European code of good practice: "ARCHAEOLOGY AND THE URBAN PROJECT"

Introduction
The role of public authorities and planners
The role of architects and developers
The role of archaeologists

Introduction

The Council of Europe

The Council of Europe was established in May 1949 to 'achieve a greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage and facilitating economic and social progress'.

From the 1960s onwards the Council of Europe has been much concerned with the protection and enhancement of Europe's cultural heritage. Major landmarks in the work undertaken have been the drawing up of a series of conventions, the European Cultural Convention (Paris, 1954), the European Convention on the Protection of the Archaeological Heritage (London, 1969), the Convention for the Protection of the Architectural Heritage of Europe (Granada, 1985), the European Convention on Offences relating to Cultural Property (Delphi, 1985) and the European Convention on the Protection of the Archaeological Heritage (revised) (Valetta, 1992).

The European Convention on the Protection of the Archaeological Heritage (revised)

In drawing up the 1992 revised European Convention on the Protection of the Archaeological Heritage, known as the 'Malta Convention', the member States recalled that the archaeological heritage was both essential to a knowledge of the history of mankind and at the same time increasingly at risk. There was a need for the protection of the archaeological heritage to be reflected in town and country planning and cultural development policies. It was stressed that the responsibility for this protection lay both with member States and with all European countries. The programmes for the enhancement of the cultural heritage agreed in Malta in 1992 were thus to include the comparison of experiences, one such programme being directed specifically at urban archaeology. From this programme has come a report on the situation of urban archaeology in the different countries of Europe, leading in turn to the preparation...
of this code of good practice.

**Archaeology and the town of the future**

The urban transition has been complete throughout Europe for several decades. Urbanisation and the growth of urban populations have profoundly transformed the fabric of towns founded before the Industrial Revolution. Taking different forms and proceeding at different rates in different places, this transformation has been accompanied, almost invariably, by wholesale and indiscriminate destruction of the vestiges of the town’s past.

At a time when urban policies are increasingly being rethought to correct past mistakes and stem the 'urban crisis', and when those involved in shaping the urban fabric are again focusing on historic centres, it seems more vital than ever to acknowledge the importance of the past in creating the town of the future.

In order to prosper in the future, towns must continue to change and develop, as they have always done in the past. This means that a balance must be struck between the desire to conserve the past and the need to renew for the future.

Urban construction is a complex process, involving numerous partners in a joint project:

- public authorities and planners,
- architects and developers,
- archaeologists.

Close and continuous voluntary co-operation between all participants is the only way to ensure quality results. The town of the future must embody and express its historical wealth.

Preservation and creation should not be regarded as intrinsically irreconcilable. Archaeology complemented by written sources and iconography is the first, indispensable step in any urban strategy. Its goal is not merely to study the town’s structure and evolution, but also to assess its social and cultural development. Such research combines consideration of all the activities taking place in the town and the processes that produced them: this is why archaeology has a natural role in the dynamic of urban development.
Urban archaeology tells us how the town has developed throughout its history, and introduces concepts such as empty/full, inside/outside, rich/poor, monumental/vernacular, planned/spontaneous, dense/diffuse, etc., concepts shared by archaeologists, town planners, architects and developers.

Archaeology's global study of the town introduces two fundamental dimensions. The first relates to urban and social topography and their evolution to the present. The second is a specific economic dimension, through the examination of past techniques, and the development of applied and experimental research on materials and their conservation. This research, closely linked to progress in restoration techniques, has a direct impact on the job market, especially for the young.

The conservation and presentation of archaeological remains is also part of the approach to urban organisation: through innovative planning and architectural solutions, their functional or symbolic reuse can play a part in contemporary design.

The Malta Convention expresses a preference that archaeological remains should be preserved in situ if possible. This principle should be applied to urban archaeological deposits as much as to any other kinds of remains.

In planning and executing urban developments, all parties should consider whether it is possible to take measures to mitigate the impact of development on buried deposits and remains (for instance, by using specially designed foundations, or by not constructing basements). This is preferable to their excavation, unless there are strong and clearly-defined research grounds for excavation, and that such excavation is fully funded.

The eventual decision whether to preserve remains or whether to excavate them will depend on many different factors. What is important is that all parties are involved in the dialogue which leads to the decision.

**Code of good practice status**

The code of good practice has been prepared by a group of experts providing advice on the needs of urban archaeology to the Cultural Heritage
Committee of the Council of Europe. The code has been approved by the Cultural Heritage Committee at its 15th plenary session on 8-10 March 2000.

**Objectives of the Code of good practice**

The code is intended to enhance the protection of the European urban archaeological heritage through facilitating co-operation between planners, archaeologists and developers. All are concerned with the town of the future. Having first highlighted areas where the revised European Convention on the Protection of the Archaeological Heritage is of especial relevance to urban planning, the code of good practice presents the many areas where such co-operation between all parties in the urban project can be readily assured.

