21st Century Challenges for Archaeology: Work package 1.2

Advocacy foresight: Identifying opportunities and threats requiring an advocacy response

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Final Report

Acknowledgments

Abbreviations

21CAP	21st Century Challenges for Archaeology Programme
ALGAO	Association of Local Government Archaeological Officers
APPAG	All Party Parliamentary Archaeology Group
AIA	Association for Industrial Archaeology
CBA	Council for British Archaeology
CHC	Cultural Heritage Capital
CIfA	Chartered Institute for Archaeologists
DCMS	Department for Digital, Culture, Media and Sport
EIA	Environmental Impact Assessment
ELMS	Environmental Land Management Scheme
EOR	Environmental Outcome Reports
FAME	Federation of Archaeological Managers and Employers
HE	Historic England
HEF	Historic Environment Forum
HER	Historic Environment Record
HEPRG	Historic Environment Protection Reform Group
JNAPC	Joint Nautical Archaeology Policy Committee
ICON	The Institute of Conservation
LPA	Local Planning Authority
LURB	Levelling-up and Regeneration Bill
MAST	Maritime Archaeology Sea Trust
MOLA	Museum of London Archaeology
NAS	Nautical Archaeology Society
NPPF	National Planning Policy Framework
NSIP	Nationally Strategic Infrastructure Project
NT	National Trust
Rescue	Rescue: The British Archaeological Trust
SAL	Society of Antiquaries of London
SMA	Society for Museum Archaeology
THA	The Heritage Alliance
TAF	The Archaeology Forum
UAUK	University Archaeology UK
UKFS	United Kingdom Forestry Standard
UKMA	United Kingdom Marine Area
UNESCO	United Nations Educational Scientific and Cultural Organisation
WA	Wessex Archaeology

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Appendices

Advocacy foresight: Identifying opportunities and threats requiring an advocacy response

1. Introduction and background

The ***21st Century Challenges for Archaeology Programme*** originated in 2017 with a series of workshops exploring six themes in the archaeology sector in England. In 2020 the Chartered Institute for Archaeologists (CIfA) and Historic England agreed to work together, through a Memorandum of Understanding, on key areas of the challenges identified by the programme.

The Advocacy Foresight Project addresses the first goal of the Programme (21CAP): *Enhance law and policy to improve sustainable management of heritage assets and to increase public benefit from archaeology* (21CAP programme, updated Oct 2022) through a small piece of research to identify sector issues and priorities that will require an archaeological advocacy response.

The project was undertaken by Rob Lennox (Policy and Advocacy Manager, CIfA) and Jan Wills (consultant) during May – October 2022 on behalf of CIfA. It was funded by Historic England, with a project design (CIfA 2022) that set out the following aims and objectives:

> *'The research aim of this project is to improve foresight of legislation and policy reform opportunities relating to archaeology and to develop awareness and, where possible, clearly articulated agreement on objectives across sector organisations.*
>
> *The main objective is to create a list of advocacy/policy objectives, gathering expert input from archaeology sector organisations, and prioritise these reforms based on opportunities and threats. This activity will inform and influence sector action plans and organisational priorities, with the list reflecting on where there is a strong consensus on objectives, and highlight where there may be divergent views between sector organisations. Discussion will focus on anticipated legislation and areas of policy development, but will not be restricted to current reforms, and will also reflect more widely on long-term potential for change in practice and how this may influence advocacy objectives.'*

In addition, the project aimed to look at opportunities for sector collaboration on advocacy through existing organisations and working groups, as well as the structural barriers to effective advocacy (e.g. resources). The results of the project are therefore intended to inform the work of cross-sector organisations such as The Heritage Alliance and The Archaeology Forum, as well as working groups such as the Historic Environment Protection Reform Group (the latter having a recently expanded remit from the Historic Environment Forum to cover planning reform as well as heritage protection), and the 21CAP Programme Advisory Board.

2. Current archaeology sector advocacy: a brief description

The landscape of archaeological organisations in England is made up of a loose collection of national representative bodies (professional institute, trade association, learned society etc), charities, campaign groups, commercial organisations, local authority services, academic institutions and more. Many of these organisations express an interest in advocacy issues affecting archaeology, such as a desire to increase support and influence change in matters affecting it.

Over the past decades these organisations have developed approaches to advocacy, some independent and unilateral, others collaborative. Collaborative groupings like The Archaeology Forum (TAF) were created to provide a mechanism for sector bodies to develop a collective influence over specific objectives. TAF was formed in 2000 to encourage UK-based archaeological bodies to share ideas on advocacy, recognising that the many small organisations would have more impact when visibly working together and that archaeologists needed to be more effective collectively on advocacy.

The All Party Parliamentary Archaeology Group (APPAG) was formed in 2001, and TAF subsequently evolved into the major source of advice and support for the group. Now CIfA and the Council for British Archaeology (CBA), on behalf of TAF, fund the Secretariat for APPAG. TAF meets quarterly to discuss and update members on relevant advocacy issues, although it no longer directly undertakes advocacy itself.

The Heritage Alliance (THA), the Historic Environment Forum (HEF) and its Historic Environment Protection Reform Group (HEPRG), the Heritage Council and APPAG also coordinate or create opportunities to influence. The Heritage Alliance creates advocacy opportunities for the wider heritage sector, including through its advocacy working groups, and its membership of the Heritage Council. The latter was set up in 2018 by the Heritage Minister to enable more effective cross-government communication on heritage issues. The Alliance also hosts informal quarterly meetings of its archaeological members to share issues and concerns and report on Alliance activity.

The Association of Local Government Archaeologists (ALGAO), CBA, CIfA, and The Institute of Conservation (ICON) are members of HEF and HEPRG. There is currently no archaeological organisation that provides regular representation to the Heritage Council.

Membership of The Heritage Alliance is attractive to organisations for reasons besides advocacy, and some Alliance members do not express an interest in advocacy (as demonstrated in this project), and do not take part in Alliance advocacy activities. However, it is clear from the range of active Alliance members that there are now more organisations with an interest in advocacy than are represented within TAF's membership. The recent trend in Alliance members joining from development-led archaeology (Wessex Archaeology and Museum of London Archaeology) and universities (University of Southampton, Durham University, Oxford University), and the participation of these bodies as valuable contributors to the Alliance's advocacy work, indicates that there may be some additional organisations likely to have an interest in advocacy.

Historic England has a direct relationship with Government as an arm's length body, reporting to and advising its parent department DCMS and other departments on a range of issues. Historic England does not participate directly in the sector's advocacy but does have a role in supporting the sector's capacity through targeted funding of research and promoting collaboration. As such, Historic England is never party to independent sector advocacy.

Various organisations undertake independent advocacy activities such as responding to government consultations and initiatives, proactively writing to or meeting with government officials, undertaking research, or raising awareness and campaigning. Advocacy work is also undertaken collaboratively, based on formal and informal partnerships. For example, CIfA and CBA have a formal advocacy partnership; CIfA, CBA, ALGAO, FAME, UAUK and others have worked informally to collaborate on various advocacy issues in recent years, and many organisations contribute to activities undertaken by the Heritage Alliance to varying degrees.

Experience and opinion shared by TAF members, THA and Historic England suggests that, while there may be differences in matters of detail, the archaeology sector is generally perceived as being able to

broadly align on big picture issues, and it is recognised that joined up approaches to politicians are more effective.

This project seeks to address questions about how the sector identifies, plans, and agrees objectives and approaches to advocacy and how it may build on the status quo. It reflects on issues of remit, capacity, and responsibility for advocacy, as well as on inter-organisational trust and pragmatism.

