

## **Archaeology and Planning: Guidance for Policy Planners**

The NPPF identifies the historic environment is a Core Planning Principle<sup>1</sup>.

It states that Planning Authorities should have a positive strategy for the conservation and enjoyment of the historic environment<sup>2</sup>.

The NPPF also states that local planning authorities should seek opportunities to achieve the environmental dimensions of sustainable development, which include protecting and enhancing the historic environment<sup>3</sup> and as a consequence local planning authorities are tasked with setting out strategic policies to deliver conservation and enhancement of the historic environment<sup>4</sup>. Archaeology is one important aspect of the historic environment that can easily be overlooked.

This guidance is designed to aid planning authorities to incorporate positive and proactive strategies for the historic environment, and in particular archaeology, within their local plans and meet the requirements of the NPPF.

### **1. Evidence base**

1.1. The NPPF states that planning policies and decisions should be based upon up to date information about the environment<sup>5</sup>. With regard to the historic environment the NPPF says that planning authorities should maintain or have access to an up to date Historic Environment Record<sup>6</sup>.

1.2. Hampshire County Council hosts and maintains a Historic Environment Record for the whole county<sup>7</sup>. This is a GIS based database that contains over 60,000 records of archaeological sites, findspots, monuments buildings, parks and gardens. It also contains GIS layers that interpret this raw data such as the ALERT layer of known archaeological sites. It is the evidence base for local plan policy on the historic environment.

1.3. The NPPF also states that planning authorities should make information about the significance of the historic environment gathered as part of plan-making or development management publically accessible<sup>8</sup>. The HER is constantly updated with new information, including that arising from archaeological investigations undertaken as development management mitigations. This is publically available.

### **2. Historic environment policies**

2.1. At its most basic an historic environment policy should reflect and expand upon the national guidance. However the NPPF encourages local authorities to be more ambitious. In particular in acknowledging that the reason for protecting heritage through the planning system is for public benefit<sup>9</sup> it offers opportunity for local authorities to have policies encouraging public engagement with archaeological findings.

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<sup>1</sup> NPPF paragraph 17, tenth bullet, page 6

<sup>2</sup> NPPF paragraph 126, page 30

<sup>3</sup> NPPF paragraph 152, page 37; NPPF paragraph 7, third bullet, page 2

<sup>4</sup> NPPF paragraph 156, fifth bullet, page 38; NPPF paragraph 157, eighth bullet, page 38

<sup>5</sup> NPPF paragraph 165, page 40; NPPF paragraph 158, page 38

<sup>6</sup> NPPF paragraph 169, page 41

<sup>7</sup> Hampshire Archaeology and Historic Buildings Record <http://www3.hants.gov.uk/landscape-and-heritage/historic-environment/historic-buildings-register.htm>

<sup>8</sup> NPPF paragraph 141, page 32

<sup>9</sup> NPPF paragraph 17, tenth bullet, page 6; NPPF paragraph 126, page 30; NPPF paragraph 141, page 32

- 2.2. The planning authority should seek positive improvements in the quality of the built, natural and historic environment<sup>10</sup>.
- 2.3. The Local Plan should set out strategic priorities for the area with policies to deliver conservation and enhancement of the historic environment, including archaeological sites and landscape<sup>11</sup>.

#### **2.4. Identify key sites**

- 2.4.1. The NPPF identifies states that local planning authorities should identify areas where development would be inappropriate because of its historic significance<sup>12</sup>
- 2.4.2. The NPPF is states that local planning authorities should identify priority areas for environmental enhancement<sup>13</sup>. The local plan should include a clear strategy for enhancing the historic environment<sup>14</sup>. It is possible to identify the key known archaeological sites in an area which could be enhanced using the Historic Environment Record.
- 2.4.3. The NPPF is clear that that planning authorities should use up to date evidence (i.e. the HER) to predict the likelihood that currently unidentified archaeological sites will be discovered in the future<sup>15</sup>. Hampshire County Council Historic Environment Team can undertake this assessment for areas identified for potential future development (e.g. SHLAA).

#### **2.5. Identify key issues for SHLAA and other development allocations**

- 2.5.1. Consideration of archaeological implications should be included in the assessment of development land allocations identified in Local Plans<sup>16</sup>.
- 2.5.2. The NPPF says that planning policies should ensure that the design of developments respond to local character and history<sup>17</sup>. It also acknowledges that planning policies should address the connections between people and places and the integration of new development into the historic environment<sup>18</sup>. Ensuring that archaeological investigations occur well in advance of development and encouraging that the results of archaeological investigations are taken into consideration in planning developments and positively incorporated in design is one way in which this can be achieved.
- 2.5.3. The local plan should seek to ensure that archaeological assessment is included in any development briefs produced.

