



Royal Irish Academy  
Archaeology 2025 Strategy:  
Submission – Ireland 2040  
National Planning  
Framework

October 2017



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## 1. Archaeology 2025 Strategy Overview:

*The Archaeology 2025 Strategy: A Strategic Pathway for Ireland*<sup>1</sup> is an initiative of the Royal Irish Academy (RIA) and was launched by the Department of Culture, Heritage & the Gaeltacht in May 2017. 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 consulted. The RIA is confident that the implementation of Archaeology 2025 will only strengthen archaeology’s role in the understanding of Ireland’s past, inform Ireland’s future and be a pivotal reference in planning for 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:

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| 1 | <b>Delivering archaeology</b>          | investing strategically in the promotion, protection and management of the archaeological resource – museums and monuments |
| 2 | <b>Sustaining practice</b>             | enabling sustainability and development in archaeological practice   |
| 3 | <b>Modernising legislation</b>         | updating legislation to regulate and manage archaeological practice  |
| 4 | <b>Expanding research horizons</b>     | exploring new research strategies and expand research impact   |
| 5 | <b>Developing education and skills</b> | engaging, involving and informing the public   |
| 6 | <b>Maximising impact</b>               | exploring new ways of presenting and communicating archaeology   |

## 2. 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*”, and will become a statutory document, it is imperative that Ireland’s cultural heritage be taken into account. In doing so, we ask the Department of Housing, Planning & Local Government to avail of the most up-to-date, holistic and in-depth research from the development of the Archaeology 2025 (A2025) strategy.

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<sup>1</sup> [www.ria.ie/archaeology2025](http://www.ria.ie/archaeology2025) (accessed October 2017)

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 can provide evidence-based direction on planning Ireland’s cultural heritage resource for an enduring future.

A2025 reached out to a matrix of people from landowners, to planners, to scientists, to policy makers on a local, national and EU level during its eight-month consultation process. It sought solutions based on collaboration, communication and valuing a shared heritage in wider society. It asked key questions about what Ireland’s cultural heritage value meant - intrinsically, socially and economically. Therefore, the strategic recommendations of A2025 can inform the NPF on the direction for cultural heritage issues.

### 3. How Archaeology 2025 can help Ireland 2040 – Our Plan:

- Use of specific research from A2025 highlighting issues for planning and cultural heritage, including issues faced by the planning profession
- Avail of extensive consultation conducted with a broad spectrum of stakeholders within and outside of archaeology – therefore recommendations are grounded in the reality of wider society
- Understanding how to improve archaeology in the planning process through key recommendations made
- Aligning cultural heritage as a strategic resource with most recent strategy - giving added value to long-term place-making in Ireland and nurturing its attractiveness as a place to live, work and play
- Highlighting the lessons of the past policies regarding archaeology

### 4. Key recommendations:

- Review and harmonise the path of archaeology within the planning process for all development and infrastructure, using existing structures and the forthcoming Office of the Planning Regulator
- Align the forthcoming National Monuments Bill with planning legislation amendments and new EU directives
- Implement best practice and standards of excellence regarding archaeology in the planning process
- Encourage innovation in the visibility of archaeology in rural, urban, coastal and marine landscapes in place-making
- Monitor changes to cultural heritage sites and landscapes in rural, urban, coastal and marine areas and use the data to inform policy on societal challenges such as climate change

## 5. Specific recommendations for Ireland 2040 – Our Plan:

National Planning Framework Questions	Archaeology 2025 Response	Recommendations
Societal Challenges – Climate Change, Health & Wellbeing:		
<ol 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> </ol>	<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>2</sup></p> <p>It is a common layer across all rural and urbanised spaces. There are over 150,000 sites and monuments recorded by the National Monuments Service. Yet more are to be recorded, above ground and sub-surface. 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>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>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>2</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).

