

National Landscape Strategy for Ireland

2015 - 2025



An Roinn
Ealaíon, Oidhreachta agus Gaeltachta
Department of
Arts, Heritage and the Gaeltacht

National Landscape Strategy for Ireland

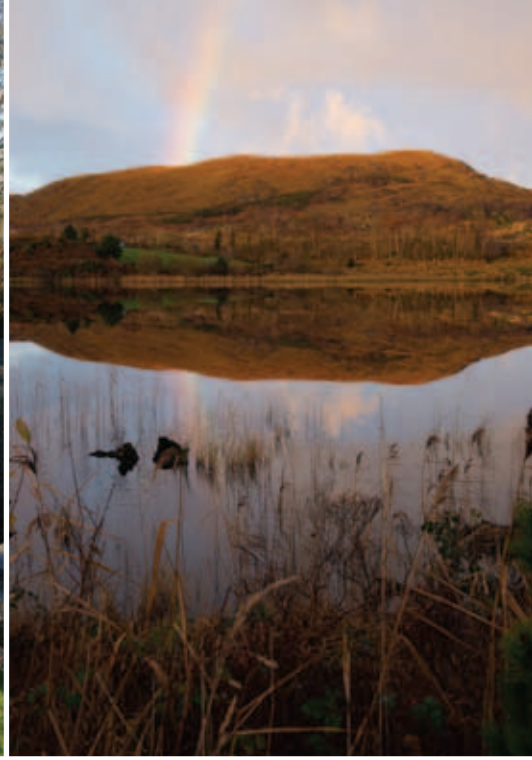
2015 - 2025

Department of Arts, Heritage and the Gaeltacht



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ABBREVIATIONS

DAHG	Department of Arts, Heritage and the Gaeltacht
DECLG	Department of the Environment, Community and Local Government
DAFM	Department of Agriculture, Food and the Marine
DES	Department of Education and Skills

Landscape means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.

(Article 1.a. of the European Landscape Convention)



FOREWORD



Our landscape is our ultimate resource. For thousands of years, it has been shaped by our activity, it has supported, nourished and sheltered us and it has inspired literature, music poetry and the arts.

The European Landscape Convention¹ recognises that our landscape has evolved through time and that it will continue to do so. Our landscape is more than our stunning countryside and dramatic coastline; it also encompasses our towns, cities and villages, the ordinary and the everyday.

We are becoming increasingly aware of the value of our landscapes and its sensitivity to change. As Minister for Arts, Heritage and the Gaeltacht, I have met with local communities, organisations and industries that have put in place programmes and ways of working with the landscape to its benefit. The huge success and community involvement in initiatives such as Tidy Towns and the Green Schools Programme shows what can be done.

Our landscape can and will continue to accommodate multiple uses, and be appreciated in many different ways. However to have a sustainable society, environment and economy, we need to both embrace change and to manage our landscape in a considered, integrated and planned way. Using the parameters of the European Landscape Convention, our challenge now is for a sustainable future, achieving a balance between our social, cultural and economic needs and our environment and landscape. The National Landscape Strategy is a first step in confronting this challenge.

I wish to sincerely thank those who have made submissions to the two public consultation processes, and all those who have contributed in any way to its preparation, for their support and interest. I would also like to thank the Steering Committee for their work in developing this Strategy.

**Heather Humphreys, T.D.,
Minister for Arts, Heritage and the Gaeltacht**

¹ <http://conventions.coe.int/Treaty/en/Treaties/Html/176.htm> (accessed 8.4.2015)

BACKGROUND

As a reflection of European identity and diversity, the landscape is our living natural and cultural heritage, be it ordinary or outstanding, urban or rural, on land or in water.

The European Landscape Convention, also known as the Florence Convention, promotes the protection, management and planning of European landscapes and organises European co-operation on landscape issues. The Convention was adopted on the 20 October 2000 and came into force on the 1 March 2004. It is the first international treaty to be exclusively concerned with all dimensions of European landscape.² The Convention was ratified by Ireland in 2002, and has now been ratified by thirty-eight countries.

The process of compiling this Strategy commenced with the establishment of a National Landscape Strategy Steering Group (NLSSG) and a wider consultative panel, which then merged. Issues were identified and tabulated. The process developed with the formation of three focus groups: on policy, landscape character analysis, and public consultation / participation. The Steering Group contained representatives from government departments, agencies and institutions and non-governmental organisations that responded to the initial call, as well as other state representatives considered to have a role in protecting, managing, and planning the landscape.

A Strategy Issues Paper was issued in September 2011 for public consultation. Seventy-seven submissions were received from community bodies, private individuals, third level institutions, local and regional authorities, NGOs, government departments and agencies. The submissions were considered by the NLSSG and *A Draft Landscape Strategy for Ireland 2014-2024* issued in July 2014 for public consultation as required under the screening process for Strategic Environmental Assessment and Appropriate Assessment. Ninety-five submissions were received which have been published on the Department of Arts, Heritage & the Gaeltacht website.³



This document reflects the many useful contributions and suggestions made during the public consultation process. Many of the comments will also be of significant help in designing the actions to be implemented over the lifetime of the Strategy.

