

Local Development Plan | 2030

Draft Plan Strategy

Evidence Paper 7: Historic Environment

June 2019

Forward Planning Team

Antrim and Newtownabbey Borough Council
Planning Section
Mossley Mill
Newtownabbey
BT36 5QA

Tel: 0300 123 6677

Email: planning@antrimandnewtownabbey.gov.uk

Table of Contents

Executive Summary	4
1 Introduction.....	5
2 Legislative Context	6
3 Regional Policy Context.....	8
4 Local Policy Context.....	14
5 Preferred Options Paper	17
6 Soundness	17
7 Listed Buildings.....	17
8 Archaeological Remains - Sites and Monuments Record	19
9 Areas of Archaeological Potential	20
10 Industrial Heritage	22
11 Defence Heritage	22
12 Historic Maritime Wrecks	23
13 Historic Parks, Gardens and Demesnes	24
14 Conservation Areas	25
15 Areas of Townscape and Village Character	25
16 Key Findings	27

Executive Summary

- The Strategic Planning Policy Statement (SPPS) states that Local Development Plans (LDPs) should identify the main built and archaeological heritage features in the LDP area and bring forward appropriate policies and proposals for their protection, conservation and enhancement. They should also take into account the implications of their other local policies and proposals on all features of the archaeological and built heritage and their settings.
- Antrim and Newtownabbey has a rich historic environment which is comprised of a range of heritage assets which contribute greatly to the character and appearance of the Borough's settlements and countryside.
- The Borough's heritage assets can be viewed on the Department for Communities Historic Environment Map Viewer. <https://www.communities-ni.gov.uk/services/historic-environment-map-viewer>.
- There are in the region of 312 listed buildings within the Borough. Examples of these include Sentry Hill, the White House and Antrim Courthouse. A full list and further information on listed buildings, as well as other notable non-listed historic buildings is available at: <https://www.communities-ni.gov.uk/services/buildings-database>
- The Borough has the lowest number of historic 'Buildings at Risk' of all Council areas in Northern Ireland.
- There are 6 State Care and 101 Scheduled Monuments in the Borough, including Cranfield Church, Castle Lug and Ballyduff Rath, while many more unscheduled sites exist. These can be viewed at: <https://www.communities-ni.gov.uk/services/sites-and-monuments-record>
- There are no Areas of Significant Archaeological Interest and currently 2 Areas of Archaeological Potential within the Borough at Ballyclare and Ballyeaston, although it is anticipated that additional Areas of Archaeological Potential will be highlighted in the Local Policies Plan.
- The Borough has significant industrial heritage, primarily associated with its waterways, as well as defence heritage, primarily associated with the former wartime airfields, whilst the existence of Historic Maritime Shipwrecks is limited.
- The Borough is home to 4 Historic Parks, Gardens and Demesnes which are identified on the full register compiled by the Department for Communities, as well as 6 supplementary sites.
- There are 10 Areas of Townscape Character, 3 Areas of Village Character and 3 Conservation Areas in the Borough at Antrim, Randalstown and Merville Garden Village in Newtownabbey, each with their own supplementary planning guidance.

1 Introduction

- 1.1 This is one of a series of background papers and studies being presented as part of the evidence base to inform the preparation of the Antrim and Newtownabbey Local Development Plan 2030 (LDP). This paper draws together the evidence base used in relation to the topic of the Historic Environment. The evidence in this paper was collated at a point in time and may be subject to further updates. Evidence papers should be read collectively.
- 1.2 In line with Departmental guidance, the Council has updated its evidence base to inform the next stage of the LDP known as the Plan Strategy. This paper updates the 'Shaping Our Environment' baseline evidence paper, as it relates to the built heritage, which accompanied the Preferred Options Paper (POP) published in January 2017.
- 1.3 It should be noted that the evidence base collected to inform the draft Plan Strategy also forms the basis for additional assessments and appraisals required as part of the LDP preparation process, most notably the Sustainability Appraisal (SA).
- 1.4 Furthermore, this paper forms part of the Council's Countryside Assessment which includes the four related strands:
 - A Settlement Evaluation (*Evidence Paper 2*);
 - A Landscape Character Assessment (*Evidence Paper 16*);
 - An Environmental Assets Appraisal (*Evidence Paper 7 and 17*); and
 - A Rural Development Pressure Analysis (*Evidence Paper 18*).
- 1.5 This paper provides an overview of the historic environment across the Borough, which is comprised of a range of heritage assets. It also provides a background to the historic environment statutory and policy framework for preparing LDPs.
- 1.6 Antrim and Newtownabbey Council area, has a rich heritage which is to be valued and protected. The historic environment forms an important part of the character and appearance of the Borough's towns, villages, small settlements and countryside. It is also part of the Borough's culture and can contribute to the enhancement of quality of life. The historic environment has the potential to benefit the Borough's economy in terms of boosting the tourism sector and regeneration. It can also contribute to the development of a unique sense of place.
- 1.7 Heritage assets can take many forms including tombs, forts, castles, churches, townhouses, farmhouses, grand and vernacular architecture, and parkland. It is important that the Council recognises and protects the special architectural and historical features of these elements of the Borough's landscape.

2 Legislative Context

The Planning Act (Northern Ireland) 2011

- 2.1 The Planning Act (Northern Ireland) 2011 (hereafter referred to as the 2011 Act) is the principal planning legislation in Northern Ireland, which underpins the reformed two-tier planning system that commenced on 1 April 2015. It introduced the plan-led system, where the LDP is the primary consideration for decision making on all new development schemes and proposals will be required to accord with its provisions unless, exceptionally other material considerations indicate otherwise.
- 2.2 Under the new Planning System introduced in 2015, the LDP will comprise of two documents, a Plan Strategy and a Local Policies Plan that will be prepared in sequence. It also requires the LDP to be subject to a Sustainability Appraisal.

The Planning (Local Development Plan) Regulations (Northern Ireland) 2015

- 2.3 These Regulations set out the sequence in which the Council's new LDP is to be prepared and provides detail on the content and procedure of each stage in the LDP preparation process and independent examination.

The Planning (Statement of Community Involvement) Regulations (Northern Ireland) 2015

- 2.4 These Regulations set out the sequence in which the Council's Statement of Community Involvement (SCI) is to be prepared and provides detail on the content and procedures required. The Council published its SCI in January 2016 the purpose of which is to define how the Council will engage with the community in the delivery of the LDP. It is set within the context of the Council's Corporate Plan and meets the requirements of the 2011 Act.

Northern Ireland (Miscellaneous Provisions) Act 2006

- 2.5 Section 25 of the Northern Ireland (Miscellaneous Provisions) Act 2006 requires all Northern Ireland Departments and Councils, in exercising their functions, to act in the way they consider best calculated to contribute to the achievement of sustainable development. Section 5 of the 2011 Act copper-fastens this duty by requiring those who exercise any function in relation to LDPs to do so with the objective of furthering sustainable development.