3. Project tasks: data collection and meetings

Project stakeholders identified in the project design are the members of TAF, and those members of THA with an archaeological remit (Appendix 1). Data collection, and discussions with project stakeholders, were carried out as follows:

- Initial contact was made with project stakeholders by email. A summary of the project's objectives was provided, and each organisation was asked to provide information on '*key issues that your organisation expects to undertake advocacy on in the coming years*', together with a copy of any agreed advocacy objectives.

- The results of this first stage data collection were summarised in two short documents as follows:
  - Collated general themes and 'soft' advocacy
    Against a list of general advocacy themes (e.g. public benefit, placemaking), compiled from the data submitted, organisations were asked to indicate their current initiatives, programmes or progress
  - Collated advocacy issues requiring action
    On the list of the specific advocacy issues stakeholders were asked to add any further issues or explanatory material, and then to rank their top 10 priorities

- The results from this second stage of data collection were collated into a spreadsheet, and a preliminary analysis made, in preparation for an advocacy meeting on 30th September.

- All identified stakeholders were invited to the online meeting to discuss the results of the data collection, with an agenda that provided the following discussion prompts:

  Session 1: Identifying objectives, priorities, and opportunities
  > *1. What are our advocacy objectives: does the circulated list accurately reflect your organisation's objectives?*
  > *2. What are our priorities, viewed against short-term opportunities and long-term needs?*
  > *3. Do we have a clear policy ask these priority issues?*
  > *4. How are organisations expecting to work towards their advocacy objectives?*

  Session 2: Working together
  > *1. Are we working together effectively as a sector to achieve these objectives?*
  > *2. Are the groupings/structures/relationships right?*

- Following the meeting, notes of the discussion were circulated, together with a summary of the issues discussed and derived from the notes. Meeting participants were invited to amend and/or comment on the circulated material. The spreadsheet of advocacy priorities was revised to take account of material received after its initial circulation.

- At each stage of the project conversations were held with a sample of stakeholders in order to amplify the results of the data collection and to explore further aspects of the advocacy work of stakeholder organisations.

4. Results of data collection

All organisations responding in the first stage of data collection recognised an interest in advocacy as part of their organisational remit. However, of the organisations that responded or who supplied answers via interviews (16), only four respondents (25%) had an 'agreed set of advocacy objectives'. Of these, two were published and available to the public, and one (ALGAO) was acknowledged to be out of date. A further three organisations (19%) provided strategy documents that highlighted an advocacy remit.

- Codified (public) advocacy objectives and strategic remit: ALGAO, CIfA, RESCUE
- Codified (private) advocacy objectives and strategic remit: JNAPC, National Trust
- Strategic advocacy remit: AIA, CBA, ICON
- No codified advocacy remit: DigVentures, FAME, MOLA, SAL, SMA, UAUK, Wessex Archaeology

As a result of discussions, ALGAO Executive Committee met to update their advocacy objectives. SMA Council indicated that they would discuss whether they should create and publish advocacy objectives.

Collated advocacy 'issues'

The second stage of data collection comprised a survey sent to stakeholder organisations[1] which collated every identified advocacy issue from the first stage survey and asked stakeholders to indicate whether these issues were a concern for their organisation, and to rank their top 10 priorities. Organisations were also asked to comment on broader 'themes' (i.e. general things which organisations cared about, but which were not attached to any tangible policy issue) which were also prevalent within responses to the first survey.

13 organisations checked relevant issues, and 11 provided information on priorities, however, seven of these did not follow the ranking instructions to provide a 'top 10'.

The full list of organisational responses can be seen at Appendix 2. Full data tables showing responses used to create the figures below are included in Appendix 3.

It should be noted that a number of additional suggestions for issues were provided at the second stage of data collection. As such, these additional issues were not voted on by all bodies, despite potentially being issues of interest to many had they been identified earlier. These issues included; Protection of wrecks globally, ratifaction of the UNESCO *Convention on the Protection of Underwater Cultural Heritage* 2001, Biodiversity Net Gain, Local Nature Recovery Strategies, Recruitment/skills crisis/skills gap, apprenticeships, sustainable careers, sector Standard Occupational Codes, diversity, inclusion and widening access, and carbon footprint reduction/climate change/sustainability.

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[1] Following the first survey, NAT, MAST, Norfolk Archaeology Society, and Heritage Lincolnshire were removed from the stakeholder list following either a request or due to lack of response.

Most widespread interest

Across the responding organisations (13 in total), the issues which had the most widespread interest from organisations were:

1. Cultural Heritage Capital
2. Statutory Historic Environment Records
3. Local Authority and museum specialist staff capacity
4. Levelling-up
5. Archaeological archives
6. Local Planning Authority Historic Environment service structure
7. Treasure Act review
8. National Planning Policy Framework review
9. Environmental Impact Assessment reform
10. School curriculum

These issues represent a range that spans (1) current government agendas (e.g. Levelling-up), (2) short-term relevant archaeological policy asks (e.g. statutory HERs), (3) longer term sectoral interests with clear current action plans (e.g. archives), and (4) general existential issues with no clear, current, opportunities for advocacy (e.g. Local Planning Authority historic environment service structure). These different types of issue are not directly comparable; some are sector objectives, others are external events that require response. The data collection and analysis does not directly distinguish between these categories, and readers should recognise that they illustrate different types of issues that sector bodies face in advocacy.

The full results are as follows:

MOST WIDESPREAD INTEREST (% organisational interest in policy issues)
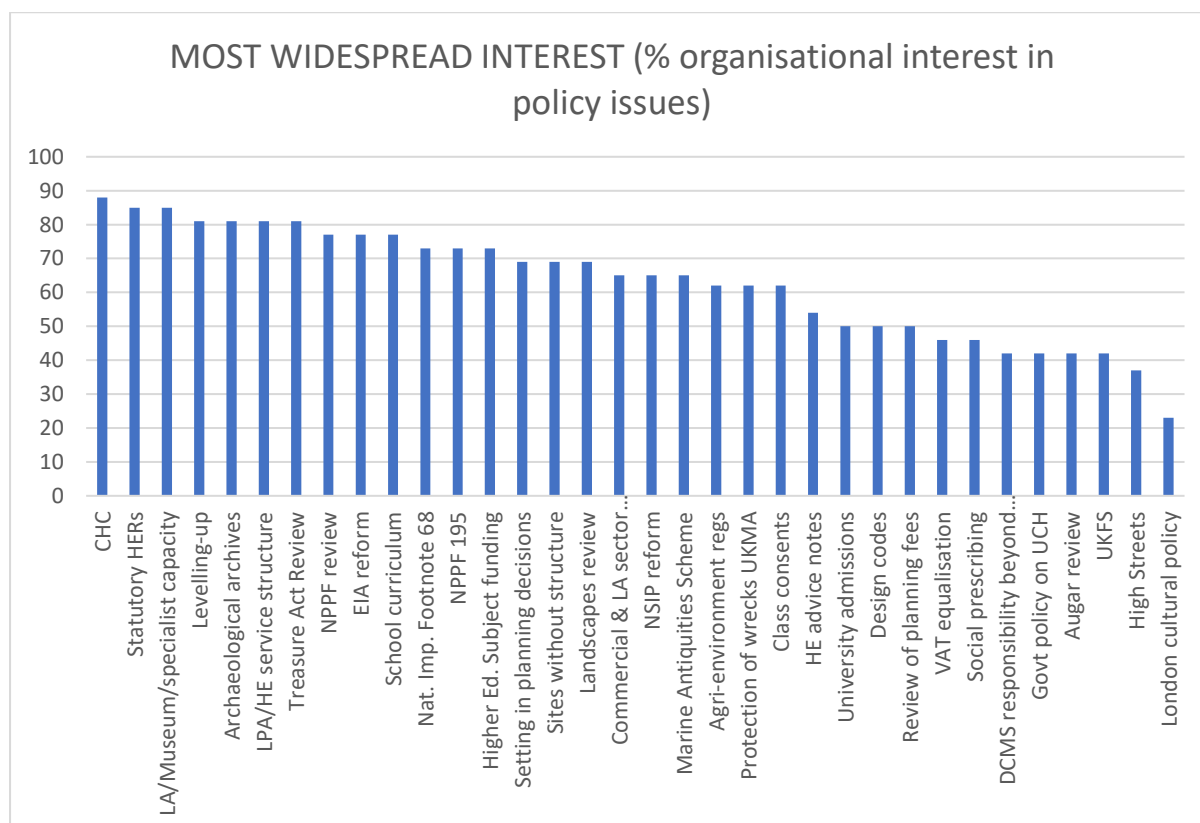
Priorities