From the submissions received, it is recognised that there are concerns regarding the siting of national infrastructural development within our landscape, and how this policy will address such challenges. However, the objective of this Strategy is to provide the data that will assist in the future decision making process regarding our landscapes, and which will ensure that decisions are made on the basis of factual evidence collected.

The primary role of planning authorities and the consultative roles of other bodies and persons in decision-making relating to landscape issues will continue to be governed by the provisions of the Planning and Development Acts 2000 - 2014. However, one of the objectives of the National Landscape Strategy will be to assist in the achievement of greater consistency in decision making across the country when dealing with issues of landscape, in particular via landscape character assessment.

In conclusion, the National Landscape Strategy will be used to ensure compliance with the European Landscape Convention and to establish principles for protecting and enhancing the landscape while positively managing its change. It will provide a high level policy framework to achieve balance between the protection, management and planning of the landscape by way of supporting actions.

² http://www.coe.int/t/dg4/cultureheritage/heritage/Landscape/default_en.asp (accessed 8.4.2015)

³ Public consultation submissions published

<http://www.ahg.gov.ie/en/Heritage/NationalLandscapeStrategyforIreland/htmltext,18152,en.html> (accessed 8.4.2015)

1.0 STRATEGY AIMS

1.1 LANDSCAPE STRATEGY VISION

Our Vision

Our landscape reflects and embodies our cultural values and our shared natural heritage and contributes to the well-being of our society, environment and economy. We have an obligation to ourselves and to future generations to promote its sustainable protection, management and planning.



The Irish landscape, from city and town centres, to countryside, offshore islands and territorial waters, with its many dimensions, multiple uses and ever-changing dynamics, contributes to the well-being of our society, environment and economy. The National Landscape Strategy is the means by which the State, working in co-operation with public authorities, stakeholders, communities and individuals, will provide a framework for the protection of the many cultural, social, economic and environmental values embedded in the landscape. The objectives of this Strategy are to establish and implement through a series of actions, policies aimed at understanding, protecting, managing and planning our landscape. It sets out specific measures to integrate and embed landscape considerations in all sectors which influence the landscape and improve and enhance the quality of decision-making by those who have an impact on it.

The Strategy will inform and assist in the resolution of challenges arising from competing priorities in the landscape – for example: infrastructural provision versus landscape protection, or local versus national objectives. By understanding landscape and its dynamic interactive characteristics, it may allow us to deal with competing objectives while improving the decision making process.

The actions of the Strategy will help us to support a living landscape, and strengthen community identity. This will help us gain sustainable societal benefits, and will ensure that the landscapes of the future are as valued as the landscapes of the present and the past.

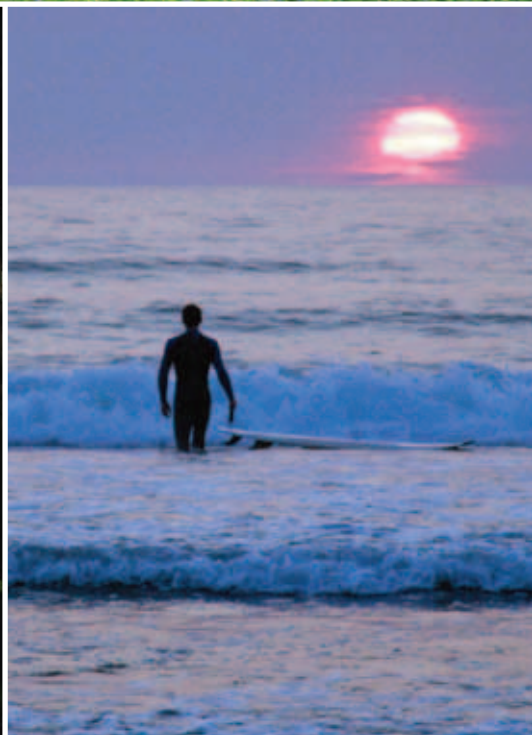
1.2 LANDSCAPE POLICY STATEMENT

The Irish landscape is an integral component of our surroundings and well-being, a visual expression of the diversity of our shared cultural and natural heritage, and intrinsic to our identity as an island nation. The Government recognises the past, present and on-going influences on the landscape from a broad range of sectors and the need to support sustainable landscape change and better promote landscape protection, management and planning.

The objectives of the National Landscape Strategy are to:

- implement the European Landscape Convention by integrating landscape into our approach to sustainable development;
- establish and embed a public process of gathering, sharing and interpreting scientific, technical and cultural information in order to carry out evidence-based identification and description of the character, resources and processes of the landscape;
- provide a policy framework, which will put in place measures at national, sectoral - including agriculture, tourism, energy, transport and marine - and local level, together with civil society, to protect, manage and properly plan through high quality design for the sustainable stewardship of our landscape;
- ensure that we take advantage of opportunities to implement policies relating to landscape use that are complementary and mutually reinforcing and that conflicting policy objectives are avoided in as far as possible.

