizens/non-professionals and archaeologists:

Citizens often think professionals are on “a higher level” and conceal themselves on the well-known ivory-tower and have no interest to exchange their views with them. This mentality is a problem in interpersonal communication.

My personal experience in this case is different: On the one hand I had great experiences with archaeologists by working together, but on the other hand I got in touch with professionals which were snotty and arrogant to me. This is frustrating for me and other non-professionals because usually we just want to learn more about history and archaeology. So, a requirement is: Please be patient with citizens.

There are also a lot of language barriers: professional jargon is often not understood by non-professionals. The United Kingdom reduced such problems with a TV-series named “Time Team”. People watched it and became familiar with archaeological terms and workflow and learned more about their own heritage and history. In fact, they got a better appreciation of archaeology by watching Time Team.

Citizens may have another education-level than educated archaeologists. To become a professional a student must study about 5-7 years and have the chance to learn this craft. Citizens also need a time to understand how science work, why it is important to have scientific standards and how research is working. For example, a newbie does not see the importance of getting all the information in a trench. To learn archaeology is a progress and needs time and comprehension from both sides.

At the end some suggestions:

First of all, and to have the chance to perform better work-progresses, ArcheoPublica needs more funding for public participation OR making public participation a requirement of state aid.

Beyond that it needs bridge-builders among the public and professional archaeologists to improve communication and achieve a better cooperation. The role of a bridge-builder is to convey between both sides. Preferably this person knows both parts of the game and is able to communicate with them. For example, teachers, museum educators or other persons with enough sensitivity to mediate.

The best-case scenario would be to involve non-archaeologists and get a working together by 50/50 non-professionals and professionals.

**The full version of this paper is available at**  
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# Development-led Archaeology in Europe

## Meeting the Needs of Archaeologists, Developers and the Public

**Edited by Agnes Stefánsdóttir**

As a contribution to the European Year of Cultural Heritage 2018, the European Archaeological Council organized its annual Symposium on a topic which is closely related to the objectives of this initiative. It was appropriate to gather in Bulgaria, the country which was chairing the European Union in the first half of 2018.

One of the subthemes of the Amersfoort Agenda published after the EAC Symposium in 2015 (Theme 1. The Spirit of the Faro Convention: embedding archaeology in society) was: *Know the public: analyse the wants, interests and expectations of stakeholders in society regarding their involvement in archaeology, preferably through interactions with these stakeholders.*

In the 2018 heritage management symposium, the idea was to look at the topic of development-led archaeology from a different angle and encourage a discussion between the heritage management officials, the developers, the archaeologists working in the field and the public. How can we meet the needs of these very different stakeholders and do we always need to?

The symposium comprised three sessions, the first was dedicated to the archaeologists, the second to the developers and the third to the public. This volume is a collection of 12 extended abstracts related to the 17 presentations given in Sofia. An online volume with 8 full articles has been published in Internet Archaeology <http://intarch.ac.uk/journal/issue51/index.html>.

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