



# ARCHAEOLOGY 2025 IRELAND'S STRATEGY

SEANDÁLAÍOCHT 2025 STRAITÉIS NA HÉIREANN

Submission on Ireland 2040 Our Plan:  
Implementing Actions via Archaeology 2025



The Discovery  
Programme  
Centre for Archaeology  
and Innovation Ireland

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## Archaeology 2025 Overview:

*The Archaeology 2025 Strategy: A Strategic Pathway for Ireland* is an initiative of the Royal Irish Academy (RIA), and has been fully facilitated by the Discovery Programme. It is a long-term strategy for the practice and resource of archaeology in Ireland. A key strength has been its inclusive approach, encouraging inputs from those within the archaeological profession and reaching out to those who interact with archaeology in various ways. As a result, the recommendations made are consensus-based and well-grounded in the realities of all. The RIA is confident that the implementation of Archaeology 2025 will only strengthen archaeology's role in the understanding of Ireland's past and as a pivotal component of Irish cultural heritage.

**Vision:** *The promotion of archaeology in understanding the past and as a valuable resource shared by all.*

*Archaeology 2025 offers a sustainable, strategic pathway towards understanding, enjoying and protecting the potential benefits of archaeology. These aims can be achieved by investing to support excellence in archaeology at all levels, by valuing research, and by engaging communities.*

In achieving this vision, six key pillars and six core recommendations were identified from an extensive eight month consultation phase:

1. **Delivering archaeology** – invest strategically in the promotion, protection and management of the archaeological resource – museums and monuments
2. **Sustaining practice** – enable sustainability and development in archaeological practice
3. **Modernising legislation** – update legislation to regulate and manage archaeological practice
4. **Expanding research horizons** – explore new research strategies and expand research impact
5. **Developing education and skills** – engage, involve and inform the public
6. **Maximising impact** – explore new ways of presenting and communicating archaeology

## Submission Objective:

As the National Planning Framework (NPF) looks at “*choices for the development of Ireland as a place, beyond 100 years of statehood over the next twenty years or more, to 2040*”, it is implicit that Ireland's cultural heritage be taken into account. In doing so, availing of the most up-to-date, holistic and in-depth research into cultural heritage issues during the development of the Archaeology 2025 (A2025) strategy will be of significant benefit to the NPF.

The NPF - Ireland 2040 Plan intends to be “*a high-level document that will provide the framework for future development and investment in Ireland*” using a cross-governmental approach to achieve increased quality of life and sustainability of Ireland's long-term development. A2025 focused in reaching out to a matrix of people from landowners, to planners, to scientists, to policy makers on a local, national and EU level during its 8 month consultation process. It asked key questions on the range of direct and indirect intrinsic, social and economic values of Ireland's cultural heritage and encouraged solutions based on collaboration,



communication and valuing a shared heritage in wider society. Therefore, the strategic recommendations of A2025 can inform the NPF on the coordination of cultural heritage issues.

**How the NPF can benefit from Archaeology 2025 (A2025):**

- As a high-level framework policy, the NPF can benefit from the more specific research of A2025, as a part of cultural heritage
- The process of A2025 involved extensive consultation with a broad spectrum of stakeholders within and outside of archaeology – therefore recommendations are grounded in the reality of wider society
- The A2025 consultation process captured views from the planning profession on challenges regarding archaeology
- Improvements made on archaeology in the planning process, recommended in A2025, can ease the implementation of the NPF and long-term development
- Recommendations taken on board re the tangible resource of archaeology can give added value to long-term place-making in Ireland and the attractiveness of Ireland to live, work, and study

The following tables set out specific key questions from *Ireland 20140 Our Plan Issues and Choices* (February 2017) where we believe *Archaeology 2025* can make a positive contribution.