The National Landscape Strategy will be implemented and co-ordinated by the Department of Arts, Heritage and the Gaeltacht in partnership with all key stakeholders.



2.0 CONTEXT AND OVERVIEW OF STRATEGY

2.1 THE EUROPEAN AND INTERNATIONAL CONTEXT

Ireland, in common with thirty-eight other Member States, signed and ratified the Council of Europe's European Landscape Convention (2000), a treaty that came into effect on 1st March 2004. It requires certain measures and actions to be undertaken by each party and organises European-wide co-operation on landscape issues.

THE EUROPEAN LANDSCAPE CONVENTION INTRODUCED A EUROPEAN-WIDE CONCEPT CENTRING ON THE QUALITY OF LANDSCAPE PROTECTION, MANAGEMENT AND PLANNING.

The Convention covers natural, urban, peri-urban and rural areas, encompassing land, inland water, coastal and marine areas. It deals with every-day and degraded landscapes, as well as those that can be considered outstanding. In other words, it recognises the importance of all landscapes, and not just exceptional landscapes, as having a crucial bearing on quality of life and as deserving attention in landscape policy.

The Convention established the general principles by which national policies on landscape and associated international co-operation must be guided, and established that the general framework for protecting the landscape is the responsibility of the State. There is also an international, transfrontier, dimension to landscape protection, management and planning which will influence how we implement the Strategy.

The European Union has been committed to the assessment and management of resources in order to foster sustainable development, historically through environmental directives and recently through information directives. The common strategic framework for European Structural Funds 2014-2020 prioritises matters such as promoting climate change adaptation, risk prevention and management, protecting the environment and promoting resource efficiency. It will be complemented by the proposal for the 7th Environment Action Programme to 2020, *Living well, within the limits of our planet*, which provides an EU framework for actions to address unsustainable trends in climate change, biodiversity, environment and health, and in the sustainable use of resources and management of waste.⁴ Ecosystem services are relevant to understanding the landscape processes that must be maintained to ensure economic growth and balanced development.

The *2030 framework for climate and energy policies* aims to make the European Union's economy and energy system more competitive, secure and sustainable.⁵ The recent publication of *Green Infrastructure – Enhancing Europe's Natural Capital (2013)*⁶ is also relevant – promoting the principle that protecting and enhancing nature and natural processes, and the many benefits human society gets from nature, are consciously integrated into spatial planning and territorial development.

An international landscape convention has been progressed by UNESCO, with adoption of the Florence Declaration on Landscape in September 2012.⁷ This supports national initiatives and affirms the importance of safeguarding and improving the landscape for the benefit of all.

The National Landscape Strategy will take cognisance of on-going developments internationally and at European level as part of the implementation programme.



⁴ <http://ec.europa.eu/environment/newprg/> (accessed 8.4.2015)

⁵ http://ec.europa.eu/clima/policies/2030/index_en.htm (accessed 8.4.2015)

⁶ <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2013:0249:FIN:EN:PDF> (accessed 8.4.2015)

⁷ <http://whc.unesco.org/en/news/943/> (accessed 8.4.2015)

2.2 THE IRISH CONTEXT

The National Landscape Strategy is Ireland's way of meeting our obligations and delivering on the objectives under the European Landscape Convention. Its implementation can also assist Ireland in complying with United Nations, EU and national targets to foster sustainable development along with the implementation of *Our Sustainable Future, a Framework for Sustainable Development for Ireland* (2012), the *National Climate Change Adaptation Framework* (2012), the *National Biodiversity Action Plan 2011-2016* (2011) and the *Government Policy on Architecture 2009-2015* (2009).

The Strategy recognises the importance of landscape protection and its interconnectivity with biodiversity and climate change. It also recognises that Ireland's soils and geology are a key component in defining and forming our landscape. Landscape characterisation should be integrated with and, where appropriate, informed by green infrastructure strategies. Strategic networks of green and blue (water) spaces can provide a wide range of environmental benefits including flood water storage, urban cooling, improved air quality and habitats for wildlife as well as contributing to human health and well-being. Conserving and enhancing these networks through appropriate land use and management is critical.

The Strategy is committed to meeting the provisions and requirements of the Water Framework Directive, the Floods Directive and the Birds and Habitats Directives, and all the applicable provisions of EU and national law. It is also committed to the management of the Natura Network and other important areas for wildlife including Natural Heritage Areas, proposed Natural Heritage Areas, National Parks, nature reserves, refuges for fauna, and landscape features necessary for the coherence of the Natura Network.

The Strategy sets out Ireland's high level objectives and actions with regard to landscape. It also positions landscape in the context of existing Irish and European strategies, policies and objectives, and outlines methods of ensuring co-operation at a sectoral and at a European level by the State.

