

ARCHAEOLOGY 2025: STRATEGIC PATHWAYS FOR ARCHAEOLOGY IN IRELAND



Acadamh Ríoga na hÉireann
Royal Irish Academy



ARCHAEOLOGY
SEANDÁLAÍOCHT 2025

Acknowledgements

The Royal Irish Academy would like to acknowledge the financial support and support-in-kind of the following institutions towards the delivery of Archaeology 2025: The Discovery Programme, Dublin City Council, Heritage Council, Institute of Archaeologists of Ireland, National Monuments Service, National Museum of Ireland, Royal Society for Antiquaries Ireland, and Transport Infrastructure Ireland.

The Academy would like to thank the Standing Committee for Archaeology and its Project Working Group, chaired by Rónán Swan and facilitated by Rebecca Farrell. The Academy is grateful to the Policy Oversight Group, the Historical Studies Committee, especially Conor Brady, and to the anonymous peer reviewers. Thanks to Ian McCarthy for his design, the copy-editor Dominic Carroll and Fidelma Slattery for their assistance. Special thanks are extended to Mary Teehan, Archaeology 2025 project coordinator, and to The Discovery Programme, which supported this vital role.

Images courtesy of: Stephen Kehoe, The Discovery Programme (Pillar 1), Transport Infrastructure Ireland (Pillar 2), The Discovery Programme (Pillar 3), University College Dublin (Pillar 4), Abarta Heritage (Pillar 5), The Heritage Council. (Pillar 6).

The Royal Irish Academy and Archaeology 2025

The Royal Irish Academy (RIA) is Ireland's leading representative body of experts in the sciences, social sciences and humanities. In 2015 the President and Council of the Academy approved the RIA Standing Committee for Archaeology's plan to assess the current state and future needs of archaeology on the island of Ireland. Recent social, economic and technological shifts prompted this strategic initiative, mapping out a sustainable future for the management, resourcing and promotion of archaeology in Ireland. The RIA Standing Committee, comprised as it is of experts from the academic, commercial and public archaeological sectors throughout the island of Ireland (Annex I), is ideally placed to undertake this initiative.

In creating a realistic strategy, engagement within the profession and with external stakeholders who interact with archaeology was key. An eight-month consultation process took place, actively involving a wide range of stakeholders at local, national, cross-border and international levels (Annex II).

CONTENTS

FOREWORD	07
EXECUTIVE SUMMARY	09
I UNDERSTANDING ARCHAEOLOGY	13
What is Archaeology?	13
Who are Archaeologists?	13
Ireland's Archaeology	14
The Value of Archaeology	15
II STRATEGIC CONTEXT	17
The Last Ten Years in Archaeology	17
The Next Ten Years in Archaeology	19
III PRIORITY PILLARS	21
PILLAR 1: DELIVERING ARCHAEOLOGY	23
PILLAR 2: SUSTAINING PRACTICE	35
PILLAR 3: MODERNISING LEGISLATION	41
PILLAR 4: EXPANDING RESEARCH HORIZONS	45
PILLAR 5: DEVELOPING EDUCATION AND SKILLS	51
PILLAR 6: MAXIMISING IMPACT	57
IV IMPLEMENTATION	62
V RECOMMENDATIONS	63
ANNEXES	
Annex I: RIA Standing Committee for Archaeology Members	70
Annex II: Consultees	71
Annex III: Abbreviations	74

FOREWORD

As Chief Executive of the Academy it is a great honour to introduce the Archaeology 2025 Strategy that sets out a vision for action for the coming years.

Ireland has a distinctive democratic approach towards the protection and preservation of archaeology. All artefacts have equal legal status and all designated sites and monuments are protected for each generation to enjoy. Ireland places great importance on archaeology and is unique in its treatment and approach to the discipline. Archaeology 2025 sets out to ensure practical supports and resourcing are at the core of the strategy. These supports will ensure the field of archaeology remains relevant and critical in helping us interpret the narrative of Ireland's past.

This strategy was spearheaded by the Academy's Standing Committee for Archaeology. The Committee is a truly representative body of all aspects of archaeology across the island of Ireland – from the scholarly, commercial and public sectors. The committee has pursued this strategy with the aim of building public engagement and understanding of archaeology and utilising scholarly knowledge and research to contribute to the formulation of public policy.

Archaeology 2025 is the culmination of an extensive consultation process which recognised the significance of engaging across a broad spectrum of stakeholders with an ethos of transparency and participation at every stage. Early in the process it was understood that the challenges for archaeology had to be placed in a wider context. It was critical that this strategy recognised the cultural and economic context in which its implementation could be successfully achieved. This resulted in reaching out to planning and development stakeholders, local communities, government and tourism bodies.

The strategy provides six priority pillars with goals and actions for practitioners, policy makers and researchers. It is the Academy's hope that the implementation of the strategy will reaffirm archaeology as a central part of Ireland's heritage for future generations.



Laura Mahoney
Chief Executive Royal Irish Academy

EXECUTIVE SUMMARY

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.

Archaeology 2025 is an initiative of the Royal Irish Academy (RIA), driven by the RIA's Standing Committee for Archaeology. It is a long-term strategy based on the key strength of an inclusive approach, with inputs from a broad range of interested parties: those within the archaeological profession as well as external stakeholders. Hence the recommendations are consensus-based and well developed. The RIA is confident that implementation of the recommendations will strengthen archaeology's role in studying and understanding Ireland's story and as a key element of the cultural-heritage sector.

Ireland's cultural heritage is a crucial element of the island's attraction as a place to live, work and invest. Archaeological sites, built heritage, the historic environment and museum collections are significant contributors to the creation of local and national identities for Ireland's citizens, attracting visitors, and are a source of connection and pride for the Irish diaspora. Knowledge management, research, publication and communication are vital to realising this rich potential.

Archaeology 2025 aims to develop a sustainable strategy for the future. The archaeological sector, as an element of cultural heritage, has the potential through research on Ireland's past to contribute to policy areas such as tourism, climate change, social inclusion, demographic change, health and well-being. There are opportunities through participation and training in archaeology and cultural heritage to develop transferable skills across a broad section of society and to foster a wider appreciation of the social value of archaeology.

Many archaeologists and other stakeholders from Northern Ireland participated in the Archaeology 2025 process. We welcome the emerging strategic framework for the historic environment that is being developed for Northern Ireland. The Archaeology 2025 strategy deals primarily with the Republic of Ireland. However, in keeping with the remit of the Royal Irish Academy, the all-island context of archaeology is acknowledged.

It is intended that Archaeology 2025 will be used as:

- > an advocacy document to inform decision-making processes regarding archaeology and cultural heritage
- > a key reference point for policy-making
- > a consensus-based framework to guide stakeholders into the next decade
- > a key statement from the archaeological profession through the RIA, in advance of, and to inform, the emerging National Heritage Plan, and as a key contribution to the Culture 2025 national cultural policy (2016) and to the Creative Ireland initiative (2017–22).

The archaeological sector, as an element of cultural heritage, has the potential through research on Ireland's past to contribute to policy areas such as tourism, climate change, social inclusion, demographic change, health and well-being.

Structure of Archaeology 2025

Section I, Understanding Archaeology, and Section II, Strategic Context, provide background and contextualisation. The focus of Section III, Priority Pillars is six priority areas (pillars) identified during the consultation process:

1. Delivering Archaeology
2. Sustaining Practice
3. Modernising Legislation
4. Expanding Research Horizons
5. Developing Education and Skills
6. Maximising Impact

Following detailed discussion of each of these key pillars, a series of recommendations are presented.

Implementation of Archaeology 2025 is discussed in Section IV. Section V presents all the recommendations in the context of core objectives.

Overarching recommendation

The overarching recommendation of Archaeology 2025 is that proper resourcing and management of the state and private archaeological sectors are necessary, particularly if current population and economic growth continue. Critical shortcomings diminish the sectors' ability to respond effectively to new programmes of planning and development. This will not only have a negative effect on Ireland's archaeology but will also hinder and delay the sustainable development required to underpin the economy, including the provision of housing and other infrastructural development. There is a strong recognition of the need to maximise archaeology's vital contribution to Irish society in studying and understanding the past, to allow for more effective interactions between archaeological and non-archaeological agencies, and to ensure the preservation of this irreplaceable national resource.

Core recommendations

- > Invest strategically in the promotion, protection and management of the archaeological resource—in summary: monuments and museums
- > Enable sustainability and development in archaeological practice
- > Update legislation to regulate and manage archaeological practice
- > Explore new research strategies and expand research impact
- > Engage, involve and inform the public
- > Explore new ways of presenting and communicating archaeology

With a sustained commitment to the implementation of these core recommendations, by 2025 Irish archaeology will achieve its potential in terms of contributing to sustainable development, vibrant places and communities and knowledge creation. The measures identified in this process are essential to achieving the real partnership needed to realise maximum knowledge and enjoyment from our archaeological resource.



UNDERSTANDING ARCHAEOLOGY

What is Archaeology?

Archaeology is the study of past societies through their material remains and the landscapes they lived in. 'The archaeological heritage consists of such material remains (whether in the form of sites and monuments or artefacts in the sense of moveable objects) and environmental evidence.'¹

Archaeology is also a key component of cultural heritage, which has been defined by UNESCO as 'the legacy of physical artefacts and intangible attributes of a group or society that are inherited from past generations, maintained in the present and bestowed for the benefit of future generations'.²

The European Union has stated that 'Cultural heritage is a significant force for 21st century Europe. Not only is it at the heart of what it means to be European, it is being discovered by both governments and citizens as a means of improving economic performance, people's lives and living environments'.³

Who are Archaeologists?

Archaeology, then, provides an understanding of, and access to, the human story of the past and the meanings of artefacts, monuments and landscapes. Archaeologists investigate, care for and manage material cultural heritage. In 2014 just under 350 archaeologists were working in Ireland. Archaeologists are highly qualified, with eighty-five per cent of the workforce holding a third-level or higher degree. The profession is one of the most gender-equal professions in Europe.⁴ Professional archaeologists often specialise in different aspects of the discipline—e.g. particular time periods, artefacts, monuments, landscapes and/or techniques and methodologies. There are many different types of archaeological practice: excavation, surveying, museum curation, artefact conservation, research, education and heritage management. The archaeological profession works closely with a wide range of disciplines in pursuit of a full understanding of the past, including scientists, historians and Information Technology and digital specialists.

1. Department of Arts, Heritage, Gaeltacht and the Islands, 1999, *Framework and Principles for the Protection of the Archaeological Heritage* (Dublin: Government of Ireland), p. 9.

2. UNESCO, *Tangible Cultural Heritage*, <http://www.unesco.org/new/en/cairo/culture/tangible-cultural-heritage/> (accessed September 2016).

3. *Getting Cultural Heritage to Work for Europe: Report of the Horizon 2020 Expert Group on Cultural Heritage* <https://ec.europa.eu/programmes/horizon2020/en/news/getting-cultural-heritage-work-europe> (accessed October 2016), p. 5.

4. Kerri Cleary and Niamh McCullagh, *Discovering the Archaeologists of Ireland, 2012–2014* (Dublin: Institute of Archaeologists of Ireland), http://www.discovering-archaeologists.eu/national_reports/2014/IE%20DISCO%202014%20Ireland%20national%20report%20english.pdf (accessed September 2016).