Among the organisations who ranked priorities (11 in total), the issues most commonly identified as being ***top organisational priorities*** were:

1. Statutory Historic Environment Records
2. Cultural Heritage Capital
3. National Planning Policy Framework review
4. Levelling-up
5. Environmental Impact Assessment reform
5. Archaeological archives
5. Agri-environment regulations

The issues most commonly identified as being priorities (any top 10) were:

1. Statutory Historic Environment Records
2. Cultural Heritage Capital
3. Local Planning Authority Historic Environment Service structure
4. Local Authority and museum specialist staff capacity
5. Mis-use of setting in planning decisions

Correlation between the top priorities and the most widespread interests is notable, with Statutory HERs, Cultural Heritage Capital, Levelling-up, archaeological archives, and Local Planning Authority historic environment service structure, appearing in both lists.

While some of the high priority given to the most immediate advocacy issues can be accounted for by the fact that they require immediate action, other issues, such as Cultural Heritage Capital, appear to be important opportunities for cross-sector collaboration by virtue of their widespread prioritisation.

Some issues of widespread interest like the Treasure Act review were, notably, no single organisation's priority. It may therefore be necessary to ensure that important topics which are not being championed by anyone with the capacity to lead sector advocacy are not forgotten, as this may lead to opportunities being missed.

Chart showing organisations' top 2 vs. top 10 priorities
(*ordered by top 2*)

■ % organisational top priority (1-2)   ■ % organisational (any 1-10) priority

Chart showing organisations' top 10 priorities vs. top 2 priorities (*ordered by top 10*)

Legend: ■ % organisational top priority (1-2) ■ % organisational (any 1-10) priority
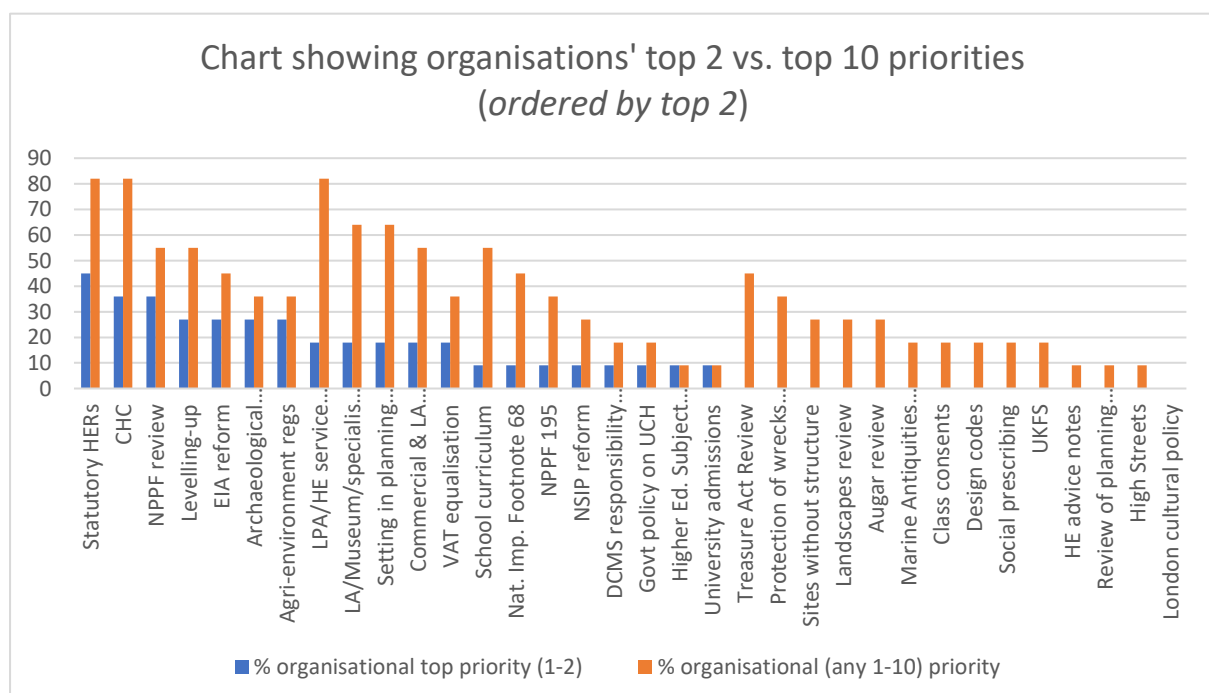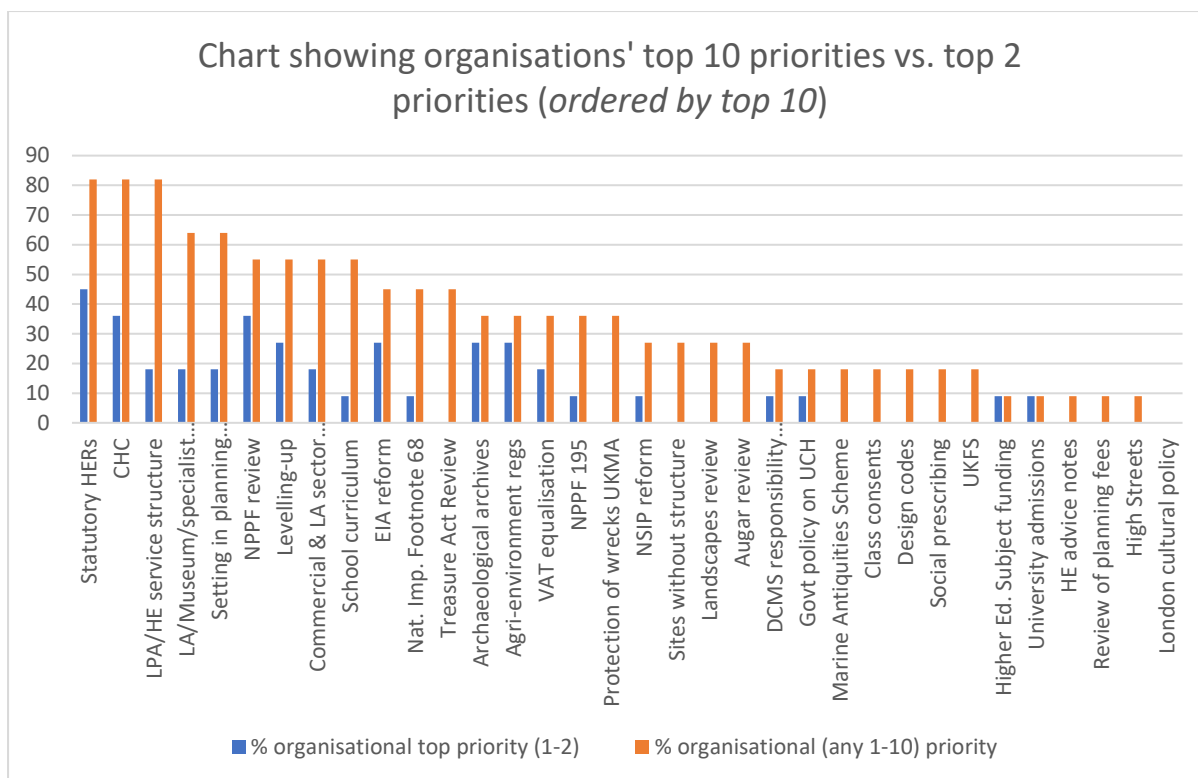
Themes