		<p>3. Put in place a monitoring system to data capture climate change for rural, urban, coastal and marine landscapes to inform environmental policy, while addressing the long-term preservation of cultural heritage</p>
<p>Place-making</p>		
<p>1. So 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?</p> <p>2. Are there strategic issues across local authority boundaries or on an inter-regional basis that the Regional Assemblies can coordinate to ensure more effective sub-regional and regional outcomes?</p> <p>3. How can the NPF capture the range and quality of resources</p>	<p>One area where archaeology can have a major impact is 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>3</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 the Dept. for Culture, Heritage and the Gaeltacht will work together to provide funding for a range of demonstration</p>	<p>1. Encourage the revitalisation of archaeological buildings and protected structures by providing guidance to potential residents on how to sustainably live in these buildings.</p> <p>2. Create research opportunities, and building on existing research, to learning how best to live in older buildings in changing modern contexts.</p> <p>3. Spread incentivisation to adaptively re-use such buildings such as in the Living City Initiative and GLAS schemes..</p> <p>4. Archaeology is a raw material of tourism. Cultural drivers such as</p>

<sup>3</sup> [www.heritagecouncil.ie](http://www.heritagecouncil.ie) (accessed October 2017).

<p>that exist in rural areas that could be leveraged to support national economic growth, climate action objectives and the development of local communities?</p> <p>4. What measures need to be put in place to allow those who have a genuine need to live in the countryside to be accommodated?</p> <p>5. In thinking about what Ireland might look like in twenty years' time, what is the future for Ireland's coastline, islands and offshore?</p>	<p>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>4</sup> Buildings of archaeological and historic significance 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 VIIIs (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>- a key member of Creative Ireland Local Authority teams</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>archaeological sites and monuments and museums can stimulate growth in rural and urban settings. However, a ‘business as usual’ approach to tourism will only grow existing well-trodden routes. Invest in the Heritage Council’s support services for tourism and heritage. Provide education through existing networks for agri-tourism to develop their ‘on-farm’ archaeology resources.</p> <p>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.</p> <p>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.</p> <p>7. Support a national programme to record and interpret archaeological</p>
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<sup>4</sup> [http://rebuildingireland.ie/Rebuilding%20Ireland\\_Action%20Plan.pdf](http://rebuildingireland.ie/Rebuilding%20Ireland_Action%20Plan.pdf) (accessed October 2017)

	<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 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>knowledge relating to archaeological 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. Use the CHERISH project example by modelling the recording of data positively for collating knowledge on how to adapt to climate change for policy development on a national level</p>
<p>Protecting Ireland's Unique Environment for the Future</p>		
<p>1. How can the NPF help to ensure we get a sustainable balance between catering for</p>	<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</p>	<p>1. Expand the local authority archaeological officer network to address countrywide capacity deficits</p>

<p>a growing population and avoiding or addressing environmental pressures?</p> <p>2. 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?</p> <p>3. 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?</p>	<p>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, 2015–2025</i> 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</p>	<p>in planning and community engagement</p> <ol style="list-style-type: none"> <li>2. Harmonise archaeology in the planning process by requiring consultation with archaeology professionals at all stage</li> <li>3. Strengthen the National Monuments Acts to legislate for a bond system in the excavation licensing system.</li> <li>4. Complete and publish the National Monuments Bill.</li> <li>5. Review archaeology in the Planning and Development Act and create the capacity needed to enforce legislation.</li> <li>6. Make granting of planning permission conditional on satisfactory compliance with archaeological requirements.</li> </ol>
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	<p>a legal basis for digital archives or their digital curation and dissemination.</p>	
<p>Equipping Ireland for Future Development – Infrastructure</p>		
<ol style="list-style-type: none"> <li>1. 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>2. 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> </ol>	<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>Transport Infrastructure Ireland (TII) provides an example of how archaeology can be successfully managed within the context of infrastructure. Their infrastructure projects operate under an agreed code of practice with the Minister for Culture, Heritage and the Gaeltacht<sup>5</sup> This code and its predecessors have seen positive outcomes both in terms of project delivery but equally in terms of archaeological knowledge.</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> <li>5. Review and update existing codes of practice and, where appropriate,</li> </ol>

<sup>5</sup> <http://www.tii.ie/news/archaeology/code-of-practice/TII-Code-of-Practice.pdf> accessed October 2018

	<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 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>	<p>develop new ones with relevant stakeholders, emphasising employment of project archaeologists.</p> <p>6. Expand the local-authority archaeological-officer network to address countrywide capacity deficits.</p>
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