Ireland's Archaeology

Human settlement on the island of Ireland dates back to the Mesolithic period, ten thousand years ago. Recent evidence suggests the possibility of human activity further back to 10,500 BC.⁵ Ireland has been described as having 'one of the richest archaeological landscapes in the world'.⁶ Every townland and parish in Ireland contains monuments: prehistoric burials, ringforts, holy wells, medieval parish churches with cemeteries, castles, or monuments from the more recent past, such as limekilns or forges. There are approximately 140,000 known archaeological sites/monuments protected under the National Monuments Acts, 1930–2014.⁷ This rich legacy of visible monuments and features, complemented by additional sites discovered through survey and excavation, along with the wide range of objects and artefacts from the past associated with such sites, allows archaeologists to tell the story of the settlement of Ireland. This material record gives us a tangible connection with the previous generations, who, over millennia, lived, worked and created the landscapes that we inhabit today.

Our national, regional and local museums house a magnificent collection of portable heritage. Ireland also has a unique archive of folklore and rich historical sources that enhance our

knowledge of many facets of our archaeological and cultural heritage. The potential for palaeo-environmental research from peat bogs and lakes is recognised internationally, while anaerobic deposits in urban centres preserve a rich record of urban life from its emergence in the pre-Norman period. Non-invasive technologies (e.g. geophysics, LiDAR analysis) are adding to knowledge through the discovery of previously undetected and low-visibility sites and monuments, which leads to a better understanding of their nature and scale and, ultimately, a more informed management of archaeology in the landscape.

But these are finite resources and face significant challenges. Lack of coherent, long-term policies for landscape management, the fluctuating economic conditions experienced in recent years, and the increased threat of flooding and coastal erosion are all key challenges. Caring for such a widespread and diverse resource means that the engagement and involvement of the public is crucial. The emergence of a strong interest in community engagement in archaeological practice in recent years is an important development, and offers an avenue to broaden public participation.

Ireland has been described as having 'one of the richest archaeological landscapes in the world'.

The Value of Archaeology

Archaeology is highly relevant to our lives and offers many benefits to modern society. The following are three core values:

1. *Intrinsic: the enriching value of archaeology*

Studies of the benefits of cultural heritage define the value of archaeology as representing a significant contribution to cultural identity and quality of life.⁸ This view is shared in Ireland, where successive Heritage Council public-awareness surveys indicate that the majority of adults surveyed believe 'it is very important to protect our heritage'. Respondents clearly indicated that they understood archaeology to be a major component of heritage.

2. *Social: improving quality of life through direct and indirect impacts*

Archaeology enriches our quality of life and well-being by contributing to place-making, helping to create identities, connecting communities, 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.⁹

3. *Economic: the contribution to economic growth and job creation*

In 2015 overseas-tourism revenue based on over eight million visitors contributed €6 billion to the economy. It is the largest indigenous industry on the island of Ireland, and currently employs 220,000 people in the Republic of Ireland. Crucially, the national government tourism policy People and Place: Growing Tourism to 2025 envisages that these figures will increase to ten million overseas visitors, with the industry employing 250,000 by 2025. Notably, this policy places a spotlight on cultural heritage as a means to achieve such growth, with the word 'heritage' featuring throughout the text.

Archaeology enriches our quality of life and well-being by contributing to place-making, helping to create identities, connecting communities, fostering civic engagement, developing societal understanding, and contributing to knowledge.

5. M. Dowd and R. Carden, 2016, 'First Evidence of a Late Upper Palaeolithic Human Presence in Ireland', *Quaternary Science Reviews*, no. 139, pp. 158–63.

6. C. Loveluck and A. O'Sullivan, 2016, 'Travel, Transport and Communication to and from Ireland, c. 400–1100: An Archaeological Perspective', in R. Flechner and S. Meeder (eds), *The Irish in Early Medieval Europe Identity, Culture and Religion* (London: Palgrave Macmillan), pp. 19–37.

7. Archaeological Survey of Ireland, <https://www.archaeology.ie/archaeological-survey-ireland> (accessed September 2016).

8. I. Rizzo and A. Mignosa (eds), (2013), *Handbook on the Economics of Cultural Heritage* (Goucestershire and Massachusetts: Edward Elgar Publishing).

9. 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 (accessed September 2016).

Two of the top-ten tourist attractions in Ireland are monuments the Rock of Cashel, County Tipperary and Blarney Castle, County Cork. Others on the list, such as the Burren, County Clare, have a significant archaeological component.

Two of the three UNESCO World Heritage Sites (Skellig Michael, County Kerry and Brú na Bóinne, Co Meath) on the island of Ireland are complexes of archaeological monuments and sites. Monuments, buildings and landscapes are major elements contributing to the 'Brand Ireland' image, advertised globally to attract both tourist visitors and business investment. Fáilte Ireland's Ireland's Ancient East programme is clear evidence of the value of Ireland's cultural heritage in this context.

Moreover, archaeology is an enabler of sustainable development. The archaeological sector provides an essential service, in the context of the planning system, to the development sectors to ensure that infrastructure and housing do not impact adversely upon the historic environment.

Growing Tourism to 2025 envisages that these figures will increase to ten million overseas visitors, with the industry employing 250,000 by 2025.

Thus, archaeology offers value in a variety of different contexts. However, measuring the positive impact of cultural heritage can be challenging. Mechanisms to measure the impact of cultural heritage, such as the Cultural Heritage Counts for Europe report and Eurostat, are being developed on an EU-wide level. The development of a similar approach at national level would provide the opportunity to identify performance indicators to quantify the extent of impact and help to refine strategic priorities in the future.



STRATEGIC CONTEXT

The Last Ten Years in Archaeology

Archaeology 2020: Repositioning Irish Archaeology in the Knowledge Society was produced in 2006 by the School of Archaeology, University College Dublin. This foresight study identified the central issue in Irish archaeology as the lack of connection between the enormous amount of information generated through development-led archaeology and the key purpose of archaeology—i.e. the creation of knowledge and understanding of the past. This core issue, which remains to be fully resolved, is not unique to Ireland but is an international phenomenon arising from archaeological services that had previously been carried out by the state being placed into the marketplace. Internationally, the most common solutions are quality-management controls and regulation by the state, and partnerships between development-led archaeology and higher-education and state agencies in the creation and dissemination of knowledge.

But the past ten years have been an extremely difficult period for archaeology in Ireland. After unprecedented growth from the 1990s, the recession adversely impacted employment, particularly in the commercial and public sectors, with numbers in the profession falling by eighty per cent between 2007 and 2014. This has led to an unprecedented 'brain drain' from the profession.¹⁰ Public expenditure on national archaeological and cultural institutions, local authorities and higher-education institutions was dramatically reduced. From 2010 to 2014 the heritage budget of the then Department of Arts, Heritage and the Gaeltacht was cut by 44.6 per cent, while the Heritage Council's annual budget declined by a total of 46 per cent. These changes have had a major detrimental impact on archaeology.

Despite these serious cutbacks, the profession has demonstrated resilience and innovation. There have been some important achievements, such as the establishment of the Collections Resource Centre by the National Museum of Ireland and the publication programme of

archaeology on national road schemes. The higher-education sector, particularly the universities, has seen growth in research, notably the strong output of PhD and post-doctoral scholarship supported by the Irish Research Council and the increased success in securing European research funding. Across the sector there is a generally high rate of print publication and web-based dissemination of information—e.g. the online access to the Archaeological Survey of Ireland database, the development of the Dublin County Archaeology web resource, and the development of non-invasive forms of digital survey.¹¹

The Irish National Strategic Archaeological Research (INSTAR) programme was a very important development in providing a structured, collaborative approach to research funding. Following its establishment in 2008 this programme enabled significant research and addressed backlog publication issues. It continues to operate but with a minimal level of funding. INSTAR provides a model for addressing some of the pressing issues in archaeology.

The Next Ten Years in Archaeology

The EU recognises the cross-sectoral application of cultural heritage. Archaeology, as a part of cultural heritage, has been reclassified as a strategic resource. So we can recognise the study of the past through material remains as a discipline, while those material remains, the profession and the relevant institutions are a key resource. Sustaining the profession is vital to realising the full value of the resource. This resource may be used to demonstrate the cultural, social and economic values of heritage towards achieving EU agendas in areas such as urban and rural regeneration, and the promotion of cultural diversity and intercultural dialogue.¹² Moreover, archaeological research contributes to current and future research on key challenges facing society, such as climate change. Cultural heritage is a significant instrument in the EU Strategy for International Cultural Relations and towards making the EU a stronger 'global actor'.¹³ Recognising the increasing importance of cultural heritage, the EU has designated 2018 the Year of Cultural Heritage. How Ireland can contribute constructively in this changing global context is a key challenge and opportunity.

The renewed emphasis on heritage tourism in government policy is a welcome development. However to sound a cautionary note, based on international experience this relationship, if poorly managed, can be transformative and exploitative. However, if properly planned for, tourism can be enriched by the output from research and conservation through interpretation. The sustainable management and presentation of heritage sites and museums will create better experiences for visitors. The tourism industry needs the new research or content from archaeology and critically, skills from heritage management and conservation to ensure sustainable care. From a heritage perspective tourism is a means to demonstrate public value in return for funding and support.

In terms of the historic landscape, we are also entering a period of potential risk. Recent years have seen many land-use activities drawn into the planning system or within tighter agricultural and environmental regulations. However, predictions for agricultural intensification and climate change—in particular coastal erosion, flooding and our likely reactions to it (such as increased forestry plantation), and peat extraction—will continue to present risks, particularly to poorly documented and less-well-understood monuments.

Archaeology, as a part of cultural heritage, has been reclassified as a strategic resource.

10. Kerri Cleary and Niamh McCullagh, *Discovering the Archaeologists of Ireland, 2012–2014* (Dublin: Institute of Archaeologists of Ireland), http://www.discovering-archaeologists.eu/national_reports/2014/IE%20DISCO%202014%20Ireland%20national%20report%20english.pdf (accessed September 2016).

11. See Dublin County Archaeology web resource at www.heritagemaps.ie. This is currently being expanded to cover other counties and provides the archaeological excavation reports and other data.

12. See *Getting Cultural Heritage to Work for Europe: Report of the Horizon 2020 Expert Group on Cultural Heritage*, 2015 (European Union), <https://ec.europa.eu/programmes/horizon2020/en/news/getting-cultural-heritage-work-europe> (accessed October 2016); *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions: Towards an Integrated Approach to Cultural Heritage for Europe*, 2014.

13. <http://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1465397367485&uri=JOIN:2016:29:FIN> (accessed September 2016).

While political, economic and social conditions have changed since the 2006 *Archaeology 2020* report, there are now new and real opportunities for the development of archaeology. Advances in technology, particularly digital technology, offer exciting potential for management, communication and engagement. The Archaeology 2025 process demonstrates that the archaeological profession is eager to play a partnership role in maximising the impact of archaeology in the process of managing and sustaining economic recovery.

The Creative Ireland initiative, the Culture 2025 strategy, the Action Plan for Rural Development, and the prospect of a new National Heritage Plan, as well as other emerging policies and plans, offer a new context and a wider framework for the promotion of a culturally engaged form of archaeological practice.

Good relations and strong interconnections between practitioners of archaeology on the island of Ireland are a strength of the discipline. Maintaining these in the emerging context of Brexit will be a key issue in the years ahead.

The archaeological profession is eager to play a partnership role in maximising the impact of archaeology in the process of managing and sustaining economic recovery.



PRIORITY PILLARS

Six priority areas were identified during the consultation process (see Annex II):

1. Delivering Archaeology
2. Sustainable Practice
3. Modernising Legislation
4. Expanding Research Horizons
5. Developing Education and Skills
6. Maximising Impact

Following discussion of the issues, recommendations are presented for each pillar. Many of the issues are interrelated, hence a number of recommendations appear under two or more pillars. The RIA Standing Committee for Archaeology will act as an advocate for implementation of the recommendations, and will collaborate with appropriate groups and organisations in working towards the Archaeology 2025 vision—the promotion of archaeology as a valuable resource shared by all.