Local Government Act (Northern Ireland) 2014

- 2.6 The Local Government Act (Northern Ireland) 2014 introduced a statutory link between a Council's Community Plan and LDP, and requests that the preparation of the LDP must take account of the Community Plan.

Section 75 of the Northern Ireland Act 1998

- 2.7 The Council has a statutory duty under Section 75 of the Northern Ireland Act 1998 as a public authority, in carrying out its functions relating to Northern Ireland, to have due regard to the need to promote equality of opportunity between the nine equality categories of persons of different religious belief, political opinion, racial group, age, marital status or sexual orientation; men

and women generally; persons with a disability and persons without; and persons with dependants and persons without.

- 2.8 Council has engaged and will continue to engage with Section 75 groups throughout the LDP process, adhering to the Council's SCI.

Rural Needs Act (Northern Ireland) 2016

- 2.9 The Rural Needs Act (Northern Ireland) 2016 provides a statutory duty on public authorities to have due regard to rural needs when developing, adopting, implementing or revising policies, strategies and plans, and when designing and delivering public services and came into effect for Councils in June 2017.
- 2.10 Rural needs is an ongoing and integral component of the Council's LDP.

The Environmental Assessment of Plans and Programmes Regulations (Northern Ireland) 2004

- 2.11 It is a statutory requirement that all plans and programmes that are likely to have a significant environmental effect must be subject to a Strategic Environmental Assessment (SEA). The European Union Directive '2001/42/EC' states that an SEA is mandatory and was transposed into local legislation in the form of The Environmental Assessment of Plans and Programmes Regulations (Northern Ireland) 2004 (the EAPP (NI) Regulations). The objective of the SEA directive is to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the Council's LDP, with the view to promoting sustainable development.
- 2.12 The SEA is an ongoing process and must be carried out in conjunction with, and integrated into the LDP process. Under the provisions of the SEA Directive and the Regulations, an environmental report is published with the LDP document.

The Conservation (Natural Habitats, etc.) Regulations (Northern Ireland) 1995

- 2.13 The LDP is required to consider its impact on the integrity of Natura 2000 sites (these comprise Special Areas of Conservation, Special Protection Areas and RAMSAR Sites) and will be subject to a Habitats Regulation Assessment (HRA). Similar to the SEA the HRA is an on-going process, which will take place at key stages during the preparation of the LDP. The Regulations contribute to transposing the requirements of the EC Habitats and Birds Directives.

3 Regional Policy Context

Draft Programme for Government Framework 2016-2021

- 3.1 The key aim of the draft Programme for Government (PfG) is to grow a sustainable economy through investing in the future, tackling disadvantage, improving health and wellbeing, protecting the people and the environment, building a strong and shared community and delivering high quality services.
- 3.2 The delivery of many of the strategic outcomes will be the responsibility of central government, however, the LDP will play a supporting role in helping to deliver many of these. Particularly relevant are Outcome 2, 'We Live and Work Sustainably, Protecting the Environment', and Outcome 12, 'We Have Created a Place Where People Want to Live and Work, to Visit and Invest'.

Sustainable Development Strategy Northern Ireland 2010

- 3.3 One of the key principles outlined in the Everyone's Involved - Sustainable Development Strategy (SDS) relates to 'Living within Environmental Limits'. This promotes the need to protect and improve the environment with emphasis on the limits of the planet's environment, resources and biodiversity and to ensure that finite resources are protected for future generations. One of the key priority areas relates to 'striking an appropriate balance between the responsible use and protection of natural resources in support of a better quality of life and a better quality environment'. This promotes sustainable land and marine management, better planning and management of development in ways which are sustainable and which contribute to creating a better environment.

Regional Development Strategy 2035

- 3.4 The Regional Development Strategy 2035 (RDS) aims to protect and enhance the environment for current and future generations. It recognises that Northern Ireland's environment is one of its greatest assets which has benefits in terms of the economy and quality of life. The built heritage of the region is viewed as a key tourism and recreational asset as well as contributing to a sense of place and history as well as the economy. It is important to identify, protect and conserve the built heritage, including archaeological sites, monuments and historic buildings. Additionally, it is important to identify, protect and conserve the character and historic environment assets within cities, towns and villages.
- 3.5 Within the RDS, historic environmental issues are acknowledged in the following regional guidance:
 - Regional Guidance 4 seeks to - Promote a sustainable approach to the provision of tourism infrastructure – Promote a balanced approach that safeguards tourism infrastructure while benefitting society and the economy. It is possible to create and/or maintain a feeling of being somewhere unique with quality natural assets, interesting architecture and built heritage and a sense of place;

- Regional Guidance 7 seeks to - support urban and rural renaissance - which can include the reuse of both Listed Buildings and of locally important buildings, particularly the reuse of vernacular buildings and industrial heritage buildings/structures; and
- Regional Guidance 11 seeks to - conserve, protect and where possible, enhance the built heritage and natural environment - identify, protect and conserve the built heritage, including archaeological sites, monuments and historic buildings - Identify, protect and conserve the character and built heritage assets within cities towns and villages - maintain the integrity of built heritage assets including historic landscapes.

Regional Transportation Strategy for Northern Ireland 2002-2012

- 3.6 The Regional Transport Strategy (RTS) for Northern Ireland 2002-2012 identifies strategic transportation investment priorities and considers potential funding sources and affordability of planned initiatives over the strategy period. The RTS is a 'daughter document' of the Regional Development Strategy for Northern Ireland 2035, which sets out the spatial development framework for Northern Ireland up to 2035.
- 3.7 This Strategy was supported by three initiatives namely Belfast Metropolitan Transport Plan 2004, Regional Strategic Transport Network Transport Plan 2015 and the Sub-Regional Transport Plan 2007.

Belfast Metropolitan Transport Plan 2004

- 3.8 The Belfast Metropolitan Transport Plan (BMTP) 2004 is the local transport plan for the Belfast Metropolitan Area (BMA) including Metropolitan Newtownabbey. This plan delivered a phased and costed implementation programme of transport schemes to 2015. This plan took forward the strategic initiatives of the RTS 2002-2012.

Regional Strategic Transport Network Transport Plan 2015 (2005)

- 3.9 The former Department for Regional Development (DRD), now the Department for Infrastructure (DfI) prepared the Regional Strategic Transport Network Transport Plan (RSTN TP) 2015. The Plan is based on the guidance set out in the RDS 2035 and the RTS 2002-2012. The Plan presents a range of multi-modal transport initiatives to manage, maintain and develop Northern Ireland's Strategic Transport Network. The Regional Strategic Transport Network of Northern Ireland comprises the complete rail network, five Key Transport Corridors (KTCs), four Link Corridors, the Belfast Metropolitan Transport Corridors and the remainder of the trunk road network.

Sub-Regional Transport Plan 2007

- 3.10 The Sub-Regional Transport Plan (SRTP) 2007 covers Antrim and takes forward the strategic initiatives of the Regional Transportation Strategy (RTS) for Northern Ireland 2002-2012. The SRTP deals with the transport needs of the whole of Northern Ireland with the exception of the BMA and the rail and trunk road networks, which are covered, in the BMA and RSTN TP.