The definition of 'landscape' as defined by the European Landscape Convention has been included in the Planning and Development (Amendment) Act 2010 (No. 30 of 2010). The Act also specifies that development plans shall contain particular objectives relating to landscape, including objectives in accordance with '*relevant policies or objectives ... relating to providing a framework for identification, assessment, protection, management and planning of landscapes having regard to the European Landscape Convention*'.⁸

A broad range of national and sectoral policies and activities can have considerable effects – positive and negative - on landscape character or quality, including agriculture, forestry, marine, industry, energy, spatial and development planning, transport, infrastructure, tourism, recreation, natural and cultural heritage, and economic planning. Landscape considerations have been included in some existing strategies, plans and policies but are not currently a requirement in many sectors.⁹ Development plans are required to have landscape objectives.¹⁰



The National Landscape Strategy aims to:

Implement the European Landscape Convention in Ireland by providing for specific measures to promote the protection, management and planning of the landscape.

⁸ Planning and Development (Amendment) Act 2010, Section 2 and Section 7 (b)(ii).

⁹ E.g. Harnessing our Ocean Wealth – an integrated marine plan for Ireland (Government of Ireland, 2012).

¹⁰ Planning and Development (Amendment) Act 2010, Section 10 and Sections 202-204.

3.0 OBJECTIVES AND ACTIONS

The implementation of the National Landscape Strategy will involve six core objectives with associated actions derived from the European Landscape Convention. These will ensure that landscape is integrated in our collective decision-making processes and that all landscapes are recognised in this regard. These objectives are not prioritised in order of importance and there are strong inter-dependencies and synergies between them.

NLS Objectives	European Landscape Convention
• Recognise landscapes in law	Articles 5 (a) and 6 E
• Develop a National Landscape Character Assessment	Articles 6 C and D
• Develop Landscape Policies	Articles 5 (b) and (d); Article 9
• Increase Landscape Awareness	Article 6 A
• Identity Education, Research and Training Needs	Article 6 B
• Strengthen Public Participation	Article 5 (c)

There are nineteen actions included in this strategy which outline:

- (i) the specific actions pertaining to each of the objectives above;
 - (ii) the authorities responsible for implementing each action.
-

The detailed design and implementation of these actions will require further input and consultation with key stakeholders, including screening for Strategic Environmental Assessment and Appropriate Assessment as applicable.

The National Landscape Strategy is being brought forward during a challenging period in the public finances. Therefore the implementation of the actions must take place within the context of Government policy on public expenditure and staff numbers and further policy directives as set out by the Department of Public Expenditure and Reform.

3.1 RECOGNISE LANDSCAPE IN LAW

The Strategy seeks to ensure that landscape is recognised as an explicit factor in decision-making under a range of existing and future legislation.

Action 1 The term ‘landscape’ has been defined in the Planning and Development (Amendment) Act 2010. To support this, complementary legislation and codes will be examined to see whether gaps need to be addressed.

DAHG and other Departments/Agencies

3.2 DEVELOP A NATIONAL LANDSCAPE CHARACTER ASSESSMENT

With the co-operation of a range of partners including local planning authorities, agencies and community organisations, and working on a trans-boundary basis, the landscape of Ireland will be identified, characterised and mapped in order to provide the data and qualitative information required to evaluate its current position and underpin effective spatial planning, landscape-centred decision-making and to appropriately evaluate it. This objective will complement *Northern Ireland’s Landscape Charter* recently published by the Northern Ireland Environment Agency.¹¹ A National Landscape Character Assessment will be undertaken. It will contain two main elements:

Action 2 (i) A data framework on a national GIS platform to provide the structure for on-going collection, monitoring and review of the landscape’s physical - including soils and water catchment - scientific, ecological, biodiversity and cultural data. It will reflect existing environmental classifications and national and local initiatives on land-cover and land-use habitat mapping. It will set out objective, consistent descriptions and interpret all elements and characteristics of Ireland’s landscape types and areas within a standardised format.

¹¹ http://www.doeni.gov.uk/niea/landscape_charter_document.pdf (accessed 8.4.2015)

Action 2 (ii) A National Landscape Character Map will be prepared using the evidence base to describe and assess distinct landscape character areas at the national scale, ensuring consistency within and between public authority areas and functions. The database and associated maps, incorporating linked, open and online data, will use Landscape Character Assessment methodology along with other assessment methodologies and will incorporate an outline Historic Landscape Characterisation.

DAHG/and other Departments and Agencies

Action 3 Following completion of the National Landscape Character Assessment, statutory guidelines on local Landscape Character Assessments, following best international practice, and incorporating Historic Landscape Characterisation, and other appropriate assessment methodologies, will be prepared for Planning Authorities under Section 28 of the Planning and Development Act 2000 (as amended).¹²

DAHG / DECLG

Action 4 Landscape Character Assessments will be prepared at local and intra-local authority level, building on the National Landscape Character Assessment, using the Landscape Character Assessment Guidelines. These regional and local landscape character assessments will inform and guide landscape policy, action plans and local authority development plans.

Planning Authorities



¹² <http://www.irishstatutebook.ie/2000/en/act/pub/0030/sec0028.html> (accessed 8.4.2015)

3.3 DEVELOP LANDSCAPE POLICIES

Policies will be developed and implemented for the protection, management and planning of the landscape in all relevant sectors of public administration.