**The role of public authorities and planners**

Public authorities and planners will note that the parts of the revised European Convention on the Protection of the Archaeological Heritage most relevant to urban planning are:

**The value of the urban archaeological heritage to society**

1. The value of the urban archaeological heritage to society as a whole. It is important both to the residents of the community and to visitors (Convention for the Protection of the Archaeological Heritage (revised), Preamble and Article 1).

**Presumption for preservation**

2. That in urban planning, there should be a preference for the preservation in situ of important archaeological remains wherever possible, and development plans should be modified to minimise adverse impact (Articles 4ii and 5iia, iv).

**Urban identity**

3. That the archaeological heritage can contribute to the identity of the town and to its future evolution (Preamble and Article 1).

**Urban topography**

4. That the archaeological heritage should be taken to include upstanding structures and buildings, as well as the historical topography of the town, which can form an important part of the character of the town and may merit protection (Preamble and Article 1).

**The unique record of the urban past**

5. That the decisions of planners can affect the archaeological heritage irrevocably. Once archaeological remains have been destroyed, they can never be replaced (Preamble).

**Development plans**

6. That planners should take account of archaeology in their work. This includes when making development plans for towns; deciding budgets for urban development projects; giving permission for new developments carried out by private investors (Article 5i).
| Adequate archaeological advice | 7 That before taking decisions affecting the archaeological heritage, planners should obtain adequate archaeological information and advice, applying non-destructive methods of investigation wherever possible (Articles 2 and 3). |
| Disputes | 8 That appropriate measures should be taken to reconcile the respective needs of archaeology and development plans (Article 5ii -iv). |
| Urban archaeology and education | 9 That planners should take steps to explain to the public and developers why the urban archaeological heritage is important and why money should be spent on preserving or investigating it. Public education through displays, museums, publications and other means are among the ways this can be achieved (Article 9). |

The role of architects and developers

Architects and developers shall:

| Professional archaeological evaluations | 1 At the earliest possible date seek a professional archaeological evaluation of potential redevelopment sites. Such advice may be obtained from nationally or regionally approved archaeological authorities. The purpose of this evaluation will be not only to establish if it is necessary to dig but also to build a picture of its urban morphology and its potential. |
| Presumption for preservation | 2 Recognise the desirability of preserving important archaeological deposits in situ wherever possible, in preference to their excavation unless there are strong and clearly defined research grounds for excavation and such research is fully funded. |
| Integration of archaeology | 3 On the basis of this evaluation integrate the archaeological work into the overall design, construction and conservation strategy for the development. |
| Timescale and costs | 4 Allow both adequate time and financial support to permit an archaeologically worthwhile investigation. |
| Structural remains | 5 Be aware of the possibility of displaying important structural remains *in situ* and that, given they can be sympathetically incorporated into the new works, they could add value to the project. |
| Publication | 6 Give full consideration to the important need for scientific and popular publication as an essential part of the excavation costs. |
| Finds and records | 7 Ensure that archaeological movable objects, records and reports are deposited with appropriate institutions. |
### Disputes
8 Try to settle any disputes through negotiation, where appropriate through a nationally or regionally organised arbitration body.

### Media coverage
9 Give support to media coverage, e.g. joint press releases and agreed statements, as to the discoveries made and the type of support given; give consideration, when naming the development, to the archaeological and historical context and to the display of the archaeological discoveries within or near the development.

### Project team
10 See the archaeologist as a member of the project team, to be given appropriate access to the site and to be properly informed of all design and programming changes, so as to enable the archaeological input to be properly integrated.

### The role of archaeologists

**Archaeologists shall:**

| Information and evaluation | 1 Provide all necessary information to other relevant authorities and to the developer at the earliest possible stage in the consideration of the development. The archaeological authorities will advise on any evaluation that will be required to determine more fully the extent, character and importance of archaeological deposits and remains. |
| Presumption for preservation | 2 Recognise the desirability of preserving important archaeological remains *in situ* wherever possible, in preference to their excavation unless there are strong and clearly defined research grounds for excavation and such research is fully funded. |
| Added value | 3 Be aware of development costs and adhere to agreed timetables. The archaeologist will be aware that archaeological work adds value to the development, contributing to the overall concept and architectural design. The archaeological work will thereby contribute to the urban landscape of the future. |
| Timescale and costs | 4 Ensure that archaeological work, both on-site and writing the report, will be carried out to written agreements setting out standards, timetables and costs. The archaeologist will be aware that the archaeological work is generally part of a larger project and that the archaeologist is part of the project team. |
| Structural remains | 5 Assist in integrating important structural remains in the development. |
Publicity and displays 6 Assist the planning authorities and developer, as appropriate, in any displays or other publicity.

Finds and records 7 Ensure that archaeological movable objects, records and reports are deposited with appropriate institutions.

Disputes 8 Try to settle any disputes through negotiation, where appropriate through a nationally or regionally organised arbitration body.

Information to partners and media 9 Discuss promptly and fully with the planning authorities and developer, as appropriate, the implications of any unforeseen discoveries made in the course of an excavation. Ensure that any statements to the press are made together or in agreement with the project team. Keep the project team informed of the media potential and implications of any discoveries.

Publication 10 Ensure that the results of archaeological work are adequately published within a reasonable time.