PILLAR I

DELIVERING ARCHAEOLOGY

The archaeological resource in Ireland is protected, preserved, promoted and managed by a network that includes the public, commercial and academic sectors. While safeguarding the resource for the future, this infrastructure also creates knowledge about Ireland's past for all. The key role of the Department of Arts, Heritage, Regional, Rural and Gaeltacht Affairs (DAHRRGA) in this network in terms of legislative and policy responsibilities should be recognised. (In Northern Ireland the Department for Communities plays a similar key role, as it includes both the Historic Environment Division and the Museums and Galleries of Northern Ireland, including the Ulster Museum.) 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.

The state's national cultural institutions meet under an umbrella group known as the Council of National Cultural Institutions. There is a need for a similar high-level archaeological heritage partnership to facilitate greater dialogue between the main archaeological heritage agencies and organisations. These include the National Monuments Service (NMS), National Museum of Ireland (NMI), the Office of Public Works (OPW) Department of Public Expenditure and Reform (DPER), the Heritage Council, local government, the higher-education sector, and other national bodies, such as the RIA, as well as senior archaeologists from private organisations. This high-level partnership would improve communication, overcome the current fragmented nature of national, local and private-sector structures, and create greater strategic collaboration and communication opportunities.

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.

Existing state structures

National Monument Service

The role of the NMS is to preserve, protect and promote the archaeological heritage of the Republic of Ireland. It advises government on policy issues relating to archaeological heritage, and is working on a new comprehensive consolidated national-monuments legislative code. Its responsibilities, which are derived from the National Monuments Acts 1930–2014, include the management of national monuments in state care, protecting monuments through the maintenance of the statutory Record of Monuments, and regulating archaeological excavations. This includes licensing the use of detection devices and dives on historic wrecks and other underwater archaeological sites, and advising on ministerial consents for work to national monuments as well as ministerial directions in relation to major infrastructural schemes. It has agreed codes of practice with several of the major infrastructure providers in the state.

The NMS is also responsible for the state's two World Heritage sites (Skellig Michael and Brú na Bóinne), and liaises with UNESCO and other stakeholders in relation to the compilation of a Tentative List of properties for potential World Heritage nomination and inscription. The NMS is a statutory consultee under the Planning Acts, and also provides archaeological advice to a wide range of bodies, including other government departments, agencies and local and community organisations. Public access is provided to its extensive photographic, survey and report collections.

A fall in NMS staff numbers poses a particular challenge in relation to its capacity to provide the requisite service demanded to support the scale and diversity of its responsibilities. Availability of adequate professional and technical staff is essential for the continuity of the service.

National Museum of Ireland

The National Museum of Ireland is a designated National Cultural Institution under the National Cultural Institutions Act, 1997 and is the repository of the national collections. It consists of four locations: Kildare Street, Dublin (Archaeology), Collins Barracks, Dublin (Decorative Arts and History), Turlough Park, County Mayo (Country Life), and Merrion Square, Dublin (Natural History). It has storage and research facilities in Swords, County Dublin; Daingean, County Offaly and Lanesboro, County Longford. The NMI curates its collections and promotes archaeological heritage through exhibitions, educational activities, publications and collaborative projects. Under the National Monuments Act it is a statutory consultee in relation to excavation licences, and also licenses the alteration or export of artefacts. The NMI's four locations receive an average of 1.2 million visitors per annum.¹⁴

Since 2008 the NMI's grant-in-aid has been cut by forty per cent and staff numbers have declined by twenty-seven per cent. In the Irish Antiquities Division, the number of archaeologists has been reduced by a third, from eight to five. At the same time the NMI has developed a Collections Resource Centre at Swords, County Dublin for its reserve collections, including finds from archaeological excavations. However, this is currently staffed by only two part-time curators.

There is a strong and growing trend for museums hosting exhibitions with an international appeal acting as major cultural events and drivers of tourism. The lack of capacity within Ireland to mount such events in recent years due to staff and funding restrictions has been regrettable, especially as this is an area where Ireland could make a strong contribution based on expertise and existing collections. With a programme of such exhibitions, heritage could make a more substantial contribution as a cultural-tourism driver.

The NMI needs additional staff to fulfil its remit under the National Monuments Acts, to curate internationally significant collections, and to provide an appropriate service to the public. Its extensive archive relating to archaeological finds needs to be digitised and made available to the public.

¹⁴ <http://www.ahrrga.gov.ie/arts/culture/cultural-institutions/visitor-figures/> (accessed September 2016).

Office of Public Works

The OPW manages the Irish state property portfolio and is the lead agency for flood-risk management in the Republic of Ireland. Its heritage role includes conservation works, and it also provides visitor services to national monuments in state care on the basis of a memorandum of understanding with the DAHRRGA (e.g. the Hill of Tara, Newgrange and Knowth, County Meath, Kilmainham Gaol and Courthouse, Dublin and Boyle Abbey, County Roscommon). There were 4.9 million visitors to OPW heritage sites in 2015.¹⁵ Despite having 780 heritage sites in its care, including two UNESCO World Heritage sites, there are currently no archaeologists employed by the OPW. The numbers of conservation architects with direct responsibility for national monuments is in single figures.

4.9 million visitors to OPW heritage sites in 2015

Heritage Council

The Heritage Council was established under the Heritage Act, 1995 to advise the government on natural and cultural aspects of heritage protection and management. It works under the auspices of the DAHRRGA. Its mission is to engage, educate and advocate a wider understanding of the vital contribution that Ireland's heritage makes to our social, environmental and economic well-being. It is a grant-giving organisation that sustains projects, especially community-based projects. It is also the core funder of the Discovery Programme, the state archaeological research institute. As noted above, the budget of the Heritage Council was reduced by forty-six per cent from 2010 to 2014. Taking a longer view, the reduction was almost seventy per cent from a high of €20.4 million in 2008 to €6.5 million in 2015. In turn, the budget of the Discovery Programme decreased by fifty per cent. Several key staff positions remain unfilled in the Heritage Council.

The Heritage Council provides an important service to the museum sector in Ireland through its Museums Standards Programme for Ireland. This provides benchmarking, training and accreditation for the network of local authority, independent and state-funded museums. It also interacts with local authorities and communities through its network of twenty-eight heritage officers employed by local authorities.

Higher Education in Ireland

Of the seven universities, five deliver educational programmes in archaeology—University College, Dublin (UCD), Trinity College, Dublin (TCD), University College, Cork (UCC), National University of Ireland, Galway (NUIG) and Maynooth University—along with two institutes of technology: Dundalk IT and Sligo IT. In Northern Ireland archaeology is a discipline in the School of the Natural and Built Environment, Queen's University Belfast, and a focus of the Centre for Maritime Archaeology, University of Ulster. Archaeology schools and departments are located in varying management and academic structures in different institutions, but it is clear that archaeology as a discipline sits within a very competitive higher-education context, with frequent assessments of the quality of teaching and research. The challenges facing the sector in funding and capacity are substantial.

More than a hundred students per year are enrolled on taught and research graduate degrees in archaeology in UCD, UCC and NUIG. Higher-education institutions educate archaeologists from undergraduate to postdoctoral level. They have a key role to play in professional education, in the development of archaeology in Ireland, and in how archaeological knowledge is created through research.

There is an ongoing need for investment in resources to enable research to provide knowledge on different aspects of the archaeological heritage and the human past in Ireland. The PhD, postdoctoral and research-programme awards made by the Irish Research Council (IRC) are important but too few in number. Reinvigoration of the INSTAR funding programme and increased state funding for the Standing Committee for Archaeology (SCA) of the Royal Irish Academy's excavation grant scheme (the only dedicated fund for research excavation in Ireland) would significantly enhance research capacity.

¹⁵ <http://www.opw.ie/en/heritage/> (accessed September 2016).

Local authorities

Local authorities provide a growing range of cultural services and have a key role in the management of archaeological heritage

- > through the planning system
- > through the employment of expert heritage staff (including heritage officers)
- > as developers in their own right, through the local and regional museums' network
- > through local authority library and archival services

In local authorities the archaeological resource is managed primarily in accordance with the Planning and Development Act, 2000 (as amended), with associated regulations. Local Authority Development Plans and Local Area Plans contain archaeological zoning, policies and objectives that have a statutory footing.

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 local-authority projects
- > undertake cultural resource management
- > provide outreach and community activities, and are key stakeholders in County and City Heritage Plans.

Innovations in the management of archaeological heritage by local authorities can be readily identified.

The Dublin City Archaeological Archive was set up as a dedicated archaeological archive in Ireland, preserving records arising from archaeological investigations in Dublin city. Other local authorities have developed conservation schemes for monuments, training initiatives for council staff, heritage-tourism assets, and community archaeological programmes, as at Swords Castle in Fingal. Local-authority museums, such as Kerry County Museum, are an important element of cultural infrastructure. The current Programme for Government includes a measure to provide increased loans between the National Cultural Institutions and regional museums.¹⁶

Local authorities fulfil their legal requirements via referral of applications for planning permissions to the NMS for advice. Planners and those engaged in development require access to expert archaeological advice based on best practice.

Local authorities are obliged to liaise with the statutory authorities in relation to planning and development. However, the division of responsibilities and roles between the two sides is not always clear.

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.

It is recommended that a wider network of local-authority archaeologists be actively explored as means of empowering local government in heritage management.

¹⁶ http://www.merrionstreet.ie/merrionstreet/en/imagelibrary/programme_for_partnership_government.pdf (accessed September 2016).

Archaeology in the community

One of the most quoted definitions of community archaeology is that 'its most important distinguishing characteristic is the relinquishing of at least partial control of a project to the local community'.¹⁷ In an Irish context a partnership-based approach between communities and professionals has been a strong and beneficial feature of this emergent practice, such that community archaeology is now a growing feature of practice in Ireland. Fingal County Council and South Dublin County Council have commissioned community archaeology excavations over the past few years, while the Heritage Council supports dozens of community groups each year in carrying out projects of non-invasive archaeological survey and conservation. This is a positive process in delivering archaeology that should be supported, and is further explored in Pillar 6.

Archaeology and infrastructure

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.

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, 2016–2020 strategy (2015),

which sets out a plan for the government's €42 billion framework for infrastructure investment in priority areas over five years.¹⁸ The preservation of archaeological heritage *in situ* or by record is part of the statutory context within which development takes place.

The state's experience in infrastructural development over the past twenty years demonstrates that archaeology is a significant consideration for the successful completion of projects, which require management from inception to completion. 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.

One of the principal mechanisms for managing archaeology on large infrastructural schemes has been the codes of practice agreed between relevant state agencies and the DAHRRGA (NMS). These codes set out agreed principles and actions for both parties, recognising that, while state agencies need to progress developments, they are also required to arrange and allow for archaeological assessment and mitigation. This has been welcomed across the sector as encouraging greater consistency.

The introduction of the codes of practice has:

- > seen project archaeologists develop contracts for the engagement of archaeological consultants to carry out archaeological works in accordance with specifications and standards
- > led to a streamlining of the development process, with significant improvement in the speed and efficiency of archaeological mitigation, resulting in time and cost savings
- > led to the development of new standards and practices
- > seen a significant increase in the level of archaeological reporting—e.g. on national roads ninety-six per cent of all reports from 2001 to 2016 have been completed and submitted to the statutory authorities, and are publicly available
- > led to significant publication, dissemination and engagement programmes—e.g. the TII has published more than thirty books to date.