- Action 5** (i) Prepare an inventory of all programmes and policies that have or may have a significant impact on landscape. Over the timescale of the Strategy, this inventory will be updated to reflect emerging policies.

DAHG

- (ii) Relevant government departments and agencies including semi-state agencies should ensure that sector-specific policies and strategies and relevant legislation within their remit are fully consistent with the objectives set out in the National Landscape Strategy. Where policy conflicts or gaps are identified, measures should be outlined to resolve them. Department-specific landscape policy plans may be considered and prepared, if appropriate, and any such plans should include policies on the adoption and use of Landscape Character Assessment and landscape quality objectives.

Inter-departmental

- Action 6** Periodic 'State of the Landscape' reports will be prepared by each relevant public authority and a summary compilation published by Department of Arts, Heritage and the Gaeltacht. They will take note of changes to the landscape and indicate progress on integrating landscape into the work of the organisation and on meeting landscape quality objectives.

Applicable Public Authorities

3.4 INCREASE AWARENESS

The National Landscape Strategy will promote increased public awareness and understanding about landscapes, including the linkage between its resources, layout, geology, hydrology, ecology and the well-being of its people.

Action 7 Develop definitions, analytical tools and descriptions to describe, simply but clearly, the nature of landscape and that the processes forming it are dynamic and constantly evolving.

DAHG/Heritage Council

Action 8 Develop public awareness programmes to promote

- (i) an understanding of the nature of landscape, its value as a cultural and visual resource, and its roles in promoting Ireland's attractiveness as a tourist destination, in supporting wildlife and ecosystem services and in ensuring economic prosperity.
- (ii) how landscape should be managed sustainably and beneficially to meet the challenges of climate change adaptation and mitigation, food-security, health and well-being.

DAHG/Heritage Council

Action 9 Provide appropriate support to public participation initiatives to ensure that landscape change management is effective and evidence based and informed by best practice.

DAHG/Heritage Council

Action 10 (i) Develop national landscape awards in co-operation with relevant professional and educational institutes to generate public interest in and promote wider awareness of the landscape. Encourage participation of at least one nomination a year to the European Landscape Awards.

- (ii) Encourage the inclusion of landscape categories in established award schemes, for example those relating to agriculture, architecture, biodiversity, food production, Green Schools, recreation, science, Tidy Towns, tourism, urban design and planning.

DAHG/Heritage Council/Others

Action 11 (i) Complete and publish the Historic Gardens and Designed Landscapes Survey of the National Inventory of Architectural Heritage.¹³

DAHG

¹³ <http://www.buildingsofireland.ie/Surveys/Gardens/> (accessed 8.4.2015)

3.5 IDENTIFY EDUCATION, RESEARCH AND TRAINING NEEDS

The Strategy sets out to identify current knowledge and gaps in education, research and training in relation to the landscape to ensure an all-inclusive and effective approach to landscape management.

Action 12 In co-operation with the relevant educational authorities and professional institutes, audit the existing level of landscape education modules and landscape research, to:

- (i) Identify gaps to be remedied within landscape education and associated disciplines (including engineering, architecture, archaeology, planning, agriculture, geology, hydrology, natural sciences, environment, tourism.) and the National Framework of Qualifications levels at which they exist;
- (ii) Develop appropriate higher and further education programmes in disciplines directly linked to landscape, in compliance with international requirements for undergraduate and postgraduate accreditation. Develop also, as appropriate, modules for use within courses for related disciplines who engage with the physical and cultural environment, with programmes complying with appropriate National Framework of Qualifications levels, to include coursework, evidence-based research and publications;
- (iii) In consultation with professional institutes, develop and integrate landscape training into Continuing Professional Development programmes;
- (iv) Develop a landscape module at an appropriate National Framework of Qualifications level to be integrated into agricultural training programmes for advisors, farmers and in agricultural colleges using the experience of the Heritage Council's Landscape Character Assessment Continuing Professional Development training course;
- (v) Include internships and training in landscape architecture within existing professional training programmes in State bodies.

DAHG

Action 13 Commission or facilitate the survey and identification of best landscape management and landscape policy practice in Ireland and internationally as evidenced by European Landscape Convention actions and other programmes to date, and itemise pointers of relevance and future use.

DAHG/Heritage Council

Action 14 Organise multi-disciplinary conferences on practice and research in the area of landscape management/conservation. A working committee of relevant experts will be established to guide the development of a programme of conferences and to co-ordinate the publication of proceedings.

DAHG/Heritage Council

Action 15 Facilitate the introduction of landscape education into the primary and secondary school curriculum through appropriate disciplines and exploring the opportunities offered by existing schemes including Green Schools and the transition year programme.

DAHG/DES/Heritage Council



3.6 STRENGTHEN PUBLIC PARTICIPATION

Public participation is one of the essential elements in the design and implementation of landscape objectives. The Strategy will seek effective methods of partnership, engagement and agreement between public authorities, the general public, voluntary organisations and interest groups to promote sustainable landscape change, protection and planning.