In their responses many organisations listed general themes or areas of interest, rather than specific objectives or policy issues. Some of these themes articulate a general topic of interest, underneath which specific policy objectives and activities could, but do not at present, sit. However, responses also indicated that wider organisational activities, many of which are not specifically about influencing an advocacy outcome, are considered relevant to their organisation's advocacy remit.

These 'soft' advocacy actions include such things as research, public engagement, awareness raising and general championing of archaeology. These can be contrasted with 'hard' advocacy activities associated with the direct influencing of decision-makers.

Some key themes that are not explicitly evident in the 'issues' table include
- demonstrating and expanding the public and social value of archaeology
  - e.g. Increasing public participation, and engagement with communities, archaeological employers, developers, schools, young people
- promoting archaeology/particular special interests
  - e.g. public archaeology, industrial archaeology, archaeological market, professional standards, study of archaeology at university, archaeological research, crowd-sourced participation in data gathering.
- archaeological research

In the second stage survey, organisations were given the opportunity to provide examples of initiatives, programmes, or activities which contributed to advocacy outcomes by 'softer' means. Examples included
- research projects (e.g. Environmental Land Management Tests and Trials projects)
- public engagement projects (e.g. Wessex Archaeology's Project Rejuvenate)
- events (e.g. the CBA Festival of Archaeology, COP26 sessions, organisational conferences)

- communications (e.g. members' newsletters)
- building relationships with bodies in other sectors
- collaborative initiatives (e.g. JNAPC, HE and DCMS meetings on underwater cultural heritage, Wessex Archaeology partnership on education/skills with University of Southampton)
- support for forums (e.g. APPGs)
- organisational strategies and policies (e.g. CIfA's skills programme, Wessex Archaeology apprenticeships)

Organisations' preference for discussing advocacy themes rather than specific issues may illustrate several things. Firstly, that there are specific issues without any current legislative or policy routes through which they can be advanced. This emphasises the need to develop long-term advocacy objectives as a sector so that a clearer vision can be shared, which may be helpful in ensuring that the sector is well placed to create opportunities to advance these objectives in the future.

Secondly, there are many supporting, or general messages which underpin sector advocacy, such as those relating to public benefit, knowledge and understanding, placemaking, sustainability and the environment. These points may be useful to capture as shared key messages for sector bodies, to be employed through all advocacy as appropriate and used to create better general understanding of, and support for, archaeology.

Thirdly, and relatedly, organisations undertake a range of activities that are not explicitly advocacy – such as research, professional practice development, and public engagement. These activities are often perceived as being related to the role of championing or advocating for archaeology, and many have clear uses within advocacy – either as evidence of archaeological practice, or public benefit.

Advocacy activities

As well as providing information relating to interest and priorities, respondents were also asked to list advocacy activities that they have undertaken, or are planning to undertake, in relation to those issues.

The following figure shows the percentage of the total listed issues that an organisation stated an interest in, plotted against the percentage of those issues on which they had undertaken, or planned to undertake, advocacy activity.

The figure indicates where organisations have broader/narrower interests and where they are relatively active/focussed in terms of their level of advocacy activity. It should be noted that the data give only a rough impression, and there are several issues to note:

- ALGAO's activity has been inferred from an advocacy objectives document, making the assumption that the organisation is active on all of the relevant issues. Its 100% activity level is therefore likely to be too high.
- Some organisations may have skipped the 'current activity' column in the survey, so some of the organisations who have 0% activity are likely to be too low.
- The data do not judge the effectiveness or extent of activity, and this probably masks a wide variation in activity level, likely to be at least somewhat correlated to organisational resource levels. For example, organisations listed actions which varied from campaigns, briefings, and meetings with ministers, to updating members via newsletters.

% organisational interests / % organisational activity
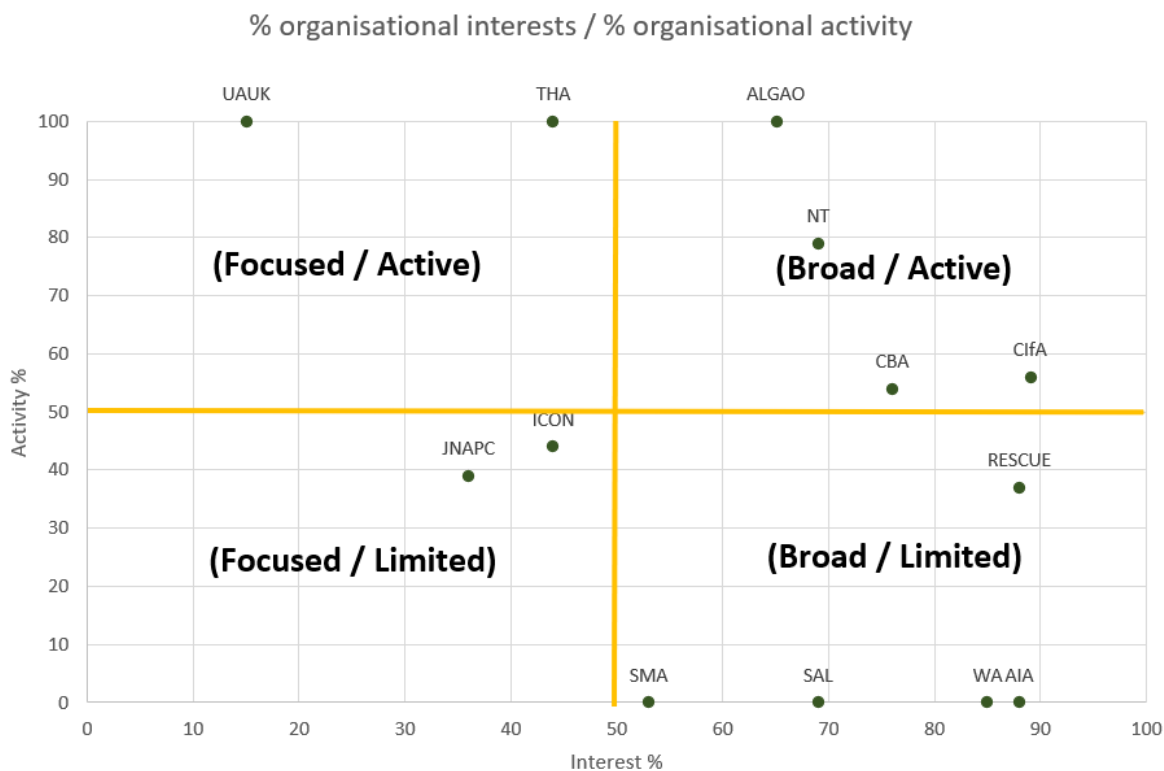
Despite the data being rough, it is notable that the organisations which have broad interests and are relatively active are the ones with the greatest relative resource for advocacy. Other active organisations include specialists like UAUK, who have very focussed interests. Some organisations have broad interests but relatively limited activity on advocacy. This generally correlates with perceived organisational resources, although resources for advocacy were not assessed in this research. These relationships may provide useful information to inform reflections on what optimum and realistic collaboration on advocacy issues may look like, some organisations being well placed to provide leadership, legwork, expertise, or support.