National Planning Framework Questions	Archaeology 2025 Response	Recommendations
3. People's Health & Wellbeing:		
<ul style="list-style-type: none"> <li>• Are there key priorities the NPF can identify to ensure better or improved health and wellbeing of people and places in Ireland?</li> <li>• Are there facilities that the NPF needs to highlight for places in Ireland in order to enable greater participation in a healthy lifestyle?</li> </ul>	<p>Archaeology enriches our quality of life and well-being by contributing to place-making, helping to create identities, socially connecting communities and generations, fostering civic engagement, developing societal understanding, and contributing to knowledge. The benefits of archaeology to health, education and community cohesion have been demonstrated in a number of UK studies.<sup>1</sup></p> <p>There are over 140,000 sites and monuments recorded by the National Monuments Service. And there are more to be found. This consists of a strategic network of sites in every townland and parish. If managed appropriately, it can be a stimulus for increased civic engagement, a more outdoor life, inclusiveness, a platform for skills learning and give added value to place-making.</p>	<ol style="list-style-type: none"> <li>1. Support and extend the Heritage Council's Adopt-a-Monument Scheme, in collaboration with Tidy Towns and relevant departments, across each county to be used as a strategic resource for education, community engagement and civic pride. This is a network that could <i>"be leveraged to support national economic growth, climate action objectives and the development of local communities"</i></li> <li>2. Use the archaeological network of sites as an educational resource for digital, analytical, creative and civic engagement platforms and to encourage learning in an outdoor environment</li> </ol>

<sup>1</sup> Peter Taylor, Larissa Davies, Peter Wells, Jan Gilbertson and William Tayleur, *A Review of the Social Impacts of Culture and Sport*, 2015,

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/416279/A\\_review\\_of\\_the\\_Social\\_Impacts\\_of\\_Culture\\_and\\_Sport.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/416279/A_review_of_the_Social_Impacts_of_Culture_and_Sport.pdf) (accessed September 2016).

4. A Place-making Strategy		
<ul style="list-style-type: none"> <li>• Do we need to reform and strengthen administrative and governance structures so that they are capable of delivering the necessary alliances, collaboration and actions to build up our cities and their regions?</li> <li>• Are there strategic issues (i) across local authority boundaries or (ii) on an inter-regional basis that the Regional Assemblies can coordinate to ensure more effective sub-regional and regional outcomes?</li> <li>• How can the NPF capture [in a national, strategic policy context) the range and quality of resources that exist in rural areas that could be leveraged</li> </ul>	<p>One area where archaeology can have a major impact is in place-making. Local communities engaged in regeneration activities often focus their attention on heritage sites as a starting point. The social and economic value of heritage-led regeneration of public spaces through planning, design and management is increasingly recognised. This process capitalises on a place's unique assets and character to enhance a community's sense of ownership, belonging and well-being. The Heritage Council's promotion of Village Design Statements, the Irish Walled Towns Network and the Historic Towns Initiative are successful models for collaboration with communities in using their heritage resources sustainably.<sup>2</sup></p> <p>Archaeology can make a greater contribution to the government programme promoting sustainable rural and urban regeneration. For example, under the Rebuilding Ireland Action Plan it is stated that the 'DHPCLG [Department of Housing, Planning, Community and Local Government] and DAHRRGA will work together to provide funding for a range of demonstration projects across the country as part of the €30m Town and Village Renewal initiative to support local authorities in bringing people back into town and village centres.'<sup>3</sup> Buildings of archaeological and historic significance</p>	<ol style="list-style-type: none"> <li>1. Encourage the revitalisation of archaeological buildings and protected structures by providing guidance to potential residents on how to sustainably live in these buildings.</li> <li>2. Create research opportunities, and building on existing research, to learning how best to live in older buildings in changing modern contexts.</li> <li>3. Spread incentivisation to adaptively re-use such buildings outside of schemes such the Living City Initiative and into rural areas.</li> <li>4. Archaeology can be key component of tourism. Cultural drivers such as archaeological sites and monuments and museums can stimulate growth in rural and urban settings. However, a 'business as usual' approach to</li> </ol>

<sup>2</sup> [www.heritagecouncil.ie](http://www.heritagecouncil.ie) (accessed September 2016).

<sup>3</sup> [http://rebuildingireland.ie/Rebuilding%20Ireland\\_Action%20Plan.pdf](http://rebuildingireland.ie/Rebuilding%20Ireland_Action%20Plan.pdf) (accessed September 2016).e