17. Y. Marshall, 2002, 'What is Community Archaeology?', *World Archaeology*, vol. 34, no. 2, pp. 211–19.

18. http://www.merriestreet.ie/merriestreet/en/imagelibrary/programme_for_partnership_government.pdf (accessed September 2016); Department of Public Expenditure and Reform, 2015, *Building on Recovery: Infrastructure and Capital Investment, 2016–2021*, <http://www.pergov.ie/en/building-on-recovery-infrastructure-and-capital-investment-2016-2021-statement-of-the-minister-for-public-expenditure-and-reform-mr-brendan-howlin-t-d-on-29-september-2015/> (accessed September 2016).

Codes of practice are currently only used by a limited number of agencies (e.g. ESB Networks, Eirgrid, Coillte, Bord na Móna). It is recommended that they should be extended to other areas, particularly those highlighted by the government in the recent Draft National Risk Assessment 2016¹⁹ as presenting a significant risk to economic growth—namely housing and water infrastructure—in order to minimise the potential for either delays or cost overruns, and to further protect the archaeological resource. Consideration should also be given to the agreement of codes of practice with local authorities and other relevant agencies. It is also recommended that the existing codes of practice be reviewed by the NMS in consultation with the relevant agencies in order to ensure consistency in approach when managing archaeology.

Finally, we recommend that codes of practice should require the publication and communication of archaeological results so as to ensure that this knowledge enters the public domain, and that, ultimately, full value for money is achieved. This has not been a feature of many such codes of practice to date.

At the time of writing, the Planning and Development Amendment Bill, 2016 proposes inter alia to establish an Office of the Planning Regulator. It is envisaged that this office will evaluate and carry out assessments relating to planning matters, provide observations and recommendations in relation to those matters, conduct reviews and examinations, and conduct education and training programmes in relation to planning matters. This process will be monitored, and opportunities will be pursued to engage with the Office of the Planning Regulator to advocate for archaeology. The need to contribute to the framing of a National Planning Framework is also noted.

Pillar I: Delivering Archaeology

Core Objectives

Invest strategically in the protection, preservation and management of archaeology.

Recommendations

- 1.1 Establish monitoring mechanisms to monitor heritage impacts.
- 1.2 Invest in state cultural-heritage infrastructure, prioritising capacity levels and planning for continuity of service.
- 1.3 Establish a high-level archaeological partnership to facilitate dialogue between the main archaeological heritage agencies and organisations.
- 1.4 Review archaeology in the planning process, from application to project completion, to ensure appropriate input action at each critical point in the process.
- 1.5 Develop viable standards for the procurement of archaeological works and services.
- 1.6 Review and update existing codes of practice and, where appropriate, develop new ones with relevant stakeholders, emphasising employment of project archaeologists.
- 1.7 Expand the local-authority archaeological-officer network to address countrywide capacity deficits.

Potential Links

All bodies involved in the protection, preservation and management of archaeology.

All bodies involved in the protection, preservation and management of archaeology.

DAHRRGA, OPW, Heritage Council, NMI, local-government, higher-education and private-sector organisations.

All bodies involved in the protection, preservation and management of archaeology, commercial sector, IPI, DAHRRGA, Department of Housing, Planning, Community and Local Government (DHPCLG).

DAHRRGA, DPER, and other bodies involved in procurement of archaeological services, IAI, commercial sector.

IAI, DAHRRGA, state bodies with existing codes of practice, local authorities.

Local authorities, County and City Management Association, DAHRRGA.

¹⁹ http://www.taoiseach.gov.ie/eng/Publications/Publications_2016/Draft_National_Risk_Assessment_2016_%E2%80%93_Overview_of_Strategic_Risks.html (accessed September 2016).



PILLAR 2

SUSTAINING PRACTICE

Background

Many professional archaeologists work on a commercial basis providing archaeological services to a variety of clients involved in development projects. These clients are required to adhere to archaeological conditions attaching to planning permissions. This sector is diverse, and includes consultants, practitioners and archaeologists who have developed a particular specialism in areas such as material culture, environmental remains, geophysical survey, marine archaeology, illustration, osteo-archaeology or digital technology. The vast bulk of recently generated archaeological data has come from the work carried out by this sector. As stated in *Archaeology 2020* and in keeping with international practice, there is an ongoing need to create opportunities to transfer this data into knowledge, and to ensure the publication and communication of the results.

Context

In keeping with practice in other jurisdictions faced with the impact of development on archaeology, a private-sector approach was developed to ensure the mitigation of impacts on the archaeological resource.

Licensing of individual archaeologists by the state is intended to provide quality assurance and controls in relation to this process, backed up by professional codes of practice and ethics. Internationally, the experience of this approach has been mixed. It is clear that achieving good practice in the context of market forces requires strong regulation to set and enforce standards, measures for ensuring that knowledge is created out of data, and that such new knowledge is communicated widely.²⁰

A key element of any form of sustainable practice is the prospect of sustainable career prospects. The commercial sector in Irish archaeology reached its zenith during the economic boom of the Celtic Tiger period. In 2007 the five largest archaeological companies employed a total of 966 staff. By 2014 this had been reduced to a total of seventy-five employees, reflecting both a collapse in employment and a changing organisational structure.²¹ Conditions of employment and career development for practitioners in this sector are generally poor, and pay rates are low relative to associated professions.

20. M. Ravn, 2013, 'It's About Knowledge Not Systems: A Contribution to a Complex Discussion of Good, Bad and Ugly Production of Archaeological Knowledge in Europe', *World Archaeology*, vol. 45, no. 4, pp. 2–11; K. Kristiansen, 2009, 'Contract Archaeology in Europe: An Experiment in Diversity', *World Archaeology*, vol. 41, no. 4, pp. 641–8.
21. http://www.discoveringarchaeologists.eu/national_reports/2014/IE%20DISCO%202014%20Ireland%20national%20report%20English.pdf (accessed September 2016).

This is clearly related to a range of factors including the volatile nature of the commercial sector and also to the lack of clear standards required in archaeological work. While the majority of professional commercial sector archaeologists hold postgraduate qualifications, over sixty per cent earned less than the average industrial wage in 2014.²² Failure to improve employment conditions will result in a lack of capacity and talent loss. Such a lack of capacity may become critical as economic recovery continues and development activity increases. It has been suggested that a recognised definition of what an archaeologist is would be useful in this regard. We would recommend that a comprehensive qualification framework for the profession be created, built on the EU 2013 Professional Qualifications and Regulation Directive.

The recession of 2008 caused a number of developers to go out of business, which in turn led to a number of significant excavation projects being left incomplete due to lack of post-excavation funding. Many excavations, a number of which are of national and some of international importance, have not been published. There are cases where individual archaeological licence holders, rather than the firm that employed them, carry the legal responsibility for post-excavation analysis and project completion.

While the majority of professional commercial sector archaeologists hold postgraduate qualifications, over sixty per cent earned less than the average industrial wage in 2014.

A two-fold approach is required to prevent this situation from reoccurring. First, regulatory reform is required to rebalance legal responsibilities between individual archaeological licence holders and their archaeological employers. Second, robust contractual arrangements (and a movement away from 'lowest price' competitive tendering) need to be put in place between archaeologists and developers to ensure that necessary funds are available to bring excavation projects to full completion. Many in the sector have suggested that a bond system payable by developers to cover post-excavation costs on larger projects could help to address these difficulties. These changes in regulation will require support from the state and local authorities.

In recent years the Institute of Archaeologists of Ireland (IAI) has issued a series of codes of conduct and guidelines for good practice, and created a CPD programme. However, there are currently no incentives for professional archaeologists to pursue excellence in practice. IAI codes and guidelines apply only to IAI members but are not consistently enforced. We intend to promote membership of the IAI and to pursue closer adherence to the IAI codes and guidelines via the implementation of the strategy.

Current state policy

Where archaeological remains are present on a site, the basis of current government policy is *in situ* preservation. Where this cannot be achieved, differing levels of preservation by record (i.e. archaeological excavation by hand and post-excavation analysis and reporting) are implemented. This policy is underscored by the 'developer pays' principle, whereby developers bear the entirety of the archaeological costs of their development. In most cases the developer procures archaeological services without the input of expert archaeological advice. Coupled with the very competitive environment for archaeological contracts, this inevitably leads to a 'lowest-price' tender award rather than considering other criteria such as quality assessment.

In some instances the post-excavation process—including archiving, research and publication—is either underfunded or not paid for. As a result archaeology has not been properly 'preserved by record', and the essential knowledge creation does not take place, yet the development is allowed to proceed, despite not fully complying with specific planning conditions. Implementation of policy requires effective enforcement by the regulatory bodies and local authorities, and, as seen in other jurisdictions, the involvement of project archaeologists to provide advice (as opposed to contracting) and to manage contracts to completion.

22. Ibid.

Unpublished archaeological excavations

In 2001 the issue of unpublished archaeological excavations was examined in a detailed report commissioned by the Heritage Council. This highlighted eighty-one sites of national significance that had not been published at that time.²³ Since then the number of uncompleted and unpublished excavations has obviously increased. On the other hand, publication programmes by organisations such as the National Roads Authority (now Transport Infrastructure Ireland) have demonstrated the importance of publication, communication and the impact of a publicly available outcome. While this legacy issue remains from many smaller projects and from other state agencies, the development of online repositories of archaeological reports and research initiatives, such as the INSTAR programme, can provide a solution. One INSTAR-supported project, the Early Medieval Archaeological Project, synthesised the evidence from archaeological excavations dated 1930–2012 to provide a new perspective on this period. This project also demonstrated how graduate research can contribute to the publication of excavations. We are committed to continuing to press for the publication of legacy excavations. Mechanisms to resource such initiatives remain a critical issue.

The establishment of the Heritage Lottery Fund in the UK has had a transformative effect on heritage through its development of innovative and socially inclusive large-scale grant schemes. Subsequent to the National Lottery Act, 2013, heritage is now treated as a core area for the disbursement of lottery funds in the Republic of Ireland. However, in the Republic of Ireland there is no transparency in the dispersal of this funding. While funding is allocated to the Heritage Council, the exact proportion of lottery funding available to heritage is unclear, but it appears to be relatively low compared to other sectors. There is a key opportunity here to channel lottery funding towards sustainable and stable schemes for research, conservation and education.

Pillar 2: Sustainable Practice

Core Objectives

Facilitate sustainability and excellence in archaeological practice.

Recommendations

- 2.1 Review the archaeological licensing system.
- 2.2 Explore robust contractual arrangements to ensure all necessary funds are provided to bring projects to full completion.
- 2.3 Encourage state recognition of the IAI as the professional body with a role in the regulation and conduct of archaeology.
- 2.4 Work towards recognised qualification-based definition of archaeologists.
- 2.5 Support improved conditions of employment and career development.
- 2.6 Provide resources to deal with the issue of legacy archaeology.
- 2.7 Make the case for sustainable sources of funding—e.g. clarify existing scale and potential for additional National Lottery funding.

Potential Links

DAHRRGA, NMI, IAI, commercial sector.

DAHRRGA, DPER, and other bodies involved in procurement of archaeological services, IAI, commercial sector.

DAHRRGA, IAI.

IAI, DAHRRGA, commercial sector.

IAI, commercial sector.

DAHRRGA, NMI, IAI, commercial sector; higher-education sector.

National Lottery, social-enterprise agencies.