5. Conclusions and recommendations

5.1 Introduction

The Advocacy Foresight Project has provided an opportunity to look at the state of advocacy in the archaeology sector through the work of a defined group of stakeholders, touching on the degree to which organisations have clearly defined and published objectives, the approaches taken to advocacy activities, the levels of activity to progress issues, and barriers such as resourcing. Additional interviews and discussion provided further analysis of methods of, and forums for, effective collaboration.

There are four outputs from this project:

- A **point-in-time dataset on advocacy issues and priorities** resulting from stakeholder responses (Appendix 2, separate document)
- A list of **General issues and conclusions**, compiled principally from the data submitted by stakeholders and discussion at the advocacy meeting on 30th September, but also reflecting

stakeholders' views as expressed through additional informal discussions during the project (see below 5.2).

- A set of eight **Recommendations** (see below 5.3)
- A draft **Sector Advocacy Framework**, setting out policy objectives annotated with specific legislative and policy opportunities, relevant timeframe, and a risk/benefit rating (see below 5.4 and Appendix 5).

5.2 General issues and conclusions

i. Top advocacy priorities

The top advocacy priorities identified from the submitted data were: statutory Historic Environment Records, Cultural Heritage Capital, National Planning Policy Framework review, Levelling-up (i.e. heritage provisions in the Levelling-Up and Regeneration Bill), Environmental Impact Assessment reform, archaeological archives, agri-environment schemes.

ii. Immediate advocacy agenda

There is a widespread consensus and immediate concerns around government's planning and environmental agendas, including a) the fate of the Levelling-Up and Regeneration Bill's key heritage clauses, and the details of other provisions such as proposed environmental outcomes reports b) proposals in The Growth Plan 2022 for the liberalisation of the planning system including the proposed 'investment zones' c) future environmental land management policies and the fate of the new Environmental Land Management scheme.

iii. Priorities within priorities

The list of priorities for advocacy is extensive and represents a formidable task, given available resources. In discussion it was suggested that they could usefully be sorted into, for example:

- Ones with most jeopardy;
- Where there is real opportunity;
- Short vs long-term objectives;
- Relative importance, significance, or level of impact
- Objectives and/or outcomes, priorities, opportunities, and threats
- Thematic groups e.g. around Local Authority issues, around planning issues

Long-term objectives need to be progressed as well as the short-term imperatives, combining thinking time for the longer-term aspirations with co-ordinated action on the immediate priorities. This project has not examined advocacy tactics or approaches, and it is possible that future work is required to consider whether different methods may be needed to influence different types of issue.

iv. Remit and resources

While all stakeholder organisations that participated in this project have a strong interest in advocacy, there is amongst them a wide range of levels of activity and resource. Some organisations could not define what their advocacy objectives were, and some were not able to provide examples of activity. This can be interpreted as a consequence of a lack of resource for advocacy. While there may be a clear interest in an issue, there may just be too much to do, or a lack for expertise and skills in advocacy itself. Some organisations have no resources at all for advocacy.

There is, therefore, a need for organisations to be realistic about their aspirations for advocacy activity. Organisations lacking capacity cannot realistically be asked to take on a bigger role. Rather, better collaboration based upon sharing expertise and building trust in each

organisation to deal with aspects of the required advocacy, each within their means, is likely to be more effective.

v. Collaboration and building trust

Building trust between sector organisations is essential if there is to be effective collaboration and task/burden sharing. In some areas, barriers to building trust include competition and confidentiality requirements. Information sharing, providing opportunities to contribute to the development of core positions and agreement on specific asks, understanding of each other's roles and limitations/sensitivities are all necessary. Closer liaison, and a clearer strategic approach to enabling cooperation may be beneficial to improving trust between organisations. More consistent communications to external audiences were also identified as helping to build trust with wider archaeological and public stakeholders.

vi. Develop very clear policy asks

In order to have the best opportunities to succeed in influencing decision-makers on identified issues, there needs to be clarity on: what are the essentials in the system that we need to retain, or what specific changes we need. These need to be translated into very precise asks on e.g. an amendment, a bill clause. Statutory HERs is a good example of this, where the objective was clear and the ask specific.

vii. Align with government agenda

It is important to respond to opportunities to influence policy by keying into the government of the day's agenda wherever possible, offering help to achieve that agenda by identifying opportunities to modify proposed legislation or policy, and thereby both assisting government and achieving a positive outcome on sector issues.

viii. Compelling messages

The sector needs to develop clear messages and relay them effectively, in order to connect better with people. A positive language is required for the headline points e.g. why archaeology matters and what it delivers in terms of public value, contribution to growth, learning from the past to contribute to e.g. the global discussion on climate change. These messages must underpin the detailed policy asks, and be repeated consistently, adapting the language as the political context demands. This includes communication with organisations' own constituencies i.e. keeping members, supporters, and those who are interested, informed about their advocacy work.

ix. Specialist advocacy areas e.g. UAUK, maritime, other organisations with minimal advocacy resource

Most of the specialist organisations, including those with minimal advocacy resources, were highly effective at defining advocacy objectives. However, some may benefit from support from those that are better resourced, who can promote interests or magnify opportunities with routes through to government and other advocacy targets.

x. Sector advocacy leadership

On leadership there was some reflection from stakeholders on the importance of Historic England (and predecessor organisations) in achieving major steps forward in, for example, the planning system but also a sense that, for now and the future, collaborative leadership and working together was going to be of the utmost importance.

The adequacy of current sector structures in facilitating advocacy was not really explored in discussion, although the importance of THA in representing views of its member organisations

to government, and facilitating direct access to government for others on some issues, was recognised.

There may not be sufficient engagement by all of the important constituent parts of the archaeology sector in advocacy issues, and it may be useful to explore the potential for additional representation of commercial archaeology organisations, local authorities and universities in advocacy debates.

There are some overlaps, and some differences, between THA and TAF in terms of role in stimulating debate on advocacy. Chiefly, the differences relate to THA's wider membership and TAF's UK-wide remit. There may be ways to improve relationships to ensure effective representation of the wider sector at HEF by the select group of organisations that are members, and a lack of direct representation on the Heritage Council is a concern that needs to be addressed.

xi. **A strategy, a plan for advocacy?**

There is not an overall strategy or plan, let alone one that is resourced. While it may not be proportionate or currently achievable to pursue a formal strategic framework, or plan, a looser approach to articulating short and medium-term objectives and proposed actions, and mapping where the sector wants to be in 10 years' time, may be beneficial.