<p>to support national economic growth, climate action objectives and the development of local communities?</p> <ul style="list-style-type: none"> <li>• What measures need to be put in place to allow those who have a genuine need to live in the countryside to be accommodated?</li> <li>• In thinking about what Ireland might look like in twenty years' time, what is the future for Ireland's coastline, islands and offshore?</li> </ul>	<p>offer potential for adaptive reuse. With appropriate conservation and design input they can help create opportunities for unique, distinctive developments that contribute positively to streetscapes and local environments.</p> <p>Seven local authorities (Cork City and County, Dublin City, Kerry, Limerick, Meath and Mayo) currently employ an archaeologist to provide in-house expertise in respect of exempted developments, strategic planning, Part VIIIIs (i.e. developments by a local authority itself), and individual planning applications from pre-planning through to compliance and enforcement. They provide input into:</p> <ul style="list-style-type: none"> <li>- local-authority projects and planning</li> <li>- undertake cultural-resource management</li> <li>- outreach and community activities</li> <li>- and are key stakeholders in local authority policies and County and City Heritage Plans.</li> </ul> <p>Surveys and meetings with planners, local authorities and the CCMA illustrate that there is support for a national archaeological officer network.</p> <p>The multidisciplinary nature of archaeological practice places it in the strategic position of embracing the sciences (STEM: science, technology, engineering and mathematics), the humanities and social sciences (AHSS: arts, humanities and social sciences). Current trends in research directions at an international level broadly focus on the use of big-data approaches to addressing major questions regarding the social, demographic, cultural and environmental challenges</p>	<p>tourism will only grow existing well-trodden routes. Therefore, promote new culturally driven routes. Tap into existing resources such as the Ancient East to enable regionally strategic approach to building on cultural routes in changing or fostering more diverse tourism trails and in advertising a region's attractiveness as a place to live, work and invest in.</p> <ol style="list-style-type: none"> <li>5. Expand the archaeological officer network to all local authorities to deal with the planning, community, cultural and policy requirements. This can be done through each local authority or through regional assembly 'hubs' providing services to all local authorities within each area.</li> <li>6. Provide upskilling in archaeology matters to landowners who would like to avail of archaeological sites on their land for agri-tourism and community outreach purposes via the existing IFA or Teagasc networks.</li> <li>7. Support a national programme to record and interpret archaeological knowledge relating to archaeological</li> </ol>
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	<p>that people faced in the past. Specific issues include the role of material culture, demography, mobility, identity, health, resilience and human-environment interactions.</p>	<p>sites on private land. By using apps, QR codes and other digital methods this will be an innovative advance in allowing access to knowledge without requiring physical access on private lands.</p> <p>8. Encourage archaeological investigations into societal challenges such as climate change by developing collaborations between universities and private landowners to record coastal erosion, extreme weather impacts.</p> <p>9. Recognise that Ireland is losing archaeological sites and climate change is exposing previously unknown sites. The newly established EU funded CHERISH<sup>4</sup>project will support specialist organisations in Wales and Ireland to employ cutting-edge technologies to analyse coastal and island archaeology and maritime heritage sites most affected by climate change, coastal erosion, storminess and rising sea levels.</p>
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<sup>4</sup> CHERISH EU Project (Climate, Heritage and Environments of Reefs, Islands and Headlands) <http://www.discoveryprogramme.ie/news-events/discovery-programme-partner-in-new-4m-eu-funded-project> (accessed March 2017).