23. http://heritagecouncil.ie/unpublished_excavations/section1.html (accessed September 2016). Arising from this study a series of unpublished excavations web pages for sixty-three of these most significant excavations was drafted by the Heritage Council. Of these sixty-three, approximately twenty have now been published in full.

PILLAR 3

MODERNISING LEGISLATION

In the Republic of Ireland the protection and preservation of archaeological sites and objects is legislated for under the National Monuments Acts, 1930–2014.²⁴ Amendments were made between 1954 and 2004, and other changes have been made through statutory instrument. From a comparative international perspective, this has resulted in a strong body of legislation. However, the piecemeal evolution of legislation has created the need for a stronger regulatory framework. A Consolidated National Monuments Bill is under consideration, but there is uncertainty about its current status and timescale for enactment.

Towards a robust regulatory framework

The archaeological-excavation licensing system regulates the archaeologist but does not cover the developer client. In development-led work, consideration is needed to prevent the possibility of developers not paying for archaeological works. In this scenario, the archaeologist, as licence holder, bears a disproportionate responsibility for outstanding works and costs. This lack of clarity on the developers' role within the National Monuments Acts has contributed to restricting the scope of archaeological investigation at contract, tender and implementation stages.

A bond system payable by developers has been successfully implemented by planning authorities to be used for the development of parks and other amenities. We recommend that a legislative basis should be considered for a similar bond system to ensure all stages of archaeological investigation are conducted and completed, including publication.

Effective enforcement of the National Monuments Acts is hindered by a lack of capacity in the relevant bodies, such as the NMS and local authorities. Archaeological enforcement relies heavily on the Planning and Development Act, 2000 (as amended).²⁵ This Act requires objectives to be set in local authority Development Plans for the protection of archaeological heritage, which underpins the placement of archaeological conditions on planning permissions. Therefore, synchronisation between the two Acts is vital. Existing ambiguities in language, and lack of clarity regarding site-protection levels and site-designation requirements result in inefficiencies in enforcement and confusion between archaeological agencies, planning authorities, licence holders and developers.

24. <http://www.irishstatutebook.ie/eli/2004/act/22/enacted/en/html> (accessed September 2016).

25. <http://www.irishstatutebook.ie/eli/2000/act/30/enacted/en/html> (accessed September 2016).

Developing issues

The constantly evolving European and international 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. The EU 1985 Environmental Impact Assessment (EIA) Directive (as amended)²⁶ enshrined assessment of the impact of large-scale public or commercial works on the environment, including archaeological heritage. Accordingly, all large development works must provide EIA reports. Similarly, archaeological impact must be assessed in public works under the EU 2001 Strategic Environmental Directive (SEA). However, it appears that the implementation of the SEA as it relates to cultural heritage is not as robust as required.²⁷ An equally influential international instrument has been the Council of Europe's 1992 Convention on the Protection of Archaeological Heritage (known as the Valletta Convention).²⁸ This requires signatory states to ensure the protection of archaeology and to put in place appropriate systems for the management and conduct of archaeological works. The result has been a more holistic approach and higher standards in preservation, protection and public engagement. The Council of Europe's 2000 European Landscape Convention (ELC) (known as the Florence Convention) is the basis for the National Landscape Strategy for Ireland, 2015–2025 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.

In relation to archaeological practice, the EU 2013 Professional Qualifications and Regulation Directive²⁹ prompts the need for archaeological works to be conducted by 'specially authorised persons'. As outlined in the discussion of sustainable practice, we would recommend the creation of a comprehensive qualification framework based on the EU 2013 Professional Qualifications and Regulation Directive. This should be incorporated into state legislation.

In 2009 the urgent need for a Consolidated National Monuments Bill was recognised by government. An expert review produced heads of bill that were approved by Cabinet. The emerging bill revises the provisions for the recording and protection of monuments, puts in place procedures for newly discovered monuments, updates the regulation of archaeological activity (including licensing), and revises provisions for archaeology in the context of infrastructure and other developments. It also recognises archaeological landscapes and updates legislation relating to archaeological objects.

The drafting of this consolidated bill has unfortunately been delayed for various reasons. It is not currently on the government's high-priority legislative programme, nor is it in the current Programme for Government. We recognise the updating and consolidation of the National Monuments Acts as a key issue for the regulation of archaeological work. We recommend that the bill be brought to publication and enactment as soon as possible.

Pillar 3: Modernising Legislation

Core Objectives

Update legislation to facilitate appropriate management of archaeology in Ireland.

Recommendations

- 3.1 Strengthen the National Monuments Acts to legislate for a bond system in the excavation licensing system.
- 3.2 Complete and publish the Consolidated National Monuments Bill.
- 3.3 Review archaeology in the Planning and Development Act and create the capacity needed to enforce legislation.
- 3.4 Make granting of planning permission conditional on satisfactory compliance with archaeological requirements.

Potential Links

DAHRRGA, cultural institutions.

DAHRRGA, Attorney General's Office.

DAHRRGA, DHPCLG.

DAHRRGA, DHPCLG.

26. <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A31985L0337> (accessed September 2016).

27. <http://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:32001L0042> (accessed September 2016).

28. <https://www.coe.int/en/web/conventions/full-list/-/conventions/treaty/143> (accessed September 2016).

29. <http://eur-lex.europa.eu/legal-content/EN/ALL/?uri=celex%3A32013L0055> (accessed September 2016).



PILLAR 4

EXPANDING RESEARCH HORIZONS

Irish archaeology is underpinned by a long tradition of scholarship and the core role of research. All archaeological activity is research-driven. Archaeologists working in universities focus on research, and this informs teaching and training programmes. Research is also carried out in a number of institutes of technology, the Discovery Programme, the NMI, the NMS, the Heritage Council, the OPW and TII. Developer-funded work by the commercial sector generates the largest amount of archaeological knowledge.

Research is carried out on an all-island basis and features collaboration with colleagues in Northern Ireland. Given the global nature of research, leading Irish researchers operate as part of international teams and in an interdisciplinary environment. The quantitative and qualitative wealth of the Irish archaeological database is notable at a European level. The participation of Irish researchers in multidisciplinary international teams provides the opportunity to realise the full potential of this data.

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 address 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. Large databases from recent high-quality excavations are of international importance, and Irish researchers are recognised as making leading and innovative contributions to European research in a number of areas, including the transition from foraging to farming, the character of early Irish agriculture and settlement, copper mining, the development of early medieval society, and archeo-DNA.

There are challenges and opportunities for Irish archaeological research: these include the need to further demonstrate the relevance and contribution of archaeological data to Irish, European and global societal challenges today, to ensure that data collected in the public interest by development-led archaeology contributes to knowledge, and to maintain international links that facilitate the application of an ever-increasing range of analytical techniques for extracting maximum research information from archaeological data.

Funding

Pressure on funding bodies' budgets in the last decade has led to a reduction in many areas of research activity. Conversely, since 2008 the number of research postgraduates in universities has increased with support from the IRC. Currently, Irish funding sources in most cases provide small-scale grants and are awarded on an annual basis, a situation that hampers planning and completion of large and long-term projects. There is an acute lack of resources for research excavations, which in many cases involve long-term multi-seasonal programmes, including post-excavation analysis and publication. There is the opportunity to strengthen links between archaeology and other relevant research areas—e.g. genetics, medical research, agriculture and environmental sciences.

Funding for Irish archaeological research comes mainly from the IRC, the Heritage Council, the RIA and local authorities. Increasingly, funding is becoming available for cultural heritage, which includes archaeological projects, through Horizon 2020 at EU level—e.g. through the European Research Council. A difficulty is the lack of appropriate funding at national level to provide the proof of concept and track record to successfully apply for major international funding. Other international sources include the National Geographic Society.

As noted above, INSTAR, a programme dedicated to collaborative thematic archaeological research, was established in 2008. It has funded fifteen projects, and budgets for the initial two years of this programme amounted to €1.7 million. By 2015 this had declined to €40,000, which was awarded to one project.³⁰ INSTAR was innovative in guaranteeing long-term funding for projects, encouraging collaboration between the higher-education, state and commercial sectors, and in the formation of interdisciplinary teams. An international review of INSTAR (2008–10) concluded that it had the potential to transform Irish archaeology and provided a model for other countries to follow.³¹ We recommend that this funding stream should be reinvigorated.

Digital technology and archaeology

Advances in information and communications technology (ICT) have revolutionised archaeological research. These encompass a broad range of techniques, including LiDAR, the use of big-data approaches, archaeo-geophysical surveying and 3D modelling. More broadly, effective management of the archaeological resource requires the development of an integrated ICT infrastructure to manage, archive and effectively utilise the full range of digital data sets that are being created. At European level, a Research Infrastructure for Heritage Science programme is being devised to work out the logistics, infrastructure and best practices for heritage interpretation, preservation, documentation and management. But the reality on the ground is that we are failing to archive data properly, and for this reason are not realising its potential and are in danger of losing it.

At national level realisation of the potential of digital technology requires financial investment from the state and coordination of all stakeholders that use, generate and manage archaeological data. There is clearly a need for best-practice guidelines regarding storage and curation of digital data. Multiple disconnected data archives have been and are being created. A more centralised data-management system is imperative, similar to the Archaeological Data Service in the UK, which collates archaeology-project reports and archives while promoting the greater use of existing data sets.³²

The first steps towards a coordinated approach have been taken with OSCAIL: Ireland's Cultural Heritage Data Programme proposed by the Heritage Council and the Discovery Programme in collaboration with the Digital Repository of Ireland (DRI), the NMS, the NMI, the National Library of Ireland, TII and Dublin City Council.³³ The primary objective of OSCAIL is a long-term infrastructural strategy to bring the wealth of Ireland's cultural-heritage data into the digital age. This initiative offers important opportunities for Irish archaeological research.³⁴

Research frameworks

Research frameworks assess the current state of archaeological knowledge regarding the past in a country or region. There have been some notable achievements in this regard in Ireland. The Heritage Council policy paper *Research Needs in Irish Archaeology* (2006) proposed several key thematic areas for further research at national level, while the Brú na Bóinne World Heritage Site Research Framework was an important step forward in this regard at a landscape scale.³⁵ Research frameworks such as these typically assess and highlight gaps in understanding, and arising from this suggest key issues that should be focused on by future projects.

30. http://www.heritagecouncil.ie/fileadmin/user_upload/Publications/Corporate/annual_report.pdf (accessed September 2016).

31. http://www.heritagecouncil.ie/fileadmin/user_upload/Publications/Archaeology/INSTAR_2_Yr_Review.pdf (accessed September 2016).

32. <http://archaeologydataservice.ac.uk/deposit/> (accessed September 2016).

33. <http://www.tandfonline.com/doi/abs/10.1080/13614576.2015.1113037?journalCode=rinn20> (accessed September 2016).

34. <http://www.e-rihs.eu/wp-content/uploads/2016/04/Annex1.pdf> (accessed September 2016).

35. http://www.heritagecouncil.ie/fileadmin/user_upload/Publications/Archaeology/bru_na_boinne/Bru_na_Boinne_Full.pdf (accessed September 2016).

Consideration should be given to the establishment of a framework for archaeological research in Ireland. The Scottish Archaeological Research Framework (ScARF) provides a model.³⁶ Led by the Society of Antiquaries of Scotland with funding from Historic Environment Scotland (the lead public body investigating, caring for and promoting Scotland's historic environment), ScARF is the result of collaboration between individuals and a number of Scottish institutions, including universities and museums, that has created a high-quality synthesis of period-based research. It is continuously updated by experts and a student network. We would recommend the development of an Irish archaeological-research framework. This would enable clearer targeting of gaps in knowledge, ensuring that scarce resources and collaborative research can be focused more effectively. The proposed development of a research framework for archaeological practice within the context of a strategic approach for the historic-environment sector for Northern Ireland is to be welcomed in this regard. The development of an archaeological research framework would be a notable Irish contribution to the European Year of Cultural Heritage in 2018.