5.3 Recommendations

The recommendations are based on the above list of issues raised during the project. They are offered by the project team as a menu of options for further progress towards more effective sector advocacy, with suggestions for follow up actions:

i. The sector should produce a short clear statement of key messages that can be widely publicised and distributed: a 'one page' high level statement of why archaeology matters and the public benefit that it delivers. **Actions:** discuss at future 21CAP meeting, with expanded membership if necessary, to include project contributors; agree lead author(s) and dissemination strategy.

ii. Sector organisations should review their advocacy role, determine whether they have an active advocacy role and the resources to pursue this, and if so, what contribution they may be able to make to more collaborative sector advocacy (e.g. leading on particular issues, providing support and expertise, or providing other services, such as public/grassroots campaigning). If not, organisations should consider whether their advocacy objectives can be advanced through other organisations and how this could be facilitated. **Actions:** individual organisations to determine next steps, which may include embedding advocacy actions in their own strategic plans, or liasing with others to implement.

iii. Those organisations that have an advocacy capacity should develop their own advocacy objectives and priorities to bring to a more general discussion of sector priorities, and consider how best to achieve them. **Actions:** advocacy objectives and priorities can be brought to future sector meetings and contribute to sector advocacy frameworks

iv. An annual sector meeting, with invitees including the England TAF membership, THA archaeological members, and others to achieve good sector coverage, should consider advocacy objectives and actions for the coming year, and review progress since the previous meeting. **Actions:** 21CAP Programme Advisory Board to initiate first meeting; this meeting

should then agree ownership, format and appropriate outputs for future advocacy collaboration

v. As a starting point the first sector meeting should consider whether to adopt the proposed Sector Advocacy Framework (5.4 below and Appendix 5), revising its content as appropriate and considering whether to assign lead and support roles. **Actions:** as above Recommendation 4

vi. If identified as a lead or support on an advocacy issue, organisations should agree bilateral arrangements where possible for joint, or at least coordinated actions. **Actions:** Individual organisations to determine.

vii. Ensure that archaeology advocacy objectives find a place in the wider historic environment advocacy agenda – through HEF and its working groups such as HEPRG, and with direct representation to the Heritage Council. **Actions:** Any future annual sector meeting should provide an opportunity to reflect on and feed into HEPRG action plan via HEPRG members.

viii. While prioritising the above practical issues and the immediate agenda, reserve some time and space for longer term more strategic thinking about the future of the practice of archaeology and aspirations for more radical change. A space in which to do this thinking needs to be identified. **Actions:** it is suggested that <u>initial</u> ownership rests with the 21CAP Programme Advisory Board to determine whether they wish to create a working group to scope this activity.

5.4 A 'Sector Advocacy Framework'

The draft Sector Advocacy Framework (Appendix 5) is based on the issues identified throughout this project and is proposed as a tool to enhance sector collaboration on advocacy. It is intended to provide a framework that can be revisited and revised annually in order to stimulate foresight and planning, create accountability for actions, and enable organisations to collaborate on actions and report on outcomes.

The Framework translates the list of issues collated in our research into a list of policy objectives, some of which relate to specific legislative or policy vehicles, and others which do not. Each objective can be annotated with proposed reactive or proactive actions, and each is given a timeframe and a risk/benefit rating indicating the relative need for action.

The draft framework also indicates, for each policy objective, the organisations that have identified that particular objective in their top priorities, and those which have indicated that they are a priority. The sector may wish to discuss whether, instead, 'lead' and 'support' bodies could be identified, thus providing greater accountability and clearer routes for collaboration. In some cases, organisations for whom an objective is a top priority may be better suited to fulfil a support role, given their level of resource for advocacy. For example, some such organisations may deliver different key 'support' contributions such as providing expert advice, or awareness raising. It is, however, not intended that the framework should preclude any organisation from undertaking advocacy on any objective.

The draft framework also cross-references the HEF *Heritage Sector Resilience Plan 2022-24* *https://historicenvironmentforum.org.uk/wp-content/uploads/2022/06/HeritageSectorResiliencePlan_def.pdf*

We recommend that this type of framework – or a modified version – could be used to anchor a collective annual meeting of archaeological stakeholders to plan and coordinate action around given issues. There are a number of options for how this meeting could be scoped and hosted; for example under the auspices of 21CAP, or via an existing sector forum, such as TAF. The attendance at any meeting should be inclusive of all relevant stakeholders in Appendix 1 and any others identified as having a potential contribution. It may be possible to pilot the initial year as a next step under the existing 21CAP work packages. Options for how to assign ongoing administrative responsibilities, for example, for planning/hosting meetings and updating the framework, should be identified and considered.

An initial discussion would need to:
- consider whether the objectives are correctly articulated
- add any additional proactive or reactive actions
- consider whether the timeframe and risk/benefit ratings are correct
- consider whether specifying 'lead' and 'support' bodies against particular objectives is desirable

Future discussions would then:
- report updates on actions periodically
- develop appropriate channels of communication between organisations on with specific issues
- update the list of objectives as the need develops

Appendix 1

List of project stakeholders

Association for Industrial Archaeology
Association of Local Government Archaeological Officers
All Party Parliamentary Archaeology Group
Archaeology Scotland~
Breaking Ground Heritage CIC*
Built Environment Forum Scotland
Chartered Institute for Archaeologists
Council for British Archaeology
DigVentures
Federation of Archaeological Managers and Employers
Honor Frost Foundation*
Institute of Historic Building Conservation
Joint Nautical Archaeology Policy Committee
Maritime Archaeology Sea Trust*
Museum of London Archaeology
National Trust
Nautical Archaeology Society*
Northern Ireland Environment Link~
Rescue: The British Archaeological Trust
Society for Church Archaeology*
Society for Museum Archaeology
Society of Antiquaries of London
Society of Antiquaries of Scotland~
The Heritage Alliance
The Institute of Conservation
Wessex Archaeology

These organisations were selected because (at the inception of the project) they were members of The Archaeology Forum (TAF), and/or members of The Heritage Alliance (THA) with an archaeological remit. Some of them undertake advocacy directly while others participate in or benefit from advocacy undertaken by umbrella groups (e.g. THA).

* = Organisations marked did not take part in the data collection or survey. Some were unresponsive to requests and others confirmed that they did not wish to take part. None of these organisations are noted for being active in Heritage Alliance archaeological advocacy (e.g. they have never attended archaeology advocacy meetings), other than some of the specialist maritime archaeology bodies (e.g. Honor Frost Foundation). Non-participation may be due to not having an advocacy remit, or not having the resources or inclination to participate in the project.

~ = Non-English bodies' data or responses are not included in this report, but will be analysed separately through TAF.

Appendix 2 Spreadsheet of organisations' responses to data collection

(Data available on request. Contact admin@archaeologists.net)

Appendix 3

Table showing issues of most widespread interest

Issue	Number of interest organisations (highest to lowest)	% of organisational respondents
Cultural Heritage Capital	11.5*	88%
LA & museum specialist capacity	11	85%
Statutory HERs	11	85%
Levelling-up	10.5*	81%
Treasure Act review	10.5*	81%
Archaeological Archives	10.5	81%
LPA/HE service structure	10.5	81%
Environmental Impact Assessment reform	10	77%
NPPF review	10	77%
School curriculum	10	77%
NPPF paragraph 195	9.5	73%
National Importance/Footnote 68	9.5	73%
High Cost Subject Funding	9.5	73%
Mis-use of setting in planning decisions	9	69%
Designation of sites without structure	9	69%
Designated Landscapes review	9	69%
Commercial and LA sector skills/training	8.5	65%
NSIP reform	8.5	65%
Marine Antiquities Scheme	8.5	65%
Agri-environment scheme reform	8	62%
Reform of class consents	8	62%
Protection of wrecks in the UK Marine Area	8	62%
Historic England advice notes	7	54%
Review of planning fees	6.5	50%
Design codes	6.5	50%
University admissions (and University Archaeology Day)	6.5	50%
Social prescribing	6	46%
Value Added Tax equalisation	6	46%
Government Policy on Underwater Cultural Heritage	5.5	42%
DCMS jurisdiction beyond territorial waters	5.5	42%
Augar Review	5.5	42%
UK Forestry Standard	5.5	42%
High streets	4.5	35%
London cultural policy	3	23%

Note: Two respondents added a 'partly' category, which we have counted as a 0.5 in the data.