## 5. Ireland's Unique Environment

<ul style="list-style-type: none"> <li>• How can the NPF help to ensure we get a sustainable balance between catering for a growing population and avoiding or addressing environmental pressures?</li> <li>• Are there any other national environmental issues that you think should be included within the NPF and that are within the remit of planning policy?</li> <li>• An SEA scoping document has been developed in tandem with this paper. What are the relevant significant issues to be addressed by the SEA, AA and SFRA and what environmental objectives should be used?</li> <li>• What measures should be implemented to safeguard our landscape, seascapes and heritage and ensure that</li> </ul>	<p>The challenge is to ensure an infrastructure at state level that is appropriately structured and resourced so as to ensure the long-term management and enjoyment of the archaeological resource. High-level partnerships between cultural heritage organisations and relevant bodies would improve communication, overcome the current fragmented nature of national, local and private-sector structures, and create greater strategic collaboration and communication opportunities.</p> <p>Private developers require planning permission from either the local authority or An Bord Pleanála, and some conditions attached to permissions concern archaeology. If archaeological material is discovered during the construction phase of a development granted planning permission without appropriate archaeological conditions, then significant time delays and costs can accrue to the developer. This can lead to undue risk and uncertainty for development. Accordingly, there is a need for archaeological input at the planning stage, preferably at local-authority level, to ensure attachment of appropriate conditions as well as greater streamlining and clarity in decision-making. Effective monitoring of compliance with archaeological conditions by local authorities and/or the state services is also required.</p> <p>The Council of Europe's 2000 European Landscape Convention (ELC) (known as the Florence Convention) is the basis for the <i>National Landscape Strategy for Ireland, 2015–</i></p>	<ol style="list-style-type: none"> <li>1. Expand the local authority archaeological officer network to address countrywide capacity deficits in planning and community engagement</li> <li>2. Strengthen the National Monuments Acts to legislate for a bond system in the excavation licensing system.</li> <li>3. Complete and publish the Consolidated National Monuments Bill.</li> <li>4. Review archaeology in the Planning and Development Act and create the capacity needed to enforce legislation.</li> <li>5. Make granting of planning permission conditional on satisfactory compliance with archaeological requirements.</li> <li>6. Develop new codes of practice for archaeology between the statutory authorities and local authorities and private developers.</li> </ol>
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<p>Ireland continues to be an attractive place to live, visit and work?</p>	<p>2025 published by DAHRRGA in 2015. The strategy is to ensure compliance with the ELC in achieving balance between the protection, management and planning of the landscape. This European and international legislative context raises important issues not yet legislated for, such as landscape management, protection for inter-tidal marine archaeology, and the lack of a legal basis for digital archives or their digital curation and dissemination.</p>	
<p>• Equipping Ireland for Future Development – Infrastructure</p>		
<ul style="list-style-type: none"> <li>• How can we ensure that the provision of infrastructure can be planned to match future demand and how can the NPF reflect this?</li> <li>• How can capital spending on new infrastructure be sequenced in a way that is affordable and equitable, while taking account of Ireland’s Climate Change obligations?</li> </ul>	<p>The state is the principal commissioner of archaeological works—for example, as an element of building motorways or power lines, managing forestry or extracting peat. As a result the state will always require archaeological expertise. Such works are usually carried out by the responsible agency, such as a semi-state company (e.g. Bord na Móna) or a non-commercial body (e.g. Transport Infrastructure Ireland (TII)), which commissions archaeological consultants to undertake work on its behalf. Where archaeology is not planned for and adequately resourced as part of the development process, it may present a significant risk to the successful completion of capital projects and developments.</p> <p>Such projects and developments take place within a legislative and policy framework, and are also set down within capital plans. The recent Programme for Partnership Government has reaffirmed the state’s commitment to implementing the Building on Recovery: Infrastructure and Capital Investment, 2016–2021</p>	<ol style="list-style-type: none"> <li>1. Invest in state cultural-heritage infrastructure, prioritising capacity levels and planning for continuity of service.</li> <li>2. Establish a high-level archaeological partnership to facilitate dialogue between the main archaeological heritage agencies and organisations.</li> <li>3. Review archaeology in the planning process, from application to project completion, to ensure appropriate input action at each critical point in the process.</li> <li>4. Develop viable standards for the procurement of archaeological works and services.</li> </ol>

	<p>strategy (2015), which sets out a plan for the government's €42 billion framework for infrastructure investment in priority areas over the next five years. The preservation of archaeological heritage in situ or by record is part of the statutory context within which development takes place.</p> <p>In the absence of such management, project costs can accrue from inter alia inappropriate site selection, failure to address known archaeology, or failure to determine the nature and extent of previously unknown archaeology.</p>	<ol style="list-style-type: none"> <li>5. Review and update existing codes of practice and, where appropriate, develop new ones with relevant stakeholders, emphasising employment of project archaeologists.</li> <li>6. Expand the local-authority archaeological-officer network to address countrywide capacity deficits.</li> </ol>
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<ul style="list-style-type: none"> <li>Enabling the Vision – Implementing the National Planning Framework</li> </ul>		
<ul style="list-style-type: none"> <li>What barriers exist to implementation?</li> <li>What levers are needed to deliver greater efficiencies in administration and governance, when it comes to implementing and monitoring the NPF?</li> </ul>	<p>One of the key barriers to the successful implementation is the current National Monuments legislation, this needs to be revised and updated.</p> <p>Consideration should be given to the agreement of codes of practice for archaeology between the Department of Arts, Heritage, Regional, Rural and Gaeltacht Affairs and the local authorities/other relevant agencies. It is also recommended that the existing codes of practice be reviewed in consultation with the relevant agencies in order to ensure consistency in approach when managing archaeology.</p> <p>Another critical barrier is the reduction staff numbers for the various statutory authorities responsible for archaeology including the National Monuments Service and the National Museum of Ireland, given the age profile in both organisations there will be significant staff reductions in the coming years.</p>	<ol style="list-style-type: none"> <li>Complete and publish the Consolidated National Monuments Bill.</li> <li>Support archaeological regulatory bodies to minimise corporate knowledge.</li> </ol>



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