36. <http://www.scottishheritagehub.com/> (accessed September 2016).

Pillar 4: Expanding Research Horizons

Core Objectives

Explore new research opportunities and expand research-led impact.

Recommendations

- 4.1 Align Irish archaeological research with broader international research agendas.
- 4.2 Support exploration of opportunities for collaborative research across the AHSS and STEM areas.
- 4.3 Initiate OSCAIL: Ireland's Cultural Heritage Data Programme proposal for a long-term strategy to bring the wealth of Ireland's archaeological data into the digital age.
- 4.4 Devise a Framework for Archaeological Research for the island of Ireland.
- 4.5 Revitalise INSTAR, the wider Heritage Council and RIA grants programme allowing for collaborative legacy publication projects.

Potential Links

HEA, HEIs, SFI, state agencies, commercial sector.

HEIs, SFI, IRC, EU, international research institutions.

The Discovery Programme, Heritage Council, DRI, DAHRRGA, National Inventory of Ireland, NMI, NLI, TII, DCC.

HEIs, Heritage Council, DAHRRGA, NMI, local authorities.

Heritage Council, RIA, HEIs, NMI, DAHRRGA, commercial sector, ICT bodies, HEIs, Heritage Council, NMI, local authorities.



PILLAR 5

DEVELOPING EDUCATION AND SKILLS

Education is critical to the development of a sustainable strategy for archaeology in Ireland. As noted above, archaeology occupies a uniquely strategic position between the sciences, arts, humanities and the social sciences—the STEM and AHSS sectors. Archaeological practice also offers many possibilities to provide transferable skills. The main focus of archaeological education is at third and fourth level in higher-education institutions. More broadly, planners, engineers, landowners and others deal with archaeological issues on a daily basis. There is also a wider community of interest represented by members of local societies, those involved in community archaeological projects, and others who wish to engage through following discoveries and news in the media. Equipping people with the knowledge and skills to interact more effectively with archaeology would benefit the individuals involved, decision-making processes, Irish society and the archaeological resource in Ireland.

Primary and secondary levels

Taking a wider perspective, appreciation of archaeology by children promotes respect for cultural heritage and civic engagement. Archaeology currently features in primary- and secondary-level curricula as part of the history, geography and art-history syllabi. Because of the wide skill set and range of techniques associated with archaeology, there are many opportunities to embed archaeology in various other subjects. For example, an outreach initiative of the EU-funded ArcLand programme developed a Transition Year archaeological-survey module that made connections with the ICT, history, geography, physics and other aspects of the curriculum in Balla Secondary School, County Mayo.³⁷ Archaeological investigation and recording offers significant value in training students at an early stage in community engagement, analytical skills and new digital-data approaches.

37. <http://www.arcland.eu/outreach/education/workshops/1619-remote-sensing-in-school-project> (accessed September 2016).

The Department of Education Framework for the Junior Cycle is committed to ensuring that every student 'values local, national and international heritage, [and] understands the importance of the relationship between past and current events and the forces that drive change'.³⁸ Consultation suggests, however, that a majority of teachers do not feel appropriately skilled to teach archaeology. Engagement between the profession and teacher-training colleges could help to address this problem. There are existing resources available to primary teachers for archaeology, such as the NMS It's About Time modules and the Heritage Council's Heritage in Schools scheme. The promotion and expansion of such resources would supply primary and secondary teachers with the means to teach archaeology effectively. This could provide the basis for the introduction of archaeology as an optional subject in the new Junior Certificate curriculum.

Third and fourth levels

Undergraduate students engage in archaeology taught programmes in different ways, from select modules to degree level. Only a small proportion of students taking archaeology in a joint/single-subject degree immediately take up a professional career in archaeology or heritage after graduation. Many elect to take a taught-master's programme, some following this with a PhD. At this fourth level, graduate students tend to specialise in particular areas of archaeological practice and research so as to provide the basis for their career progression. There is a significant international mobility of students at graduate level.

For undergraduate students the key educational objective is that they gain an understanding and appreciation of the character, breadth and importance of Ireland's archaeological heritage in a European and global context. To equip graduates to work in the field there is also a need to provide appropriate professional grounding, including field, laboratory and analytical skills, many of which have transferable aspects, including project management and communication. At fourth level, challenges include the availability of research funding, but most critical is the lack of opportunity for a sustainable professional career in the sector following an investment of up to ten years in archaeology education and training.

Recognition that third- and fourth-level education and training provides the future professional base for the discipline explicitly requires greater dialogue between the higher-education institutions, professional organisations (such as the IAI), key state-sector agencies and commercial-sector archaeological organisations. Employment-based research opportunities with relevant public, commercial and academic bodies would enhance student experience and training at both undergraduate and graduate levels, and would facilitate information exchange and cooperation.

We recommend the establishment of a departments/schools of archaeology network (to include institutions in Northern Ireland: Queen's University, Belfast and the Centre for Maritime Archaeology, University of Ulster). This would provide a basis for discussing opportunities for developing collaborative approaches to education and research, and for promoting archaeology within the higher-education sector and externally.

Professional skills and CPD

Commercial sector archaeological consultancies see continuing professional development as crucial, and the IAI has developed a CPD programme. However, for the employer or employee there is currently no regulatory incentive to attend. In this context CPD is difficult to prioritise for colleagues with limited resources. Some archaeology companies are assessing the UK Archaeology Skills Passport model.³⁹ This assists towards professional accreditation, helps to identify career gaps, and serves as a means of logging CPD. Existing infrastructures, such as SOLAS (Further Education and Training Authority), are potential service providers for accredited professional training.

38. Department of Education and Skills, 2015, Framework for Junior Cycle, 2015 (Dublin: Department of Education and Skills).

39. <http://www.archaeologyskills.co.uk> (accessed September 2016).

Archaeology education for professions commissioning archaeological work

Consultation for the Archaeology 2025 process suggests that farmers, planners, architects, engineers, An Garda Síochána and others would avail of quality CPD courses in archaeological practice, the planning process, and legal obligations. Bodies such as the Irish Planning Institute (IPI), the Royal Institute of the Architects of Ireland (RIAI), the Irish Farmers' Association (IFA), the Construction Industry Federation and Teagasc all have existing networks through which tailored modules could be provided. Appropriate modules in taught archaeology programmes could be offered at third level to a range of undergraduate programmes—e.g. agriculture, architecture and civil engineering. This would support greater understanding and sustainable integration across sectors and disciplines.

Transferable skills

The vital importance of transferable skills, such as critical thinking, problem solving and communication, is being recognised at national and European levels. The European Commission's new Skills Agenda for Europe examines the skills needed to respond to new social realities such as the growing mobility of people during their careers and the digital transformation of the economy and society.⁴⁰ There is an opportunity to position archaeological education and training not only as a vehicle to instil an understanding of archaeological heritage, but also a platform to develop transferable skills.

Community education

Demand for archaeology education and training within the wider community is increasing. There are people who wish to study archaeology based on their interest in learning more about the subject, and higher-education programmes are providing more opportunities to do so. Higher-education institutions and the wider profession also have a role to play in the provision of courses to community groups and local societies interested in getting involved in community archaeology. Provision of education and training in this area provides the opportunity for active participation, and for wider management and care of the archaeological resource, as has been demonstrated in Fingal County Council's active promotion of community archaeology.

Pillar 5: Developing Education and Skills

Core Objectives

Education, engaging and informing the public.

Recommendations

- 5.1 Develop the inclusion of archaeology in the education system at primary and secondary levels, and also encourage its use as a toolkit for other subjects. Explore the possibility of archaeology as a Junior cycle subject.
- 5.2 Maintain and strengthen archaeology at third and fourth levels, while building on its international relevance.
- 5.3 Establish an archaeology network for schools/departments of archaeology to maximise opportunities for collaboration.
- 5.4 Further develop CPD courses for archaeologists to address skill gaps.
- 5.5 Provide targeted training to those involved in development, natural resources and agriculture.
- 5.6 Provide educational opportunities for those in the community sector.
- 5.7 Engage with teacher-training colleges to address teachers' perceived lack of skills in archaeology.
- 5.8 Provide employment-based research opportunities with relevant public, commercial and academic bodies to enhance student experience and training.

Potential Links

- Department of Education, HEIs, research centres, IAI, Scoilnet.
- HEIs, Department of Education, HEA, commercial sector, IAI.
- HEIs.
- IAI and HEIs, commercial companies with relevant expertise.
- IAI, IFA, Teagasc, IPI, RIAI, EI, Fáilte Ireland, GSI.
- HEIs, LEADER, TUS, local authorities, IAI.
- IAI, DAHRRGA, NMI, Heritage Council, Department of Education, teacher-training colleges.
- HEIs, state departments/agencies, private sector.

40. http://ec.europa.eu/education/news/20160610-education-skills-factsheet_en (accessed September 2016).



PILLAR 6

MAXIMISING IMPACT

The communication of knowledge about the past to varied relevant audiences is a major responsibility of the profession. In terms of public engagement Heritage Week—which involved an estimated 405,000 people in 2015, including all ages and social groupings—provides an indicator of the potential level of interest.⁴¹ The National Museum of Ireland: Archaeology (Kildare Street) had over 450,000 visitors in 2015,⁴² and is one of the top visitor attractions in Ireland. Centenary commemorations of the 1916 Rising also demonstrated the public's interest in history and archaeology. They highlighted what can be achieved through cross-sectoral collaboration by state, local government, private organisations and the public. The aim of Culture 2025⁴³ to build on the cross-governmental approach created through the 1916 centenary demonstrates the positive impact of successful collaboration. The newly established Creative Ireland initiative seeks to build on this, and sets out a well-being strategy to improve access to culture and creativity in every county.⁴⁴

Place-making and visibility

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.⁴⁵

Heritage Week involved an estimated 405,000 people in 2015, including all ages and social groupings

41. http://www.heritagecouncil.ie/fileadmin/user_upload/Publications/Corporate/annual_report.pdf (accessed September 2016).

42. <http://www.failteireland.ie/Footer/Media-Centre/Top-Visitor-Attractions-in-2015-Revealed.aspx> (accessed September 2016).

43. <http://www.ahrrga.gov.ie/app/uploads/2015/09/culture-2025.pdf> (accessed September 2016).

44. <http://creativeireland.ie/> (accessed December 2016).

45. www.heritagecouncil.ie (accessed September 2016).

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.'⁴⁶ 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.

The incorporation of excavated *in situ* archaeological features into the architectural design offers an opportunity to enrich and enhance the experience of living and/or working in buildings. To maximise place-making impact, the communication of results from archaeological investigations long after the work on the ground should be a goal. Best practice in urban design should provide for the incorporation of archaeological and structural remains where feasible, thereby bringing tangible links from the past into everyday lives. Notable examples of this in Ireland to date have been at the Hall of the Red Earl in the Revenue building in Galway, and at Dublin Castle.

Public engagement through community archaeology

Typically, opportunities for the public to engage with archaeology have been provided through local-history and archaeology societies. Building on this, recent developments in community archaeology in Ireland are mirrored internationally by encouragement of inclusivity and participation in cultural heritage. They are based on documents such as *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance (2013)*⁴⁷ and the Council of Europe Faro Convention on the Value of Cultural Heritage to Society,⁴⁸ both of which highlight the need for public involvement in cultural heritage. Although the Republic of Ireland has yet to ratify the Faro Convention, there is significant support for public participation and engagement in archaeology. There are many benefits, both to Irish archaeology and to Irish society, in the development of a strong community-archaeology sector.