Ensuring a Sustainable Transport Future – ‘A New Approach to Regional Transportation’ 2011

- 3.11 Ensuring a Sustainable Transport Future (ESTF) was developed to build on the RTS for Northern Ireland 2002-2012 and to refocus and rebalance the investment in the future. Unlike the 2002 Strategy, Ensuring a Sustainable Transport Future (ESTF) does not include details of schemes or projects. Rather, the Department has set three High Level Aims for transportation along with twelve supporting Strategic Objectives, covering the economy, society and the environment. The ESTF complements the RDS 2035 and contains high-level aims and strategic objectives to support the growth of the economy, enhance the quality of life for all and reduce the environmental impact of transport. It sets out the approach to regional transportation and is used to guide strategic investment decisions beyond 2015. Work is progressing on the implementation of the ESTF and the Council will ensure that any future transportation projects affecting the Borough are appropriately reflected in the LDP.

Forthcoming Transport Plans

- 3.12 The Department for Infrastructure is currently preparing new Transport Plans which will cover the Borough. This includes a new Regional Strategic Transport Network Plan for all of Northern Ireland and a new Belfast Metropolitan Transport Plan which will cover Belfast City Council, Lisburn and Castlereagh City Council, Ards and North Down Borough Council and Mid and East Antrim Borough Council as well as Antrim and Newtownabbey Borough Council. Antrim and Newtownabbey Borough Council is represented on the Project Boards for both plans along with other Councils.
- 3.13 As part of the preparation for the Belfast Metropolitan Transport Plan, the Department is preparing a Transport Study for the greater Belfast area and the Council has taken the emerging study into consideration in the preparation of its draft Plan Strategy. Work will also continue to bring forward the next stage of the LDP, the Local Policies Plan, alongside the Department's Transport Plans.
- 3.14 Further information on the Transport Study and Transport Plans is available on the Department of Infrastructure's website <https://www.infrastructure-ni.gov.uk/>.

Sustainable Water – A Long-Term Water Strategy for Northern Ireland 2015-2040

- 3.15 'Sustainable Water – A Long-Term Water Strategy for Northern Ireland (2015-2040)' sets out a range of initiatives to deliver the Executive's long term goal of a sustainable water sector in Northern Ireland. The Strategy recognises how planning can impact on flood risk and water quality and aims to ensure that existing water and sewerage infrastructure and investment proposals inform future planning decisions and the preparation of LDPs.
- 3.16 The Strategy sets out a number of matters that the Council's new LDP will need to take into account which are summarised below:
- Ensuring planning decisions are informed by up to date information on the risk from all significant sources of flooding;

- Prevention of inappropriate development in high flood risk areas and ensuring that future development does not increase flood risk;
- Exceptional development within high flood risk areas must make provision for adequate mitigation measures;
- Ensure surface water drainage is adequately addressed; and
- Planning policy should promote sustainable water and sewerage services by making appropriate space for water and sewerage infrastructure including sustainable drainage systems.

Strategic Planning Policy Statement 2015

3.17 The SDS and RDS are supported in their application by the policy direction of the Strategic Planning Policy Statement (SPPS), with 'Preserving and Improving the Built and Natural Environment' identified as one of its core planning principles. The SPPS states:

'Our region has a rich and diverse archaeological and built heritage as well as a distinctive and beautiful landscape. It also plays a critical role in supporting the local economy, and must continue to do so through sustainable economic development activity. The quality of our local environment can also influence our health and well-being, and help tackle social deprivation.'

3.18 The SPPS identifies that the built environment is a key aspect of the wider objective of furthering sustainable development, which Councils should take into account when preparing LDPs. As well the core planning principle outlined above, the SPPS also includes the following regional strategic objectives:

- Secure the protection, conservation and, where possible, the enhancement of the built and archaeological heritage;
- Promote sustainable development and environmental stewardship with regard to the built and archaeological heritage; and
- Deliver economic and community benefit through conservation that facilitates productive use of built heritage assets and opportunities for investment, whilst safeguarding their historic or architectural integrity.

3.19 The SPPS also identifies a number of quite specific strategic policy directions in relation to built heritage which a Council must take into account in the preparation of its LDP.

3.20 The SPPS states that LDPs should identify the main built and archaeological heritage features in the LDP area where they exist and bring forward appropriate policies and proposals for their protection, conservation and enhancement. It should also take into account the implications of its other local policies and proposals on all features of the archaeological and built heritage and their settings:

- **World heritage sites** –there are none in the Council area.
- **Archaeological sites and monuments** – monuments in state care and scheduled monuments and all other sites and monuments. LDPs should

designate Areas of Significant Archaeological Interest (ASAs). Local policies and proposals for the protection of the overall character and integrity of these distinctive areas should be included in LDPs where relevant. LDPs should also highlight for developers those areas within settlement limits where on the basis of current knowledge, it is likely that archaeological remains will be encountered. These areas are called 'areas of archaeological potential'.

- **Listed buildings** – whilst it may be impractical for the LDP to identify all current listed buildings within the area, it may be appropriate to highlight particular buildings and their settings which are integral to the character and inform broader heritage decisions. These include within Areas of Townscape Character or LLPAs designations.
- **Historic Parks, Gardens and Demesnes (HPAGs)** – LDPs should identify HPAGs from the list and supplementary list and bring forward local policies and proposals for the protection of the overall character and integrity of these distinctive areas, in consultation with the Department for Communities (DfC).
- **Conservation Areas (CAs)** – LDPs should identify existing CAs in the LDP and may bring forward local policies for their protection and enhancement. New CAs may be designated by the Council or Department for Communities (DfC). Any alteration or variation of existing CAs can only undertaken by the body responsible for its original designation.
- **Areas of Townscape Character (ATCs)** – LDPs should identify and define ATCs of unique identity that do not warrant CA status. Local policies and proposals and guidance for such areas should be included in the LDP or where appropriate, supplementary planning guidance.
- **Non-designated heritage assets** – these are unlisted vernacular buildings or historic buildings of local interest which the Council deems important to its heritage due to their local architectural or historical importance. Whilst not a legislative requirement, Councils may wish to bring forward bespoke policies for such buildings. It is envisaged that LDPs are the vehicle for this and to give the identified buildings protection, the potential exists for Article 4 directions to be issued to remove permitted development rights from such buildings.

Other Planning Policy

3.21 Current operational planning policy, in relation to aspects of the historic environment is primarily included within the following Planning Policy Statements (PPSs):

- PPS 6 Planning Archaeology and the Built Heritage and Addendum to PPS 6 Areas of Townscape Character;
- PPS 7 Quality Residential Environments;
- PPS 21 Sustainable Development in the Countryside; and
- PPS 23 Enabling Development for the Conservation of Significant Places.

- 3.22 These PPSs, as well as the SPPS, have been taken into consideration in the formulation of the detailed development management policies, which are contained within the draft Plan Strategy document.