#### **2.6. Public liaison and promotion of results**

- 2.6.1. The NPPF states that local planning authorities should require developers to record and advance understanding of the significance of any archaeological sites to be lost and make the information arising from these investigations publically

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<sup>10</sup> NPPF paragraph 9, page 3

<sup>11</sup> NPPF paragraph 156, fifth bullet, page 38

<sup>12</sup> NPPF paragraph 157, seventh bullet, page 38

<sup>13</sup> NPPF paragraph 21, fifth bullet, page 7

<sup>14</sup> NPPF paragraph 157, eighth bullet, page 38

<sup>15</sup> NPPF paragraph 169, page 41

<sup>16</sup> NPPF paragraph 157, seventh bullet, page 38; NPPF paragraph 157, eighth bullet, page 38; NPPF paragraph 169, page 41; NPPF paragraph 170, page 41;

<sup>17</sup> NPPF paragraph 58, fourth bullet, page 15

<sup>18</sup> NPPF paragraph 61, page 15

available<sup>19</sup>. A policy that encourages the public presentation of the results of archaeological investigation would proactively seek to meet this.

## **2.7. Positive and proactive strategy for conservation, enhancement and enjoyment of the historic environment**

2.7.1. The Local plan should include strategic policies for the conservation, enhancement and enjoyment of the historic environment<sup>20</sup>.

2.7.2. In order to achieve this principle planning objective<sup>21</sup> historic environment policies will need to influence or be referenced by other policies guiding development<sup>22</sup>.

## **3. OTHER POLICIES**

3.1. The positive and proactive historic environment strategy is not just provided by a specific historic environment policy. The historic environment has a role to play in other areas<sup>23</sup>.

3.2. With the conservation of Heritage Assets identified as a principle objective of planning<sup>24</sup>, achieving this will potentially engage all aspects of planning. For example policies relating to housing, transport and retail will need to include reference to the historic environment.

3.3. The NPPF encourages planning to look for creative ways for enhancing and improving places in which people live<sup>25</sup>. The historic environment can provide one such possibility for enhancing and improving places.

### **3.4. The creative use of the Historic environment in Green infrastructure**

3.4.1. The NPPF encourages planning to look for creative ways for enhancing and improving places in which people live<sup>26</sup>. The historic environment can provide opportunities for enhancing and improving places. Where the NPPF identifies that open land can perform many functions<sup>27</sup>, protecting, enhancing and presenting the historic environment can be one of these.

3.4.2. The historic environment has a positive role to play in green infrastructure, in terms of sense of place, local identity, sense of community, health and recreation, the natural environment, education and economic activity.

3.4.3. The historic environment is all around, in the fabric of the countryside (boundaries, paths, tracks and woods), archaeological sites (whether visible or buried), historic settlements and historic parks and gardens. They contribute significantly to sense of place and local identity. They have a role in recreation (and health) and education).

3.4.4. A heritage assets may be retained within a development, for example an archaeological site accommodated within open space, whether visible or buried it

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<sup>19</sup> NPPF paragraph 141, page 32

<sup>20</sup> NPPF paragraph 126, page 30; NPPF paragraph 156, page 37

<sup>21</sup> NPPF paragraph 17, tenth bullet, page 6

<sup>22</sup> NPPF paragraph 8, page 3

<sup>23</sup> NPPF paragraph 9, page 3

<sup>24</sup> NPPF paragraph 17, tenth bullet, page 6

<sup>25</sup> NPPF paragraph 17, second bullet, page 5

<sup>26</sup> NPPF paragraph 17, second bullet, page 5

<sup>27</sup> NPPF paragraph 17, ninth bullet, page 6

can be used to help to develop a sense of place. The asset might be a surviving fragment of historic landscape which might be characteristic of an area, such as a green way retained through a development. A Roman road is a particularly striking route which popular imagination can quickly adopt.

- 3.4.5. Open space might also be used to protect and enhance the setting of heritage assets that are within or adjacent to development.
- 3.4.6. Heritage Assets could also be used to inspire public art incorporated within green spaces.
- 3.4.7. A Heritage Asset might also be on the margins or just beyond the margins of a development. They might form part of the setting of the development, they might inform the character of a development, or it may be possible that access becomes available as a result of development.

### **3.5. Historic environment in tourism, recreation and economy**

- 3.5.1. It is recognised that cultural heritage has a value<sup>28</sup>. The historic environment has an important role to play in tourism, recreation, and economic regeneration<sup>29</sup>.
- 3.5.2. Contributing to a sense of place it is estimated that for every £1 invested in the historic environment it brings an extra £1.60 to the economy over 10 years<sup>30</sup>

### **3.6. Historic Environment in Landscape**

- 3.6.1. The historic environment is important in understanding our landscape and must be acknowledged in any landscape policies.
- 3.6.2. Many of our tracks, green lanes, field boundaries and settlement patterns are ancient and many important views incorporate historic sites and monuments. It is not just the built environment where history has shaped our environment.
- 3.6.3. The NPPF acknowledges the relationship between the landscape character of an area and the historic environment, that the two should be used together<sup>31</sup>.