A range of community-archaeology projects have been successfully undertaken in recent years, with activities at all levels including conservation projects, open days on excavations, schools' archaeology programmes, experimental-archaeology projects, graveyard surveys, geophysical surveys, aerial kite surveys and excavation.

The key element in many of these projects has been the development of a partnership between local communities and professional archaeologists together with heritage professionals. In the MASC (Monitoring the Archaeology of Sligo's Coastline) project, archaeological staff in Sligo IT provide training to community groups to monitor and record endangered archaeological sites along the Sligo coastline.⁴⁹ At Rindoon, County Roscommon, with the assistance of LEADER funding and support from the Irish Walled Towns Network (Heritage Council), St John's Parish Group has facilitated the conservation of the medieval town walls and buildings. Careful planning and management is required to ensure enhancement of individual skills and training, awareness of the legal framework under which archaeology is practised, and the implementation of best practice. The role of the archaeologist involved in such projects requires additional skills, such as the facilitation of open meetings and co-production of knowledge. The IAI is preparing guidance on best practice in community archaeology. We support and recommend the publication of guidance on the management of community-archaeology projects for sustainable public participation.

Interpretation

Cultural tourism places great emphasis on the importance of 'stories' and the visitor 'experience'.⁵⁰ Involvement in projects funded under the LEADER programme for rural development require that the heritage is linked to rural development and tourism. Hence these programmes require particular approaches and narratives in archaeological interpretation. This interpretative approach requires competencies not typically taught to archaeologists, such as skills to communicate with different audiences, management strategies, quality control of content, and the identification of key messages. There is also a wider and important issue here for the archaeological profession, namely the provision of knowledge and the results of research in a manner and style that can be disseminated and communicated widely. Success in this approach would be beneficial to the archaeological profession. In turn tourism bodies and organisations involved in rural and urban heritage projects need to be encouraged to engage with the profession to ensure the incorporation and use of up-to-date and accurate archaeological information.

The key element in many of these projects has been the development of a partnership between local communities and professional archaeologists

46. http://rebuildingireland.ie/Rebuilding%20Ireland_Action%20Plan.pdf (accessed September 2016).

47. http://portal.iphan.gov.br/uploads/ckfinder/arquivos/The-Burra-Charter-2013-Adopted-31_10_2013.pdf (accessed September 2016).

48. http://www.coe.int/t/dg4/cultureheritage/heritage/Identities/default_en.asp (accessed September 2016).

49. <https://themascproject.wordpress.com> (accessed September 2016).

50. www.wirelandsancienteast.com (accessed September 2016).

Digital and media platforms

Communication in archaeology has been revolutionised by social media. For example, a variety of platforms, such as project blogs, excavation diaries and virtual conferences, attract considerable and diverse audiences. It is important to note that these remain enhancements and complements to, rather than replacements of, traditional approaches to the dissemination of archaeological information. The challenge is to use new methods and media to communicate the message in more engaging ways, striking an appropriate balance between the various media platforms available in order to optimise the overall impact of archaeological knowledge.

Pillar 6: Maximising Impact

Core Objectives

Explore new ways of seeing and communicating archaeology.

Recommendations

- 6.1 Explore how archaeology may contribute to the Creative Ireland initiative, 2017–22.
- 6.2 Build new opportunities for realising the value of archaeology in urban and rural contexts for place-making and architectural design.
- 6.3 Lobby for the ratification by Ireland of the Council of Europe (2005) Faro Convention on the Value of Cultural Heritage for Society.
- 6.4 Create guidance on the management of community-archaeology projects for sustainable public participation.
- 6.5 Ensure that high-quality up-to-date archaeological information is embedded in interpretation for heritage-tourism projects.
- 6.6 Establish a network between the HEIs, archaeology-management bodies and tourism agencies to create a sustainable cycle for quality of content, opportunities for research alliances and job creation.
- 6.7 Incentivise innovative opportunities for community participation in archaeological projects.

Potential Links

DAHRRGA, DPER, National Cultural Institutions, HEIs, local authorities, Heritage Council.

Heritage Council, local authorities, RIAI, Irish Planning Institute, DAHRRGA, DHPCLG.

DAHRRGA, Heritage Council, Permanent Representation of Ireland to the EU.

DAHRRGA, IAI, LEADER, Tidy Towns, local authorities, Heritage Council.

OPW, DAHRRGA, NMI, Heritage Council, HEIs, Fáilte Ireland, LEADER, local authorities.

HEIs, OPW, DAHRRGA, NMI, Heritage Council, research bodies, Fáilte Ireland.

Commercial sector, Heritage Council, local authorities, HEIs, Department of Jobs, Enterprise and Innovation, LEADER.

IV

IMPLEMENTATION

Archaeology 2025 is an advocacy document and a strategy to inform policy formation. The priorities identified reflect what emerged during the consultation process by those who practise and interact with archaeology at a local, national and EU level.

It is proposed that an oversight group be established to implement the Archaeology 2025 strategy. This group will be drawn from the membership of the current SCA, which has representatives from all areas of archaeology. Membership of this steering group will be supplemented by cognate sectors and disciplines as required. A core element of implementation will be collaboration with relevant stakeholders to deliver individual recommendations. The SCA will facilitate communication between parties and will oversee progress.

An annual progress report will be prepared for the President of the RIA. The RIA will circulate this report to key decision-makers. At the end of the current term of the SCA in 2018, a review will be carried out on the progress of Archaeology 2025. This review will include a strategy for the incoming SCA to maintain the momentum of Archaeology 2025.

One of the key strengths of the Archaeology 2025 project has been its consensus-based approach, engaging with practitioners across the sector and external stakeholders. This provides a realistic basis for measurable progress on the implementation of the recommendations.

With a sustained commitment to the implementation of the core recommendations by 2025, Irish archaeology will achieve its potential in terms of knowledge creation, contribution to sustainable development, and vibrant communities and places. The measures identified in this process are essential to achieving the real partnership needed to realise maximum knowledge and enjoyment from our archaeological resource.

V

RECOMMENDATIONS

The Archaeology 2025 consultation process enabled the discipline and the wider stakeholder community to reflect on the role of archaeology in Ireland in the twenty-first century. It is apparent that archaeology plays an important role and actively contributes to many aspects of society. The recommendations from the six priority pillars are brought together below. Action on these recommendations is essential for addressing the key challenges facing archaeology, particularly in resourcing and capacity provision, which, if not adequately addressed, will not only have a negative impact on the resource and discipline but also have the potential to adversely impact the national recovery.

Pillar 1: Delivering Archaeology

Invest strategically in the protection, preservation and management of archaeology.

Recommendations

- 1.1 Establish monitoring mechanisms to monitor heritage impacts.
- 1.2 Invest in state cultural-heritage infrastructure, prioritising capacity levels and planning for continuity of service.
- 1.3 Establish a high-level archaeological partnership to facilitate dialogue between the main archaeological heritage agencies and organisations.
- 1.4 Review archaeology in the planning process, from application to project completion, to ensure appropriate input action at each critical point in the process.
- 1.5 Develop viable standards for the procurement of archaeological works and services.
- 1.6 Review and update existing codes of practice and, where appropriate, develop new ones with relevant stakeholders, emphasising employment of project archaeologists.
- 1.7 Expand the local-authority archaeological-officer network to address countrywide capacity deficits.

Potential Links

- All bodies involved in the protection, preservation and management of archaeology.
- All bodies involved in the protection, preservation and management of archaeology.
- DAHRRGA, OPW, Heritage Council, NMI, local-government, higher-education and private-sector organisations.
- All bodies involved in the protection, preservation and management of archaeology, commercial sector; IPI, DAHRRGA, Department of Housing, Planning, Community and Local Government (DHPCLG).
- DAHRRGA, DPER, and other bodies involved in procurement of archaeological services, IAI, commercial sector.
- IAI, DAHRRGA, state bodies with existing codes of practice, local authorities.
- Local authorities, County and City Management Association, DAHRRGA.

Pillar 2: Sustainable Practice

Facilitate sustainability and excellence in archaeological practice.

Recommendations

- 2.1 Review the archaeological licensing system.
- 2.2 Explore robust contractual arrangements to ensure all necessary funds are provided to bring projects to full completion.
- 2.3 Encourage state recognition of the IAI as the professional body with a role in the regulation and conduct of archaeology.
- 2.4 Work towards recognised qualification-based definition of archaeologists.
- 2.5 Support improved conditions of employment and career development.
- 2.6 Provide resources to deal with the issue of legacy archaeology.
- 2.7 Make the case for sustainable sources of funding—e.g. clarify existing scale and potential for additional National Lottery funding.

Potential Links

- DAHRRGA, NMI, IAI, commercial sector.
- DAHRRGA, DPER, and other bodies involved in procurement of archaeological services, IAI, commercial sector.
- DAHRRGA, IAI.
- IAI, DAHRRGA, commercial sector.
- IAI, commercial sector.
- DAHRRGA, NMI, IAI, commercial sector; higher-education sector.
- National Lottery, social-enterprise agencies.

Pillar 3: Modernising Legislation

Update legislation to facilitate appropriate management of archaeology in Ireland.

Recommendations

- 3.1 Strengthen the National Monuments Acts to legislate for a bond system in the excavation licensing system.
- 3.2 Complete and publish the Consolidated National Monuments Bill.
- 3.3 Review archaeology in the Planning and Development Act and create the capacity needed to enforce legislation.
- 3.4 Make granting of planning permission conditional on satisfactory compliance with archaeological requirements.

Potential Links

- DAHRRGA, cultural institutions.
- DAHRRGA, Attorney General's Office.
- DAHRRGA, DHPCLG.
- DAHRRGA, DHPCLG.

Pillar 4: Expanding Research Horizons

Explore new research opportunities and expand research-led impact.

Recommendations

- 4.1 Align Irish archaeological research with broader international research agendas.
- 4.2 Support exploration of opportunities for collaborative research across the AHSS and STEM areas.
- 4.3 Initiate OSCAIL: Ireland's Cultural Heritage Data Programme proposal for a long-term strategy to bring the wealth of Ireland's archaeological data into the digital age.
- 4.4 Devise a Framework for Archaeological Research for the island of Ireland.
- 4.5 Revitalise INSTAR, the wider Heritage Council and RIA grants programme allowing for collaborative legacy publication projects.

Potential Links

- HEA, HEIs, SFI, state agencies, commercial sector.
- HEIs, SFI, IRC, EU, international research institutions.
- The Discovery Programme, Heritage Council, DRI, DAHRRGA, National Inventory of Ireland, NMI, NLI, TII, DCC.
- HEIs, Heritage Council, DAHRRGA, NMI, local authorities.
- Heritage Council, RIA, HEIs, NMI, DAHRRGA, commercial sector, ICT bodies, HEIs, Heritage Council, NMI, local authorities.

Pillar 5: Developing Education and Skills

Education, engaging and informing the public.

Recommendations

- 5.1 Develop the inclusion of archaeology in the education system at primary and secondary levels, and also encourage its use as a toolkit for other subjects. Explore the possibility of archaeology as a Junior cycle subject.
- 5.2 Maintain and strengthen archaeology at third and fourth levels, while building on its international relevance.
- 5.3 Establish an archaeology network for schools/departments of archaeology to maximise opportunities for collaboration.
- 5.4 Further develop CPD courses for archaeologists to address skill gaps.
- 5.5 Provide targeted training to those involved in development, natural resources and agriculture.
- 5.6 Provide educational opportunities for those in the community sector.
- 5.7 Engage with teacher-training colleges to address teachers' perceived lack of skills in archaeology.
- 5.8 Provide employment-based research opportunities with relevant public, commercial and academic bodies to enhance student experience and training.