Action 16 Develop methods of participation for organisations, public and private, as well as individuals in the shaping, reviewing and monitoring of landscape policies and objectives and, if necessary, establish new innovative approaches. This includes fostering actions to achieve delivery of these to encourage citizens, as well as the State, in the sustainable management of the landscape.

DAHG/DES/Heritage Council

Action 17 Raise awareness among and encourage direct involvement by civil society, voluntary organisations and the commercial sector in augmenting and analysing the information within their local Landscape Character Assessments, to develop a detailed picture of the qualities, values, condition, character, strengths and threats to the landscapes where they live, work and spend time, and from which they derive their living.

DAHG/Heritage Council

Action 18 Encourage participation in the European Landscape Convention organisations RECEP-ENELC for local and regional authorities; UNISCAPE for universities; and CIVILSCAPE for civil society organisations.¹⁴

DAHG

¹⁴ RECEP-ENELC is an international association of local and regional authorities promoting the implementation of the European Landscape Convention throughout Europe.

UNISCAPE is the Network of Universities especially dedicated to the implementation of the European Landscape Convention.

CIVILSCAPE is an international association of civil society organisations which are non-governmental and dedicate their work to landscape protection, management and planning, according to the European Landscape Convention.

4.0 IMPLEMENTATION

The Strategy will be managed so as to initially carry out specific actions at national level, such as the compilation of a National Landscape Character Assessment, which underpin other actions. Some of these tasks have been identified in this document, while others will be devised by more detailed consultation and participation by stakeholders and the public. In keeping with the principle of subsidiarity, which is embedded in Article 4 of the European Landscape Convention, implementation of many of the key actions of the Strategy will be at the most local levels possible while ensuring guidance and procedures are co-ordinated at national level.

While further resources will be subject to national policies on public expenditure, the Strategy will help drive efficiencies between Government departments and agencies in managing and implementing landscape objectives. By harnessing the involvement of the public in informing landscape policies, it will bring benefits in reducing conflict, minimising economic risk and strengthening the rationale for decisions made.

4.1 CO-ORDINATION OF ACTIONS

Shared responsibility between departments and agencies is the key to obtaining successful integration of the National Landscape Strategy into a broad range of policy areas. Each authority will be responsible for the application of the Strategy within its own area of competence. However, in order to be implemented effectively, the Department of Arts, Heritage and the Gaeltacht will lead its co-ordination. Overarching responsibility to co-ordinate inter-departmental delivery and implementation will be the remit of the Minister for Arts, Heritage and Gaeltacht. The Minister will also be responsible for conducting a mid-term review of the strategy.

Action 19 The Department of Arts, Heritage and the Gaeltacht, with the active assistance of other relevant departments, agencies, core partners and stakeholders, will co-ordinate and set in place an implementation programme to assist in the delivery of actions as set out in the Strategy.

DAHG/Other Departments and Agencies

4.2 IMPLEMENTATION PROGRAMME

Phase One – years 1 - 5

- Research and preparation
- National Landscape Character Assessment
- Landscape Character Assessment guidelines to be prepared
- Supporting objectives, as appropriate
- Review

Phase Two – years 5 - 10

- Continue with implementation of priority actions
- Supporting objectives
- Monitor and review



APPENDIX I

Glossary of Terms - European Landscape Convention

Landscape means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.

Landscape Policy means an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes.

Landscape Quality Objective means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings.

Landscape Protection means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity.

Landscape Management means action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise changes which are brought about by social, economic and environmental processes.

Landscape Planning means strong forward-looking action to enhance, restore or create landscapes.



Glossary of Terms - not defined in the European Landscape Convention

Landscape Character Assessment is a tool used to help us to understand, and articulate, the character of the landscape. It helps us identify the features - including ecological, cultural, social and economic - that give a locality its 'sense of place' and pinpoints what makes it different from neighbouring areas.

Historic Landscape Characterisation identifies the contribution of the human past to the landscape as it exists in the present.¹⁵

Trans-boundary means across local, regional or national boundaries

Sustainable Development means development that 'meets the needs of the present without compromising the ability of future generations to meet their own needs'.¹⁶

Natura / European Sites: Natura 2000 is the key instrument to protect biodiversity in the European Union. It is an ecological network of protected areas, set up to ensure the survival of Europe's most valuable species and habitats. Natura 2000 is based on the 1979 Birds Directive and the 1992 Habitats Directive. The green infrastructure it provides safeguards numerous ecosystem services and ensures that Europe's natural systems remain healthy and resilient.

Ecosystem Services: The benefits people obtain from ecosystems. These include provisioning services such as food and water; regulating services such as flood and disease control; cultural services such as spiritual, recreational, and cultural benefits; and supporting services such as nutrient cycling that maintain the conditions for life on Earth.