Appendix 4

Table showing organisations' top 2 and top 10 priority issues

Issue	Top (2) priorities (out of 11)	Top Priority %	Any (1-10) priority (out of 11)	Any priority %
Cultural Heritage Capital	4	36%	9	82%
LA/Museum specialist capacity	2	18%	7	64%
Statutory HERs	5	45%	9	82%
Levelling-up	3	27%	6	55%
Treasure Act Review	0	0%	5	45%
Archaeological archives	3	27%	4	36%
LPA/HE service structure	2	18%	9	82%
School curriculum	1	9%	6	55%
NPPF review	4	36%	6	55%
EIA reform	3	27%	5	45%
NPPF 195	1	9%	4	36%
Nat. Imp. Footnote 68	1	9%	5	45%
Higher Ed. Subject funding	1	9%	1	9%
Sites without structure	0	0%	3	27%
Setting in planning decisions	2	18%	7	64%
Landscapes review	0	0%	3	27%
Commercial & LA sector skills/training	2	18%	6	55%
Marine Antiquities Scheme	0	0%	2	18%
NSIP reform	1	9%	3	27%
Class consents	0	0%	2	18%
Protection of wrecks UKMA	0	0%	4	36%
Agri-environment regs	3	27%	4	36%

HE advice notes	0	0%	1	9%
University admissions	1	9%	1	9%
Review of planning fees	0	0%	1	9%
Design codes	0	0%	2	18%
Social prescribing	0	0%	2	18%
Value added Tax equalisation	2	18%	4	36%
Augar review	0	0%	3	27%
UKFS	0	0%	2	18%
DCMS jurisdiction beyond territorial waters	1	9%	2	18%
Govt policy on UCH	1	9%	2	18%
High Streets	0	0%	1	9%
London cultural policy	0	0%	0	0%
Issues added by organisations during survey (therefore not voted on by all organisations)				
Protection of UK wrecks globally	0		1	
UNESCO 2001 ratification	0		1	
Biodiversity net gain	1		1	
Local Nature Recovery Strategies	1		1	
Recruitment/skills crisis	0		1	
Apprenticeships	0		0	
Sustainable careers	0		0	
Skills gap	0		0	
Sustainable immigration routes	0		1	
Sector SOC codes	0		0	
Diversity, inclusion, widening access	0		1	
Sector carbon footprint	1		1	

Appendix 5

Draft Sector Advocacy Framework

Introduction

This table is presented as a tool for collaboration, based on the issues collected through the project, which aims to stimulate foresight, and provide a framework for organisations to collaborate on actions and report on outcomes.

It is recommended that this table – or something similar – could be used to anchor a collaborative meeting of archaeological stakeholders on an annual basis to cohere action around given issues. As part of the discussion consideration should be given to identifying and commissioning research which may be needed to support advocacy objectives; links to existing research agendas and frameworks should be explored as a part of this process (cf. www.researchframeworks.org)

Many of the data in the columns (policy objectives, reactive legislative/policy vehicle, proactive actions, top priority and priority) are drawn from data supplied during the project. However, the information in the columns may need edits based on further discussion.

Content in the timeframe and risk/benefit rating columns is given as a 'starter for 10' and is based on the best estimates of the report authors. This information was requested by stakeholders at the discussion meeting on 30 September 2022, but will need to be collectively adjusted and agreed.

Notes and column headings

- **Timeframes:**
    - *Short-term:* Immediate work required, likely responding to explicit deadlines. 0-6 months.
    - *Medium-term:* Work required now or in the near future in preparation for deadlines which are, plausibly, not yet known, but are expected/predicted. Situation liable to change due to external factors. 6-24 months.
    - *Long-term:* Possibly relevant now, but with no immediate or expected deadline. Situation not likely to change due to external factors. 2+ years.

- *Reactive actions:* Actions precipitated by, or focussed on influencing, government legislative or policy instruments or activities. Reactive activities are likely to be time sensitive and may increase the opportunity on a given issue, even if that issue would otherwise have been accorded a lower importance (lower risk/benefit).
- *Proactive actions:* Actions which are focussed on influencing government (or others) on issues in the absence of any specific vehicle for legislative or policy change. Proactive work may include work which is targeted toward general government agendas or other external factors which increase the relevance of the issue. Proactive actions are more likely to be rated with lower opportunity, but may be useful anyway, to raise profile of an issue with political audiences, etc.
- *Opportunity:* The likelihood of achieving a positive outcome as a result of advocacy. Opportunity is likely to be higher where there is reactive opportunity and/or there are good relationships or effective actions.
- *HEF Resilience Plan goal:* Relevant objectives and actions from the HEF Heritage Sector Resilience Plan 2022-24. References are abbreviated as, for example, '1.2G' or '1.2S', referring to the numbered objective (1-5), and the numbered 'priority ask of Government' (G) or 'Priority action for the sector' (S) respectively.

- ***Top priority:*** Bodies which have expressed an interest in this issue as a top priority and are likely to undertake – alone or in collaboration with others – advocacy work on this issue. Where multiple leads are identified it is recommended that bodies discuss approaches and activities and coordinate as appropriate.
- ***Priority:*** Bodies which have expressed an interest in this issue as a top 10 priority and are likely to undertake – in collaboration with leads – advocacy work on this issue. Whether bodies are listed as lead or support has been moderated based on past/current actions.
  - o Note: Organisations not listed in either of the above two columns may retain an interest in advocacy on an issue and may seek an advisory relationship with lead or support organisations, or request to be kept up to date on activities - possibly through regular discussions through TAF or other collaborative groups.

Next steps

This document is intended to be a starting point, not a finished product. The wording or objectives, risk/benefit and opportunity ratings will need to be discussed by stakeholders and revised. Actions will need to be added from engaged organisations, where they were not suggested during this project, and the question of possible 'lead and support roles' will need to be discussed. It is hoped that, if the document is deemed useful, that it will be adopted as a reference to be reflected upon and regularly updated as a way to focus collaboration and engage in foresight.

Draft Sector Advocacy Framework

	Policy objective	Reactive legislative /policy vehicle	Proactive actions	Time-frame	Risk/benefit rating		HEF Resilience Plan goal	Top priority	Priority	Updates
1	**PLANNING**									
1.1	Strengthen HERs, including by placing them on a statutory footing	Levelling-up Bill (cl.185)		Short	Risk = Medium		5.1G	ALGAO; CIfA; CBA; Rescue; THA	WA; SAL; SMA; JNAPC	
					Benefit = High					
1.2	Maintain appropriate inclusion of cultural heritage in environmental impact assessment	Levelling-up Bill (+EOR consultation); *Planning & Infrastructure Bill?*		Short	Risk = Medium/ high			CBA; NT; THA	CIfA; JNAPC	
					Benefit = Medium					
1.3	Maintain and improve national policy provision for the historic environment	NPPF Review		Medium	Risk = High		5.1G 5.2S	ALGAO; CIfA; CBA; THA; NT	WA; SMA	
					Benefit = Medium					
1.4	National guidance on identifying national importance is clear and enables better management of nationally important non-designated sites.	NPPF Review		Medium	Risk = Low		5.1G 5.2S	CIfA; ALGAO	CBA; NT; SAL, SMA	
					Benefit = Medium/high					
1.5	National policy provides clarity on assessment of impact in determination of	NPPF Review		Medium	Risk = Medium		5.2S	CIfA;	NT	