Potential Links

- Department of Education, HEIs, research centres, IAI, Scoilnet.
- HEIs, Department of Education, HEA, commercial sector, IAI.
- HEIs.
- IAI and HEIs, commercial companies with relevant expertise.
- IAI, IFA, Teagasc, IPI, RIAI, EI, Fáilte Ireland, GSI.
- HEIs, LEADER, TUS, local authorities, IAI.
- IAI, DAHRRGA, NMI, Heritage Council, Department of Education, teacher-training colleges.
- HEIs, state departments/agencies, private sector.

Pillar 6: Maximising Impact

Explore new ways of seeing and communicating archaeology.

Recommendations

- 6.1 Explore how archaeology may contribute to the Creative Ireland initiative, 2017–22.
- 6.2 Build new opportunities for realising the value of archaeology in urban and rural contexts for place-making and architectural design.
- 6.3 Lobby for the ratification by Ireland of the Council of Europe (2005) Faro Convention on the Value of Cultural Heritage for Society.
- 6.4 Create guidance on the management of community-archaeology projects for sustainable public participation.
- 6.5 Ensure that high-quality up-to-date archaeological information is embedded in interpretation for heritage-tourism projects.
- 6.6 Establish a network between the HEIs, archaeology-management bodies and tourism agencies to create a sustainable cycle for quality of content, opportunities for research alliances and job creation.
- 6.7 Incentivise innovative opportunities for community participation in archaeological projects.

Potential Links

- DAHRRGA, DPER, National Cultural Institutions, HEIs, local authorities, Heritage Council.
- Heritage Council, local authorities, RIAI, Irish Planning Institute, DAHRRGA, DHPCLG.
- DAHRRGA, Heritage Council, Permanent Representation of Ireland to the EU.
- DAHRRGA, IAI, LEADER, Tidy Towns, local authorities, Heritage Council.
- OPW, DAHRRGA, NMI, Heritage Council, HEIs, Fáilte Ireland, LEADER, local authorities.
- HEIs, OPW, DAHRRGA, NMI, Heritage Council, research bodies, Fáilte Ireland.
- Commercial sector, Heritage Council, local authorities, HEIs, Department of Jobs, Enterprise and Innovation, LEADER.

Annex I

RIA Standing Committee for Archaeology Members

	Name	Representing
PWG	Rónán Swan (Chair)	Transport Infrastructure Ireland
PWG	Ruth Johnson (Vice-chair)	Local Authority Archaeology Officer network and Institute of Archaeologists Ireland
	Tracy Collins (Secretary)	Independent
	Terence Barry	Trinity College, Dublin
	Katharina Becker	University College, Cork
	Fiona Beglane	Institute of Technology, Sligo
	Stefan Bergh	NUI Galway PWG
PWG	Edel Bhreathnach	Discovery Programme
PWG	Edward Bourke	National Monuments Service
	Martin Byrne	Institute of Archaeologists of Ireland
	Mary Cahill	National Museum of Ireland
PWG	Gabriel Cooney	MRIA
PWG	Edmond O'Donovan	Royal Society of Antiquaries of Ireland
PWG	Ian Doyle	Heritage Council
	Wes Forsythe	University of Ulster
	Audrey Horning	Queen's University, Belfast
PWG	Sinead McCartan	Museums and Galleries, Northern Ireland
	John O'Keeffe	Historic Environment Division, Department for Communities, Northern Ireland
	Aidan O'Sullivan	University College, Dublin
	Elizabeth Twohig	MRIA

Note:

PWG represents SCA members on the Archaeology 2025 Project Working Group.

Additional member of PWG: Dr Conor Brady, Dundalk Institute of Technology, Secretary of the RIA Committee for Historical Studies.

Annex II

Consultees

The consultation phase of Archaeology 2025 was held between October 2015 and May 2016. It was led by a Project Working Group appointed by the RIA Standing Committee on Archaeology, coordinated by Mary Teehan, and facilitated by the RIA Secretariat and the Discovery Programme.

It was recognised that central to achieving a strategy was to reach out to the profession and external stakeholders. Fresh perspectives and cross-fertilisation of ideas were sought from a broad spectrum of individuals and agencies. The Archaeology 2025 discussion document provided a framework to prompt discussion. The consultation process was extensive, inclusive and future-focused.

The consultation process involved:

- > 43 face-to-face meetings
- > 35 written submissions
- > 10 presentations
- > 8 workshops
- > 5 online surveys
- > Twitter chats and social media updates
- > 181 people in attendance at 6 public events.

We are grateful to everyone who contributed to the consultation process.

Archaeology/Heritage Individuals and Organisations

1	Archaeological Management Solutions	32	Irish Archaeological Consultancy
2	Archaeology Ireland	33	Irish Museums Association
3	Association of Young Irish Archaeologists	34	Irish Walled Towns Network
4	British Academy	35	Joint Nautical Archaeology Policy Committee
5	Carlow County Museum	36	Local Authority Archaeology Officer network
6	Centre for Maritime Archaeology, University of Ulster	37	Michael Gibbons
7	Chartered Institute for Archaeologists	38	National Museum of Denmark
8	Chris Baker	39	Museums Standards Programme, Ireland
9	Clare Horgan	40	National Monuments Service
10	Cork County Council	41	National Museum of Ireland
11	CRDS Ltd	42	National University of Ireland Galway: Department of Archaeology
12	Department of Arts, Heritage, Regional, Rural and Gaeltacht Affairs	43	Native Guides Ltd
13	Department for Communities, Northern Ireland	44	Northern Ireland Archaeological Forum
14	Donegal County Council Heritage Office	45	Northern Ireland Environment Agency
15	Donegal County Museum	46	Northern Ireland Museum Association
16	Dr Charles Mount	47	Office of Public Works
17	Dr Gill Plunkett, Queen's University, Belfast	48	Professor Howard Clarke
18	Dr Richard Clutterbuck	49	Queen's University, Belfast: School of Geography, Archaeology and Palaeoecology
19	Dublinia	50	Royal Society of Antiquaries of Ireland
20	Dundalk Institute of Technology	51	Rubicon Heritage Ltd
21	Environmental Archaeology in Ireland	52	School of Irish Archaeology Ltd
22	European Commission: Directorate General Education and Culture	53	Seatrails Ltd
23	Federation of Local History Societies	54	Sligo IT: Archaeology, School of Science
24	Field Monuments Advisor Network	55	Travel Guides Ltd/Abarta Audioguides
25	Heritage Council	56	Trinity College, Dublin: Department of Classics
26	Heritage Officer Network	57	Unite: Archaeological Branch
27	Historic Environment Scotland	58	University College, Cork: Department of Archaeology
28	Historic Monuments Council, Northern Ireland	59	University College, Dublin: School of Archaeology
29	Judith Carroll and Co.	60	University of Glasgow: Department of Archaeology
30	ICOMOS Ireland	61	Waterford Treasures
31	Institute of Archaeologists of Ireland		

External Organisations and Individuals

1	An Bord Pleanála	35	National Economic and Social Council
2	Aquaphoto Ltd	36	National Library of Ireland
3	Bord na Móna	37	NUIG: School of Arts, Social Sciences and Celtic Studies
4	Broadcasting Authority of Ireland	38	Permanent Representation of Ireland to the EU
5	Burren LIFE	39	Royal Institute of the Architects of Ireland
6	Carrig Ltd	40	Royal Town Planning Institute
7	Church of Ireland	41	Science Foundation Ireland
8	Coillte	42	Scoilnet
9	County and City Management Association	43	Teagasc
10	Declan McPartlin PR Ltd	44	Tourism Ireland
11	Dublin City Council	45	Transport Infrastructure Ireland
12	Department of Agriculture, Food and the Marine	46	Trinity College, Dublin: Department of Economics
13	Department of Foreign Affairs and Trade	47	University College, Dublin: School of Law
14	Digital Repository of Ireland	48	Waterford IT: School of Business
15	Economic and Social Research Institute	49	Wexford County Council
16	Editorial Solutions Ltd	50	Wordwell Books
17	Engineers Ireland		
18	Enterprise Ireland		
19	European Commission: Directorate General Education and Culture		
20	Fáilte Ireland		
21	Geological Survey of Ireland		
22	Industrial Development Authority		
23	iCRAG: Research Centre		
24	Insight: Research Centre		
25	Irish Farmers' Association		
26	Irish Humanities Alliance		
27	Irish Metal Detecting Society		
28	Irish Planning Institute		
29	Irish Research Council		
30	Knowledge Transfer Ireland		
31	LEADER		
32	Liadh Ni Riada MEP		
33	Local Enterprise Office: Dublin City		
34	Meath County Council: Engineering Department		

Note:

Individuals are named only where written submissions were made. Public events were organised under the Chatham House rule.

Annex III

Abbreviations

AHSS	arts, humanities and social sciences
CNCI	Council of National Cultural Institutions
CoP	Codes of practice
CPD	Continuous Professional Development
DAHRRGA	Department of Arts, Heritage, Rural, Regional and Gaeltacht Affairs
DCAA	Dublin City Archaeological Archive
DCC	Dublin City Council
DHPCLG	Department of Housing, Planning, Community and Local Government
DJEI	Department of Jobs, Enterprise and Innovation
DKIT	Dundalk Institute of Technology
DRI	Digital Repository of Ireland
EI	Engineers Ireland
EIA	Environmental Impact Assessment
EMAP	Early Medieval Archaeological Project
EU	European Union
GSI	Geological Survey of Ireland
HEA	Higher Education Authority
HEI	Higher Education Institute
HLF	Heritage Lottery Fund
IAI	Institute of Archaeologists of Ireland
ICOMOS	International Council on Monuments and Sites
ICT	Information and Communications Technology
IFA	Irish Farmers' Association
INSTAR	Irish National Strategic Archaeological Research programme
IPI	Irish Planning Institute
LEADER	Liaison Entre Actions de Développement de l'Économie Rurale

Abbreviations

LiDAR	Light Detection and Ranging
MASC	Monitoring the Archaeology of Sligo's Coastline project
MSPI	Museum Standards Programme for Ireland
NLI	National Library of Ireland
NMI	National Museum of Ireland
NMS	National Monuments Service
NUIG	National University of Ireland, Galway
NUIM	National University of Ireland, Maynooth
OPW	Office of Public Works
OSCAIL	Ireland's Cultural Heritage Data Programme
RIA	Royal Irish Academy
RIAI	Royal Institute of the Architects of Ireland
SCA	Standing Committee for Archaeology
ScARF	Scottish Archaeological Research Framework
SEA	Strategic Environmental Assessment
SFI	Science Foundation Ireland
Sligo IT	Sligo Institute of Technology
STEM	science, technology, engineering and mathematics
TCD	Trinity College, Dublin
TII	Transport Infrastructure Ireland
UCC	University College, Cork
UCD	University College, Dublin
UK	United Kingdom
UNESCO	United Nations Educational Scientific and Cultural Organisation

Note:

Abbreviations against grey background are also in the stakeholder lists.



Acadamh Ríoga na hÉireann
Royal Irish Academy

 **ARCHAEOLOGY**
SEANDÁLAÍOCHT **2025**

ISBN: 978-1-908997-75-3



9 781908 997753