Departmental Guidance

- 3.23 The LDP has been prepared taking account of Departmental policy and guidance, which is available by contacting the Department for Infrastructure.
- 3.24 The Development Plan Practice Note 7 'The Plan Strategy' published in 2015, guides officers and relevant users through the key requirements for the preparation of the Plan Strategy and deals primarily with procedures as well as good practice.
- 3.25 The supplementary planning guidance 'Creating Places - Achieving Quality in Residential Development' (2000) has been the principal guide for use by prospective developers in the design of all new housing areas. It identifies understanding built heritage as a key consideration and the characteristics of the site should be analysed to ensure that the development will respect the history of the site, and appropriately protect and integrate features of the archaeological and built heritage.
- 3.26 The supplementary planning guidance 'Living Places: An Urban Stewardship and Design Guide for Northern Ireland' (September 2014) is a key reference point for formulating LDPs and states:
- 'The built heritage of our places is a precious asset to be understood and integrated where possible. Buildings, structures or landscapes of cultural or architectural importance may be afforded official protection through the listing process. However, others may not have such protection but still be of immense value to the underlying character and culture of a place. Harnessing such assets can contribute greatly to the unique identity and character of a particular place'.*
- 3.27 DfC, Historic Environment Division (HED) also publishes important guidance documents in relation to the historic environment. A key document in the consideration of planning applications is 'Guidance on Setting and the Historic Environment'. It is anticipated that in the future HED, as well as other bodies, will bring forward further guidance.

Other Strategies/Conventions

- 3.28 The Granada Convention (1985), Article 10 states the protection of architectural heritage as an essential town and country planning objective and ensures that this requirement is taken into account at all stages in the LDP process, as well as in the procedures for authorising work.
- 3.29 The Valletta Convention (1992), Article 5 seeks the integrated conservation of archaeological heritage through its consideration in the preparation of LDPs and the creation of planning policies designed to ensure well balanced strategies for the protection, conservation and enhancement of sites of

archaeological interest; and highlights the need to devise plans to avoid adverse impact.

- 3.30 The Granada Convention (1985) and the Valletta Convention (1992) ensure consideration is given to the conservation of archaeological heritage and resources.

4 Local Policy Context

Legacy Development Plans

- 4.1 The following is a list of the legacy development plans that apply to the Borough:
- Antrim Area Plan 1984-2001 and its alterations (AAP);
 - Belfast Urban Area Plan 2001 (BUAP) ;
 - Carrickfergus Area Plan 2001¹ (CAP);
 - Draft Newtownabbey Area Plan 2005 (dNAP); and
 - Draft Belfast Metropolitan Area Plan 2015 (dBMAP).
- 4.2 It should be noted that the Belfast Metropolitan Area Plan adopted in September 2014 was subsequently quashed as a result of a judgement of the Court of Appeal delivered in May 2017. As a consequence, the BUAP is now the statutory development plan for the Metropolitan Newtownabbey area of the Borough, with dBMAP remaining a material consideration.

Community Plan – Love Living Here 2017

- 4.3 The Council's Community Plan, 'Love Living Here', sets out a shared vision and agreed outcomes for the area up to 2030. The successful implementation of the Community Plan will be marked by a demonstrable improvement in how services are delivered across the Borough and the quality of life its citizens experience. As such the Community Plan is an important document and has been taken into account in the preparation of the Council's LDP.
- 4.4 The Community Plan sets out four outcomes which are as follows:
- Our citizens enjoy good health and wellbeing;
 - Our citizens live in connected, safe, clean and vibrant places;
 - Our citizens benefit from economic prosperity; and
 - Our citizens achieve their full potential.
- 4.5 It also sets out one wildly important goal namely that the Borough's vulnerable people are supported.

¹ Insofar as it relates to that part of the legacy Carrickfergus Borough Council area at Greenisland that transferred to Antrim and Newtownabbey Borough in 2015 under Review of Public Administration (RPA).

Corporate Plan – Our Borough Your Vision 2019-2030

- 4.6 The Council's Corporate Plan sets out a vision for the Borough and identifies what it needs to do between now and 2030 to achieve this. The Vision for the Borough up to 2030 is defined as,

'A progressive, smart and prosperous Borough. Inspired by our people; Driven by ambition.'

- 4.7 The Corporate Plan sets out a number of objectives in relation to Place, People and Prosperity. The LDP has a key role to play under the objective of 'place' and the Corporate Plan states:

'We will have succeeded if: People take pride in their surroundings. People feel safe. Our environment, natural habitats and built heritage are protected and enhanced. We have vibrant and welcoming towns, villages, neighbourhoods, and rural areas. We have an efficient planning process that promotes positive development and sustainable growth.'

Council Masterplans/Village Plans

- 4.8 Through the Village Renewal Scheme as supported by the Rural Development Programme 2014-2020 the Council benefited from funding to devise and update plans for the development of villages in the Borough. Whilst these plans are non-statutory, they have been prepared in close conjunction with local residents and identify a range of potential projects to improve the settlements. These range from short term goals to long-term aspirations. The village plans alongside the masterplans relating to the Borough will be considered in the preparation of the LDP where relevant.

Cross Boundary Policy Context

- 4.9 In considering the local policy context, it is important to note that the Borough does not sit in isolation. Accordingly, it will be important to take account of neighbouring local authorities comprising: Belfast City Council; Lisburn and Castlereagh City Council; Armagh, Banbridge and Craigavon Borough Council; Mid Ulster District Council and Mid and East Antrim Borough Council.
- 4.10 Neighbouring Council's Preferred Options Papers (POPs), supporting evidence base and draft Plan Strategies have been taken account of, as these are regarded as the main cross boundary documents to be considered in addition to regional guidance.
- 4.11 Table 1 indicates each Council's position in relation to the historic environment as set out in their POP and draft Plan Strategy documents.

Table 1: Neighbouring Council Position

Council	Document
Armagh City, Banbridge and Craigavon Borough Council (ABBCBC)	POP document states that one of the overarching principles is 'Managing and Protecting our Built and Natural Environment.' The preferred option is in line with existing policy with regards to protecting, conserving and enhancing built heritage and archaeological assets within the Borough; and review existing areas / designations and identify new areas / designations as appropriate.
Belfast City Council (BCC)	Draft Plan Strategy includes a range of policies which seek to 'Preserve, maintain and where possible enhance the city's historic environment through its ongoing preservation and control to ensure that development responds and is sympathetic to its character; Manage change in such a way that preserves, maintains and where possible enhances the city's historic environment for the enjoyment of current and future generations of the city's inhabitants; To improve the quality and contextual appropriateness of development affecting the city's heritage assets consistent with the overall aim of promoting local distinctiveness, whilst ensuring the ongoing productive use of these assets; and promotion of the tourism value of the city's unique heritage and historic environment.'
Lisburn and Castlereagh City Council (LCCC)	POP document identifies the preferred option to 'Retain the existing policy-led approach with regards to the protection and enhancement of Built Heritage Assets but in addition provide opportunity to identify potential new Conservation Areas, Areas of Townscape Character or Areas of Village Character throughout the Council area.' LCCC is currently working towards publication of its draft Plan Strategy publication.
Mid and East Antrim Borough Council (MEABC)	<p>POP document includes preferred options for a range of issues.</p> <p>'Retain the current operational policies as set out in BH 1 of PPS 6, and provide increased policy protection to safeguard our archaeological sites and remains (and their settings) from harmful development through the designation of Specific Areas of Constraint (with regard to specific types of development) within, or adjacent to, existing or proposed Areas of Significant Archaeological Interest'.</p> <p>'Carefully manage change by introducing additional regulation through the implementation of Article 4 Directions to remove certain permitted development rights within areas which have been identified as still retaining their local character and distinctiveness'.</p> <p>'Establish a criteria based approach with Historic Environment Division for identifying non-designated heritage assets within the Borough that will be used to create a Local Heritage List. Provide the strategic policy framework to enable the designation and retention of locally significant heritage assets through the LDP.'</p> <p>MEABC is currently working towards publication of its draft Plan Strategy publication.</p>