	planning applications (NPPF para.195)				Benefit = Medium				
1.6	Address the mis-use of setting in planning decisions	*NPPF review?*		Medium /long	Risk = Medium	5.2S	CIfA; WA; THA	NT; Rescue	
					Benefit = Medium/high				
1.7	Improve recognition of historic environment in plan-making	Design Codes; NPPF review; High Streets investment; Local listing investment; Innovation Zones		Short/ medium	Risk = Low	5.1G 5.2S	HE; NT	Rescue; SMA; CBA	
					Benefit = Medium				
1.8	Enhance policy provision for the historic environment in national infrastructure regime	NSIP reform		Medium	Risk = Medium/high		ALGAO; NT	Rescue; NT; SAL; CIfA	
					Benefit = Medium				
1.9	Ensure sustainable local authority historic environment services	LPA structural reform; Levelling-up Bill (planning fee review)		Medium /long	Risk = High				
					Benefit = Low/medium				
2	**HERITAGE PROTECTION LEGISLATION, POLICY & MANAGEMENT**								
2.1	Influence government measurement strategies to ensure archaeological value is adequately represented	Cultural Heritage Capital		Medium /long	Risk = High	5.2G	THA; CBA; ALGAO;	SMA; NT; SAL; CIfA; WA; JNAPC	
					Benefit = Medium				

2.2	A sustainable system of archaeological archives is in place nationally		Future of Archaeological Archives Programme	Short/ medium	Risk = High		ALGAO; SMA; CBA; Rescue	SAL; CIfA	
					Benefit = High				
2.3	Local authority historic environment service structure is sustainable and maximises potential for public benefit	LPA structural reform		Medium	Risk = High		ALGAO; CBA; THA	CIfA; SAL; Rescue; NT; SMA	
					Benefit = High				
2.4	'Sites without structure' can be designated as Scheduled Monuments			Long	Risk = Low	5.2S	CBA;	THA; SAL	
					Benefit = Low				
2.5	Class consents are reformed to reduce or remove risk to scheduled monuments			Long	Risk = Low		HE?	THA; SAL; CIfA	
					Benefit = Low				
2.6	The Treasure Act is reformed, to de-emphasise financial value and promote 'significance', increasing protections for heritage assets & archaeological information	Treasure Act Review	CIfA Code of Conduct changes	Short/ medium	Risk = Medium		CBA?	Rescue; SAL; SMA; CIfA	
					Benefit = Medium				
2.7	Historic England Advice Notes are available to			Long	Risk = Medium				

	support stakeholders with guidance on relevant issues		Liaison with HE on known/ emerging issues		Benefit = Medium				
2.7	Cultural policy includes strong provisions for the historic environment?	London Culture Policy		Short/ medium	Risk = Low			Rescue	
					Benefit = Low				
3	**ENVIRONMENT**								
3.1	Environmental Impact Assessment contains robust assessment of historic environment impacts	LURB; Environmental Outcome Report development; Planning and Infrastructure Bill		Medium	Risk = High		NT; ALGAO; CBA; THA	CIfA; JNAPC;	
					Benefit = High				
3.2	Agri-environment schemes include the historic environment, building on current and past EU provision through Countryside Stewardship.	ELMS;		Short/ medium	Risk = High		NT; ALGAO; THA	CIfA, CBA;	5.1S
					Benefit = High				
3.3	Designated landscapes are protected and valued for their cultural heritage	Protected Landscape Review		Short/ medium	Risk = Medium/high		NT; THA	CBA; CIfA	
					Benefit = Medium/high				
3.4	Forestry/woodland management and creation takes adequate account of the historic environment	UKFS review		Short	Risk = Medium		CIfA	Rescue; ALGAO	
					Benefit = Low				

3.5	Archaeology is progressing towards net zero goals and is a sustainable industry			Long	Risk = High Benefit = High	3.1G 3.2G 3.2S	ALGAO; ???	CIfA	
3.6	[What is the archaeology objective for Biodiversity Net Gain?]			Medium /long	Risk = Benefit =		ALGAO		
3.7	[What is the archaeology objective of LNRS?]			Short/ medium	Risk = Benefit =		ALGAO		
4	**MARINE ARCHAEOLOGY**								
4.1	The Marine Antiquities scheme operates effectively, paralleling the PAS on land		Lobbying DCMS, Crown Estate	Medium /long	Risk = Medium Benefit = Medium/high		JNAPC; HE	SMA	
4.2	Wrecks in the UKMA are adequately protected by policy/law		HE/DCMS discussions PoW Act 50th Anniver-sary celebrat-ions	Medium /long	Risk = Medium Benefit = Medium/high		JNAPC	THA; Rescue; SMA	
4.3	Government Policy and responsibility for UCH is clear and adequate		HE/DCMS discussions	Medium /long	Risk = Medium Benefit = High		JNAPC	CIfA	
4.4	DCMS recognises jurisdiction over cultural heritage beyond UK		HE/DCMS discussions	Long	Risk = Low		JNAPC	WA	

	territorial waters and sites are subject to adequate protection				Benefit = Medium				
4.5	UK Government ratifies UNESCO 2001 Convention Concerning the Protection of Underwater Cultural Heritage			Long	Risk = Medium		JNAPC		
					Benefit = Medium/high				
4.6	UK wrecks globally are subject to effective protections or agreements.			Long	Risk = Low/medium		JNAPC		
					Benefit = Medium/high				
5	**EDUCATION**								
5.1	Archaeology is taught as part of the school curriculum.			Long	Risk = Low/ medium		UAUK; CBA?	SMA; JNAPC	
					Benefit = High				
5.2	Archaeology teaching in Higher Education remains sustainable, and is valued and adequately funded.	Augar Review; High Cost Subject Funding; Departmental closure threats		Short/ medium	Risk = Medium/ high		UAUK	CBA; CIfA; SMA; WA	
					Benefit = High				
5.3	Archaeology is an attractive subject for prospective students, with sustainable admissions figures.		University Archaeology Day	Medium /long	Risk = High		UAUK	CBA; CIfA;	
					Benefit = Medium/high				
6	**SKILLS**								

6.1	Local authorities and museums maintain adequate specialist staffing capacity.			Medium	Risk = High			ALGAO; SMA; CBA	CIfA; NT; Rescue; SAL
					Benefit = Medium/high				
6.2	Commercial and local authority sector skills are sufficient to meet demand sustainably, with acceptable levels of skills retention and succession planning. Training and career development are available via a range of entry routes and archaeology is considered a good career.	Shortage Occupation List; Skilled worker (and other) visa route(s);	ATF action plan; Ongoing sector liaison work to discuss skills, training, cost of living crisis; HE skills forum; SOC/SIC code review	Short/ medium /long	Risk = High	1.3G 2.1G 4.2S		CIfA; ALGAO; WA; UAUK	
					Reward = High				
6.3	Archaeology is a diverse profession which promotes access and inclusion at all levels.			Short/ medium /long	Risk = High				
					Benefit = High				
7	**FISCAL & FUNDING**								
7.1	Archaeology is recognised and utilised as a fundable issue through social prescribing			Medium	Risk = low				WA; THA
					Benefit = medium				
7.2	Local authorities archaeology services, museums, and other parts of the sector dependent	Review of planning fees; LPA budget consultations		Short/ medium	Risk = High			ALGAO; SMA; CBA	CIfA

	upon public funding are protected against spending cuts				Benefit = Low/medium			
7.3	Value Added Tax for repair and maintenance of existing buildings is equalised with new build.			Medium /long	Risk = Medium	1.2G	THA; NT; CBA	Rescue
					Benefit = High	5.1S		