### **3.7. Ecology and Heritage**

- 3.7.1. Nature conservation and biodiversity can also benefit the historic environment. For instance management of open spaces for wildlife benefit can protect below ground archaeological remains. However, some techniques can be harmful to heritage assets.
- 3.7.2. Policies for nature conservation should acknowledge that certain techniques for management of sites for nature conservation can harm archaeological remains; for instance scrapes and ponds could damage below ground remains, allowing scrub to grow on archaeological earthworks is harmful, accumulating material on archaeological sites, and burning material may also damage below ground remains, earthworks and structures.
- 3.7.3. Reference should be made to sensitive sites where potential conflicts of interest may arise and appropriate alternative approaches suggested. The HER can provide information as to where these sensitive sites are located.

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<sup>28</sup> *Measuring the value of culture: a report to the Department for Culture, Media and Sport*. 2010

<sup>29</sup> *Heritage Counts 2010*. English Heritage

<sup>30</sup> *Heritage Counts 2010*. English Heritage

<sup>31</sup> *NPPF* paragraph 170, page 41



## Appendix 1

### **NPPF policies referenced**

7. 'There are three dimensions to sustainable development: economic, social and environmental. These dimensions give rise to the need for the planning system to perform a number of roles:.....

- **an environmental role** – contributing to protecting and enhancing our natural, built and historic environment...'

8. 'These roles should not be undertaken in isolation, because they are mutually dependent. Economic growth can secure higher social and environment standards, and well-designed buildings and places can improve the lives of people and communities. Therefore, to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system. The planning system should plan an active role in guiding development to sustainable solutions'

9. 'Pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment, as well as in people's quality of life....'

17. 'Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan-making and decision-taking. These 12 principles are that planning should:.....

- not simply be about scrutiny, but instead be a creative exercise in finding ways to enhance and improve the places in which people live their lives;.....
- promote mixed use developments, and encourage multiple benefits from the use of land in urban and rural areas, recognising that some open land can perform many functions (such as for wildlife, recreation, flood risk mitigation, carbon storage, or food production);
- conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations;.....'

21. 'Investment in business should not be over-burdened by the combined requirements of planning policy expectations. Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing. In drawing up Local Plans, local planning authorities should:.....

- identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and...'

58. 'Local and neighbourhood plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. Such policies should be based on stated objectives for the future of the area and an understanding and evaluation of its defining characteristics. Planning policies and decisions should aim to ensure that developments:...

- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;...'

61. 'Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions

should address the connections between people and places and the integration of new development into the natural, built and historic environment.'

126. 'Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment,<sup>29</sup> including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. In developing this strategy, local planning authorities should take into account:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- the desirability of new development making a positive contribution to local character and distinctiveness; and
- opportunities to draw on the contribution made by the historic environment to the character of a place.'

141. 'Local planning authorities should make information about the significance of the historic environment gathered as part of plan-making or development management publicly accessible. They should also require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible.<sup>30</sup> However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.'

152. 'Local planning authorities should seek opportunities to achieve each of the economic, social and environmental dimensions of sustainable development, and net gains across all three. Significant adverse impacts on any of these dimensions should be avoided and, wherever possible, alternative options which reduce or eliminate such impacts should be pursued. Where adverse impacts are unavoidable, measures to mitigate the impact should be considered. Where adequate mitigation measures are not possible, compensatory measures may be appropriate.'

156. 'Local planning authorities should set out the strategic priorities for the area in the Local Plan. This should include strategic policies to deliver:...

- the provision of health, security, community and cultural infrastructure and other local facilities; and
- climate change mitigation and adaptation, conservation and enhancement of the natural and historic environment, including landscape....'

157. 'Crucially, Local Plans should:...

- contain a clear strategy for enhancing the natural, built and historic environment...'

158. 'Each local planning authority should ensure that the Local Plan is based on adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.'

165. 'Planning policies and decisions should be based on up-to-date information about the natural environment and other characteristics of the area including drawing, for example, from River Basin Management Plans. Working with Local Nature Partnerships where appropriate, this should include an assessment of existing and potential components of ecological

networks. A sustainability appraisal which meets the requirements of the European Directive on strategic environmental assessment should be an integral part of the plan preparation process, and should consider all the likely significant effects on the environment, economic and social factors.'

169. 'Local planning authorities should have up-to-date evidence about the historic environment in their area and use it to assess the significance of heritage assets and the contribution they make to their environment. They should also use it to predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future. Local planning authorities should either maintain or have access to a historic environment record.'

170. 'Where appropriate, landscape character assessments should also be prepared, integrated with assessment of historic landscape character, and for areas where there are major expansion options assessments of landscape sensitivity.'