Mid Ulster District Council (MUDC)	The draft Plan Strategy includes a range of detailed planning policies with the aim 'to protect, conserve and enhance their historic environment by sustainably managing change and facilitating appropriate and sensitive heritage-led regeneration, tourism and development plan and tailored heritage design guidance.'
------------------------------------	--

- 4.12 The Council has responded to neighbouring Council's POPs and LDP documents as they are published. In addition, the Council is also represented on a number of working groups and project boards to discuss cross boundary issues. This includes the Metropolitan Area Spatial Working Group and the Belfast Metropolitan Plan Project Board.
- 4.13 In consideration of neighbouring Council's documents as well as regional policy, it is the opinion of the Council that it's draft Plan Strategy is sound and is not in conflict with neighbouring Council's emerging LDPs.

5 Preferred Options Paper

- 5.1 The Council's Preferred Options Paper (POP) published in 2017 was the first formal stage in the preparation of the LDP for the Borough. It was designed to promote debate in relation to key strategic planning issues arising in the area. The POP set out a range of strategic options in relation to how and where development should be located within the Borough. It included options for the Borough's settlements, centres, employment land and housing locations, as well as a number of other key planning issues.
- 5.2 In addition, the Council asked the public for their views on a range of planning topics and issues. A total of 148 representations were received which were considered during the development of the draft Plan Strategy document and, where relevant, these will also be considered during the preparation of the Local Policies Plan. Details are set out in the Council's published 'Preferred Options Paper Public Consultation Report 2019'.

6 Soundness

- 6.1 The LDP is prepared to meet the tests of soundness as set out in the Department for Infrastructure's Development Plan Practice Note 6: Soundness (Version 2, May 2017).

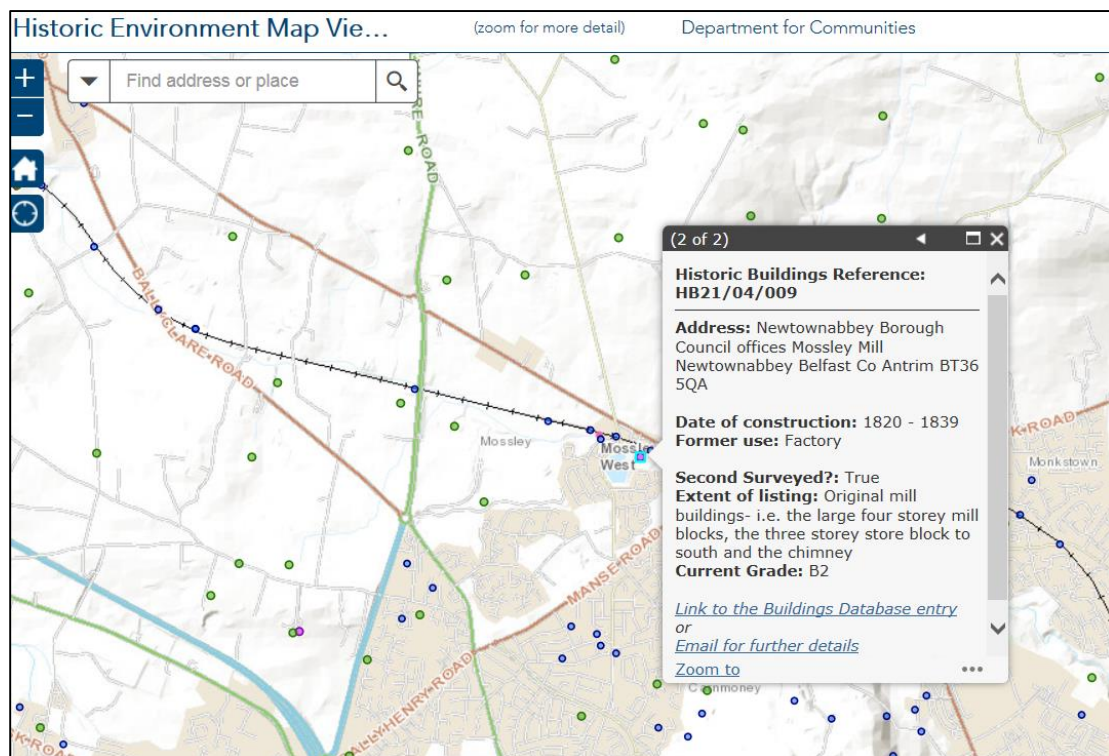
7 Listed Buildings

- 7.1 Listed Buildings are identified on a list maintained by the Department for Communities (DfC), as being of special architectural or historical importance, rather than designated through the LDP process. The process of listing and reviewing is ongoing and is not a requirement to show them all within the LDP.

Specific reference to the location of Listed Building within the LDP is however important, where they form important elements of Local Landscape Policy Areas or Area of Townscape Character (ATC) designations.

- 7.2 Consequently, in-depth analysis of the location of Listed Buildings and their contribution to such designations will be considered as part of the work in advance of the forthcoming Local Policies Plan.
- 7.3 There are over 300 Listed Buildings located within the Borough, examples range from the grand Clothworthy House, to remnants of the industrial past, such as Patterson's Spade Mill. A full list and further information relating to Listed Buildings, as well as other notable non-listed historic buildings is available at <https://www.communities-ni.gov.uk/services/buildings-database>. The location of Listed Buildings (as well as the other aspects of the historic environment) can also be viewed on the interactive Historic Environment Map Viewer. <https://www.communities-ni.gov.uk/services/historic-environment-map-viewer>. An example of the map and information available is shown in Figure 1.