¹⁵ http://www.heritagecouncil.ie/fileadmin/user_upload/Publications/Archaeology/Irish_HLC_Guidelines.pdf (accessed 8.4.2015)

¹⁶ <http://www.un-documents.net/our-common-future.pdf> (accessed 8.4.15)

APPENDIX II

Membership of National Landscape Strategy Steering Group

Department of Arts, Heritage and the Gaeltacht (chair)
Department of Agriculture, Food and the Marine
Department of the Environment, Community and Local Government
Department of Transport, Tourism and Sport
Geological Survey Ireland
An Taisce
Coillte
County and City Managers Association
Dublin Institute of Technology
Fáilte Ireland
Farming Representatives
Heritage Council
Irish Landscape Institute
Landscape Alliance Ireland
Meath County Council
Teagasc
University College Dublin

APPENDIX III

SCREENING FOR STRATEGIC ENVIRONMENTAL ASSESSMENT AND APPROPRIATE ASSESSMENT

Screening Overview of the Strategy for SEA

Under the European Communities (Environmental Assessment of Certain Plans and Programmes) Regulations 2004 (S.I. 435 of 2004), all plans which are likely to have a significant effect on the environment must undergo screening to determine whether a Strategic Environmental Assessment (SEA) is required. "Screening" is the process for making a determination as to whether a particular plan, would be likely to have significant environmental effects, and would thus warrant SEA.

The text in italics after the paragraph titles refers to the headings and sub-headings in Schedule 2 of S.I.435 of 2004.¹⁷

1. What the Strategy does

(a) An outline of the contents and main objectives of the plan or programme, or modification to a plan or programme, and relationship with other relevant plans or programmes;

The National Landscape Strategy will be used to ensure compliance with the European Landscape Convention and to establish principles for protecting and enhancing the landscape while positively managing its change. It will provide a high level policy framework to achieve balance between the protection, management and planning of the landscape by way of supporting actions.

The Strategy has six core objectives with associated actions derived from the European Landscape Convention. The core objectives are to:

- recognise landscapes in law
- develop a National Landscape Character Assessment
- develop landscape policies
- increase landscape awareness
- identify education and training needs
- strengthen public participation

¹⁷ <http://www.irishstatutebook.ie/2004/en/si/0435.html> (accessed 8.4.2015)

There are nineteen associated actions in the Strategy - eighteen actions pertaining to each of these objectives noted above and consisting of four relating to planning, five dealing with public awareness, and the remaining on education and research. *The National Landscape Character Assessment* will be an important tool to provide the data and objective information required to evaluate its current state and underpin effective spatial planning and landscape-centred decision-making.

The primary role of planning authorities and the consultative roles of other bodies and persons in decision-making relating to landscape issues will continue to be governed by the provisions of the Planning and Development Acts 2000 - 2014. However, one of the objectives of the Strategy will be to assist in the achievement of *greater consistency* in decision making across the country when dealing with issues of landscape.

The National Landscape Strategy is a policy framework, to be led by the Department of Arts, Heritage and the Gaeltacht in collaboration with all key stakeholders, which will put in place measures at national, sectoral and local levels, together with civil society, to protect, manage and plan for the sustainable stewardship of our landscape.

2. The Issues that have given rise to the Strategy

(b) The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme, or modification to a plan or programme;

Ireland signed and ratified the Council of Europe's European Landscape Convention which came into effect on 1 March 2004. It obliges Ireland to implement policy changes and objectives concerning the protection and management of the landscape.

The Irish landscape with its multiple uses, ever-changing dynamics, constraints and expectations has been shaped by natural and human action. However the rate and extent of change has increased greatly. This has led, over the last few decades, to the introduction of policies and legislation that aim to protect, manage and plan the landscape for the common good.

The Strategy will inform and assist in the resolution of challenges arising from competing priorities in the landscape. An understanding of its composition and its dynamic interactive characteristics will assist in improving the decision making process.

3. The Distinctive Environmental Characteristics

(c) The environmental characteristics of areas likely to be significantly affected;

The European Landscape Convention defines landscape as “an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors.” As such it includes all landscapes, rural and urban, peri-urban and marine. It deals with every-day landscapes, degraded landscapes as well as those that can be considered outstanding, including the diverse natural and cultural resources which they contain.

The design of plans, policies and programmes initiated by the Strategy will be subject to SEA/AA where required, to describe in detail the environmental characteristics of the areas involved and to assess the likely significant effects on them.

4. Environmental Problems to be addressed in the Strategy

(d) Any existing environmental problems which are relevant to the plan or programme, or modification to a plan or programme, including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to the Birds Directive or the Habitats Directive;

The Strategy is a policy framework which will inform and assist in the resolution of challenges arising from competing priorities when dealing with the landscape. A National Landscape Character Assessment (LCA) will be a critical first step in mapping the character and diversity of Ireland’s landscapes which will ensure a consistency of approach to landscapes at local planning authority and agency levels, particularly for neighbouring planning authorities sharing the same landscape and agencies whose functions affect the character of many landscapes.

By establishing a National LCA, existing environmental challenges will be more readily identifiable to all authorities charged with landscape protection, management or planning.