Figure 1: Example of Historic Environment Map Viewer



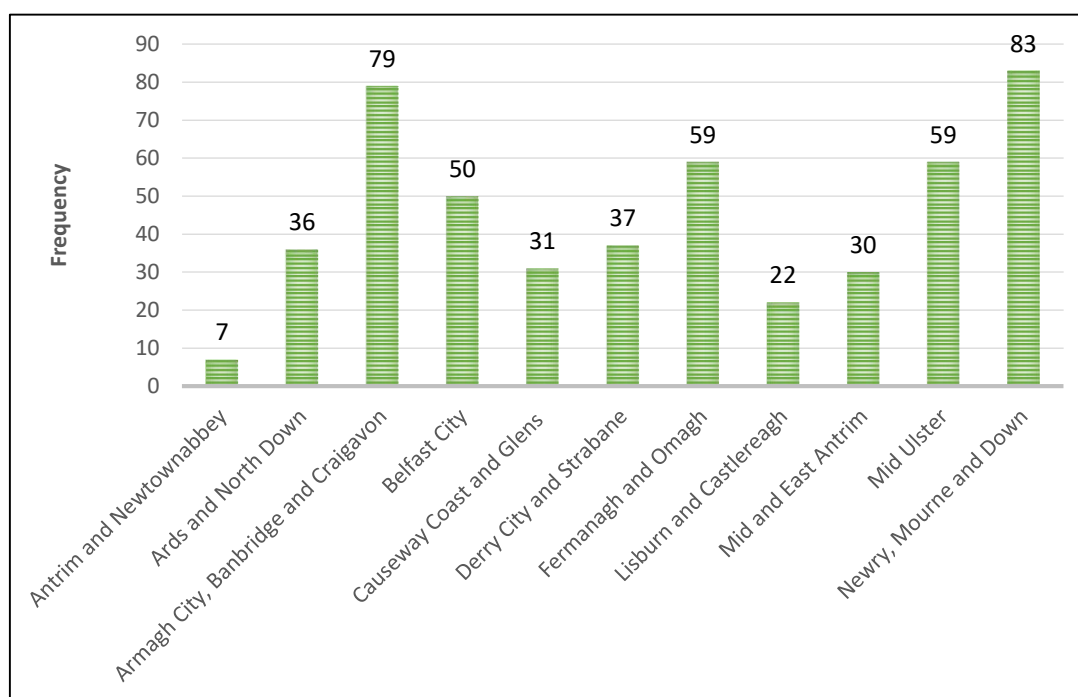
Source: Historic Environment Map Viewer, Dept. for Communities

- 7.4 Ulster Architecture and Heritage Society in conjunction with the Department for Communities, compiles a list of buildings considered to be at risk in Northern Ireland (the BHARNI register). These are buildings and monuments of architectural and historic interest whose future are deemed threatened and may be suitable for restoration and repair. While these are not exclusively Listed Buildings, the vast majority are.

7.5 Figures for the Borough would suggest that there are a relatively low number of buildings considered to be at risk, with seven in total. This compares favourably with other Council areas in the rest of Northern Ireland, as highlighted in Figure 2. Those buildings considered to be at risk in the Borough are:

- 1 New Street, Randalstown, County Antrim;
- Church of the Sacred Heart, Staffordstown Road, Toomebridge;
- Protestant Hall, 19 Railway Street, Antrim;
- Iron footbridge, over the Six Mile Water, south-east of Muckamore Bridge, adjacent to Seven Mile Straight Muckamore Antrim;
- Ben Neagh, 11 Crumlin Road, Crumlin;
- Monkstown Abbey; and
- Abbey House, Whiteabbey Hospital, Newtownabbey.

Figure 2: Numbers of Buildings at Risk by Council Area.



8 Archaeological Remains - Sites and Monuments Record

8.1 The modern landscape of Northern Ireland is one that has been changed by humanity over thousands of years, resulting in distinctly datable archaeological remains. These can take the form of distinctive landmarks, while others are barely visible to the untrained eye or exist beneath ground. They can include dwellings, defences, workplaces and sites for ritual, worship or burial.

8.2 The Historic Monuments and Archaeological Objects (Northern Ireland) Order 1995 provides protection for archaeological sites and monuments. State Care sites and monuments are protected and managed as a public asset by central

government, and cover all periods of human settlement within Northern Ireland. All are presented for public access, education and enjoyment with some sites having staffed visitor facilities and may have entrance charges.

8.3 Within the Borough there are 6 State Care Monuments that are maintained for both public amenity and conservation at:

- Cranfield Church - Medieval church, graveyard, holy well, cross and penal site;
- Springfarm Rath - Circular earthen mound;
- Antrim Round Tower – early Christian monastic site, round tower and possible medieval church;
- Ballywee Enclosed Farmstead – early Christian settlement and souterrains;
- Muckamore Priory – Medieval Augustinian Priory; and
- Castle Lug – medieval tower house.

8.4 There are currently 101 Scheduled sites within the Borough, which can be viewed on the interactive Historic Environment Map Viewer. Examples of these include a Premonstratensian Abbey at Whiteabbey, a motte at War Memorial Park, Ballyclare, a Tower House and Bawn at Toome and a motte at Donegore.

8.5 Many more exist and continue to be discovered through archaeological work, during development operations or through agricultural activity. There are also many more known archaeological sites which are important, yet remain un-scheduled. A full list is available to view at <https://www.communities-ni.gov.uk/services/sites-and-monuments-record>.

9 Areas of Archaeological Potential

9.1 Areas of Significant Archaeological Interest are particularly distinctive areas of the historic landscape with clear archaeological value, potentially associated with individual and related sites and monuments. They may also be distinguished by their landscape character and topography and will be designated through the LDP in consultation with the Historic Monuments Council. At present there are no Areas of Significant Archaeological Interest located within the Borough.

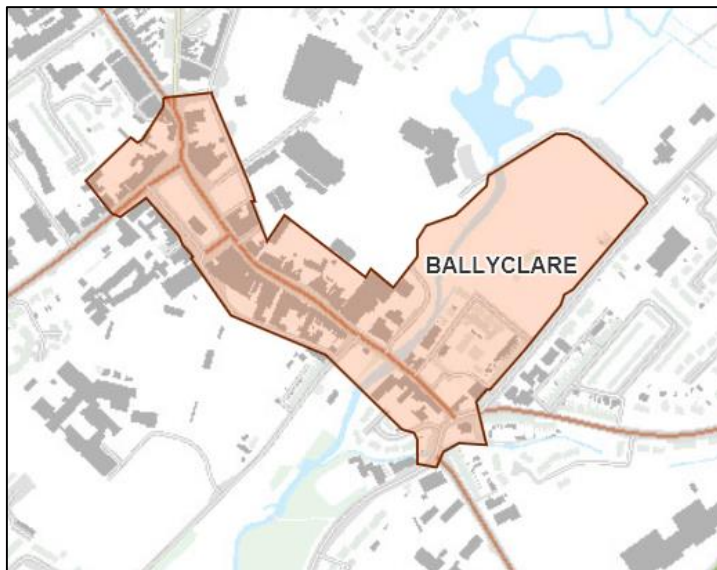
9.2 Areas of Archaeological Potential highlight to developers where, within settlement limits, on the basis of current knowledge, it is *likely* that archaeological remains will be encountered in the course of continuing development and change. Developers are advised to liaise with the Department for Communities (DfC) before submitting any development proposals within these areas.

9.3 Currently there are 2 Areas of Archaeological Potential designated through BMAP (2014 version) within the Borough at:

- Ballyclare (11.6ha, Figure 3); and
- Ballyeaston (3.6ha, Figure 4).

9.4 The legacy Antrim Area Plan does not indicate any Areas of Archaeological Potential given the age of the development plan. Within the forthcoming Local Policies Plan in consultation with the Historic Monuments Council and DfC, it is likely that additional Areas of Archaeological Potential will be highlighted within the Borough.

Figure 3: Ballyclare Area of Archaeological Potential



Source: Historic Environment Map Viewer, Dept. for Communities

Figure 4: Ballyeaston Area of Archaeological Potential

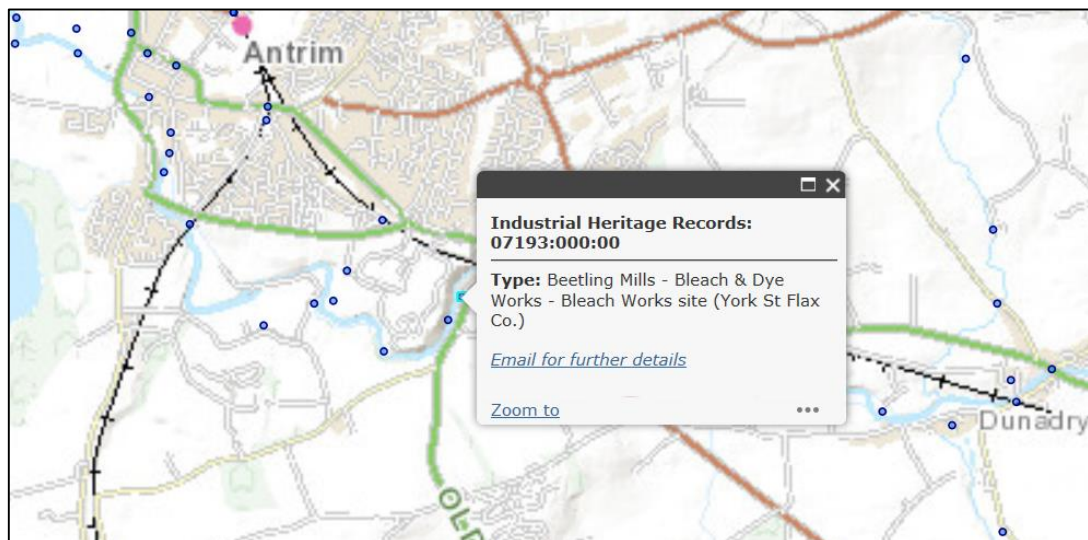


Source: Historic Environment Map Viewer, Dept. for Communities

10 Industrial Heritage

- 10.1 The Borough contains a wealth of remains from the industrial past which are reminders of the economic, as well as the social development of the area. Industrial heritage can range from the small scale, local enterprises like beetling and corn mills which are barely visible in today's landscape to the large scale, multi-storey mill complexes which are still highly evident today. These industrial heritage sites throughout the Borough can be viewed on the Historic Environment Map Viewer, an extract of which is shown in Figure 5.
- 10.2 Many of the most important industrial heritage sites have been identified for special protection as Scheduled monuments or Listed Buildings, for example Patterson's Spade Mill and Mossley Mill, however there are many others which do not have any regional designation and therefore protection. It is however considered that such sites can be of local importance to the Borough.

Figure 5: Example of Industrial Heritage Sites



Source: Historic Environment Map Viewer, Dept. for Communities

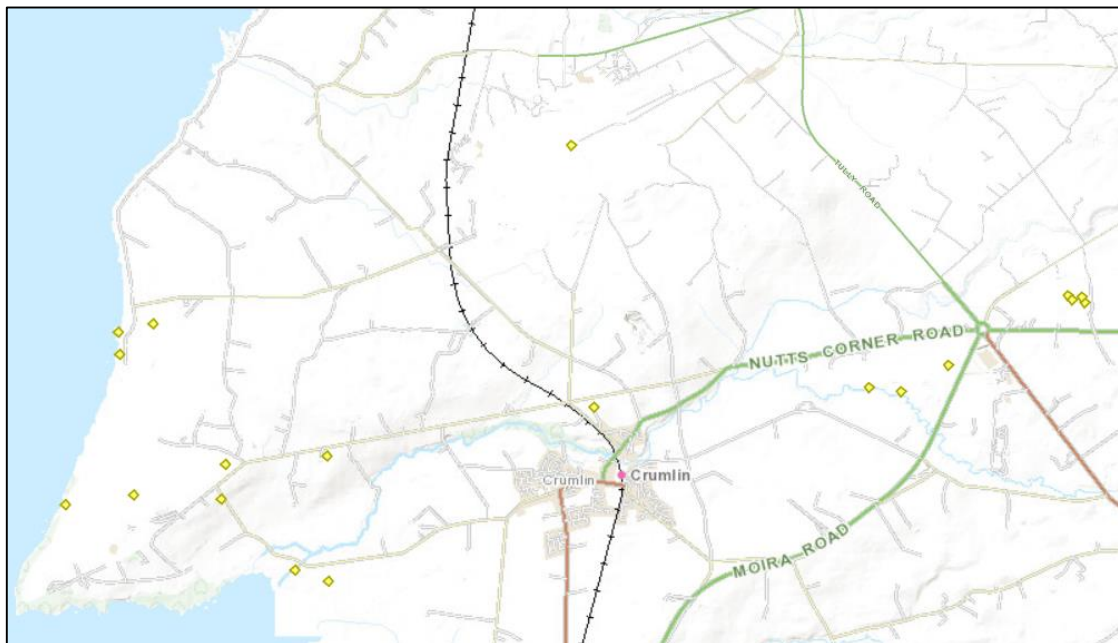
- 10.3 The role played by water is a particularly important one within the Borough as large waterbodies, including Lough Neagh and the River Bann have provided for a historical fishing industry, which still exists today. Water has historically also provided a source of power for various types of mills both large and small throughout the Borough. This can be seen in the significant amount of sites that exist along the rivers and tributaries of the Borough.

11 Defence Heritage

- 11.1 Northern Ireland's defence heritage represents a significant cultural legacy of the more recent past. There are many 20th century defensive structures dotted around the countryside and coast of Northern Ireland and the Borough is no exception.

- 11.2 The majority of these are derelict, some have been reused or altered, and others are in a state of decay or have been demolished.
- 11.3 The Borough is particularly rich in defence heritage associated with the wartime airfields and their associated infrastructure, like Langford Lodge, Nutts Corner and Aldergrove. Langford Lodge is particularly well preserved with its control tower, hangars, runways and remnants of air force camps nearby. The sites of former anti-aircraft batteries also ring the airfield, see Figure 6.
- 11.4 Other interesting locations of note are at key points along the course of the Six Mile Water which were prepared for demolition in case of enemy invasion and the radar platform, anti-aircraft and ammunition bunker site south of Hyde Park Road, Mallusk.