5. Statutory Provisions to be addressed by the Strategy

- (e) *The environmental protection objectives, established at international, European Union or national level, which are relevant to the plan or programme, or modification to a plan or programme, and the way those objectives and any environmental considerations have been taken into account during its preparation;*

The Strategy is Ireland's way of meeting our obligations and delivering on the objectives of the Council of Europe's *European Landscape Convention*. It will also assist Ireland in complying with EU and national requirements to foster sustainable development and implementing EU environmental directives, and with the implementation of Irish policy initiatives and actions.

The primary role of planning authorities and the consultative roles of other bodies and persons in decision-making relating to landscape issues will continue to be governed by the provisions of the Planning and Development Acts 2000 - 2014.

6. How is the Strategy likely to affect the Environment?

- (f) *The likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors;*

The Strategy will not directly affect the environment due to the non-invasive nature of its actions. It contains objectives and actions to properly identify, assess and protect, manage and plan for the many aspects of the environment that comprise the landscape (most of which are named in (f) above), including their interrelationship.

The Strategy proposes a process of data collection, which is non-invasive – a National Landscape Character Assessment – to be presented on a national GIS platform. This will provide the data and qualitative information required to evaluate key significant effects on the environment and underpin effective spatial planning and landscape-centred decision making. The transboundary nature of the national LCA will also complement Northern Ireland's *Landscape Charter*.

7. Measures envisaged in the Strategy to prevent, reduce and offset significant adverse effects on the environment

(g) The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme, or modification to a plan or programme;

As this is a high level policy document with no direct intervention on the environment, no adverse effects on the environment are foreseen. Analysis by SEA of potential adverse effects arising from implementation of specific actions of the Strategy will be carried out, as required, when they are being designed.

The effects of plans or projects to be designed and implemented under the Strategy are intended to support environmental conservation objectives.

8. Why this Strategy?

(h) An outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information;

The National Landscape Strategy is an overarching strategy, with broad objectives set out as required by the European Landscape Convention. The selection of the actions to be taken to implement these objectives, the potential alternative actions, and the impact that they will give rise to cannot be fully described in advance of fully designing each action. At the relevant stage of implementation the assessment of alternative options will be carried out and, where required, be screened for SEA.



9. Implementation and Monitoring of Strategy

- (i) *A description of the measures envisaged concerning monitoring of the significant environmental effects of implementation of the plan or programme, or modification to a plan or programme;*

Shared responsibility between departments and agencies is required for the successful integration of the National Landscape Strategy into a broad range of policy areas. Each authority will be responsible for the application of the Strategy within its own area of competence. However, overarching responsibility to coordinate inter-departmental delivery of actions, monitoring and review will be the remit of the Minister for Arts, Heritage and the Gaeltacht.

10. Summary and Conclusion

- (j) *A non-technical summary of the information provided under the above headings;*

The National Landscape Strategy is Ireland's way of meeting our obligations and delivering on the objectives of the Council of Europe's *European Landscape Convention*. It is a policy framework, derived from the Convention, to be designed and implemented in an integrated fashion by government departments, public authorities and civil society. There are with six core, high level objectives with associated actions:

- To recognise landscapes in law
- To develop a National Landscape Character Assessment
- To develop landscape policies
- To increase landscape awareness
- To identify education and training needs
- To strengthen public participation

The Strategy's high level objectives will have no direct effect on the environment. Sectoral plans, policies and programmes which are designed or revised by the implementing departments and authorities will comply fully with the requirements of the SEA Directive. The remaining objectives and actions will require further consideration and detailed design. The Strategy has been, on these grounds, screened out for SEA.

Screening for Appropriate Assessment

Under the European Communities (Birds and Natural Habitats) Regulations 2011 (S.I. 477 of 2011),¹⁸ the impact of all plans or combination of plans on the Natura 2000 network of sites must undergo screening to determine whether an Appropriate Assessment (AA) is required. "Screening" is the process for making a determination as to whether a particular plan, or combination of plans, would be likely to have significant effects on the Natura 2000 network of sites, and would thus warrant AA.

The purpose of the National Landscape Strategy is to understand and promote the sustainable protection, management and planning of the Irish landscape, including the landscape as habitat. The Strategy is a policy framework which sets out high level objectives and actions to integrate and embed landscape considerations in all sectors which influence the landscape, and improve and enhance the quality of decision-making by those who have an impact on it. The first steps to achieve this purpose are identifying, describing and assessing the environmental resources that give the landscape its multi-dimensional character, and the forces that interact with it, including habitats. This requires the collection and compilation of data and information and the proper scientific analysis of that data in drawing conclusions and reaching decisions.

The objectives and actions will inform many plans, policies and programmes to be designed by government departments and public authorities which will require screening for AA in compliance, as applicable, with the Birds and Habitats Directives. However in view of the fact that the Strategy is set at a level at which there are no indirect or direct effects on the environment, and it is not feasible to identify effects that may arise through its implementation programme at this point, this Strategy has been screened out for Appropriate Assessment. Further consideration is required by relevant bodies to design and implement each objective and action, which will require screening for AA, throughout the implementation programme.

¹⁸ <http://www.irishstatutebook.ie/2011/en/si/0477.html> (accessed 8.4.2015)

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