Figure 6: Example of Defence Heritage Sites



Source: Historic Environment Map Viewer, Dept. for Communities

- 11.5 Again, these defence heritage sites throughout the Borough can be viewed on the interactive Historic Environment Map Viewer.

12 Historic Maritime Wrecks

- 12.1 The United Nations is the lead authority on the protection of underwater cultural heritage at sea, through the United Nations Convention on the Law of the Sea, by providing an overall framework for protecting cultural heritage within the marine area. UNCLOS states that signatories 'have a duty to protect objects of an archaeological and historical nature found at sea and shall cooperate for this purpose'. The UK government ratified this treaty into domestic law in 1997.

- 12.2 The Protection of Wrecks Act 1973 provides a mechanism to protect wrecks and wreckage considered to be of historical, archaeological or artistic importance, through site-specific designation. Within this, it is an offence to carry out certain activities within a defined area surrounding a designated wreck, unless a licence for activity has been obtained from the Department for Communities (DfC).
- 12.3 The Marine Policy Statement (MPS) provides protection and conservation of heritage assets in the intertidal and marine area, such as historic ships wrecks. The implications for the LDP include that any development, will need to be in conformity with the MPS and Northern Ireland Marine Plan, once adopted, in order to protect all aspects of the marine environment inclusive of the historic environment which includes historic and cultural heritage assets.
- 12.4 Within the Borough, there are a limited number of historic maritime wrecks. These wrecks represent a nod back to the industrial revolution period of Belfast Lough. There are three wooden barges within the intertidal area adjacent to Whiteabbey. Although viewable on the Marine Map Viewer, there is very little information about their history and sinking.

13 Historic Parks, Gardens and Demesnes

- 13.1 Throughout the Borough there are a number of Historic Parks, Gardens and Demesnes (HPAGs) which are included on the Register of Parks Gardens and Demesnes of Special Historic Interest, maintained by the Department for Communities. The full list is available to view at <https://www.communities-ni.gov.uk/publications/register-parks-gardens-and-demesnes-special-historic-interest>.
- 13.2 These sites reflect planned and managed landscape enhancement carried out since the 17th century. The register summarises the historical significance of each site and the contribution that such planned features make to the local landscape.
- 13.3 The sites within the Borough which are included on the full register are:
- Antrim Castle, Antrim;
 - Shane's Castle, Antrim/Randalstown;
 - Ram's Island, Lough Neagh; and
 - Drumadarragh House, Burnside.
- 13.4 There are also a number of supplementary sites which are:
- Fisherwick House, Doagh;
 - Castle Upton, Templepatrick;
 - Glendaragh, Crumlin;
 - Holestone House, Doagh;

- Loughanmore, Parkgate; and
- The Steeple, Antrim.

13.5 Greenmount in Antrim has subsequently been removed from the list of supplementary sites.

13.6 While Drumadarragh House and Fisherwick House are identified within BMAP (2014 version), none of the remaining sites within the former Antrim area are identified within the Antrim Area Plan due to its age. The Council's new LDP will reflect the above HPAGs within its designations. The boundaries of these sites can be viewed on the interactive Historic Environment Map Viewer.

14 Conservation Areas

14.1 There are 3 Conservation Areas currently designated within the Borough which are:

- Merville Garden Village, Newtownabbey;
- Antrim Conservation Area; and
- Randalstown Conservation Area.

14.2 Such areas are designated under legislation outside of the LDP, as being of architectural or historic interest, the character of which is worthy of protection. In Antrim and Randalstown the Conservation Areas are largely focused on the traditional town centre, whilst Merville Garden Village is a post war, purpose-built development with strong English Garden City influences.

14.3 Supplementary planning guidance for Conservation Areas, are currently based around the Conservation Area Design Guides for Antrim Town Centre (1992), Merville Garden Village (1995) and Randalstown (1996). These documents identify the boundary for each area and the historical background to growth. They identify an enhancement strategy and also define the characteristics that the conservation area exhibits. One of the most important aspects of the guides is that they provide design guidance to applicants in the formulation of their proposals, identifying the main architectural considerations which should be addressed.

15 Areas of Townscape and Village Character

15.1 Areas of Townscape Character (ATCs) (as well as those that are designated within villages, AVCs) are those areas, which although do not represent the most special architectural or historical importance which would warrant Conservation Area designation, do exhibit a distinct character and intrinsic qualities, considered to be worthy of protection. This is often based on their historical form, function and layout.

15.2 In the Borough there are currently 10 ATCs designated under legacy BMAP (2004 and 2014 version) at:

- Abbeyville Park;
- Fernagh;
- Hazelbank/Abbeylands;
- Lenamore;
- Old Manse Road;
- Rush Park;
- Whiteabbey;
- Whiteabbey Mill;
- Ypres Park; and
- Ballyclare

15.3 In addition there are 3 AVCs at:

- Ballyeaston;
- Doagh; and
- Straid.

15.4 While legacy BMAP (2014 version) suggests that proposals within each designation would be considered in relation to PPS 6: (Addendum) – Areas of Townscape Character and supplementary planning guidance, this guidance was never published.

15.5 The legacy Antrim Area Plan does not include any ATC or AVC designations given the age of the plan, however the Council's new LDP will consider the character of the legacy plan's settlements and proposed new ATC/AVC designations as appropriate.

16 Key Findings

16.1 The following key findings have been identified through the evidence in the preceding paragraphs:

- There are currently over 300 Listed Buildings within the Borough. Examples of these include Sentry Hill, the White House and Antrim Courthouse.
- The Borough has the lowest number of historic 'Buildings at Risk' of all Council areas in Northern Ireland.
- There are 6 State Care and 101 Scheduled Monuments in the Borough, including sites such as Cranfield Church, Castle Lug and Ballyduff Rath.
- There are presently no Areas of Special Archaeological Interest and 2 Areas of Archaeological Potential in the Council Area highlighted through BMAP (2014 version). The new LDP will highlight new Areas of Archaeological Potential in the forthcoming Local Policies Plan.
- The Borough has a rich industrial heritage primarily associated with the various waterways in the area.
- The Borough has a rich defence heritage, primarily associated with the 3 former wartime airbases at Nutts Corner, Langford Lodge and Aldergrove.
- The Borough is home to 4 Historic Parks, Gardens and Demesnes which are identified on the full register, as well as 6 supplementary sites.
- There are currently 3 Conservation Areas in the Borough at Antrim, Randalstown and Merville Garden Village.
- There are presently 10 Areas of Townscape Character and 3 Areas of Village Character designated in the Borough through BMAP (2004 and 2014 versions). The Council's new LDP will review and consider the designations in the forthcoming Local Policies Plan.



Mossley Mill
Carnmoney Road North,
Newtownabbey
BT36 5QA

Antrim Antrim Civic Centre
50 Stiles Way,
Antrim,
BT41 2UB

www.antrimandnewtownabbey.gov.uk