

Historic Monuments Council



4th REPORT



2019 - 2024

Windmill,
Ballykeel
Co. Down
DOW 001:045



OGL

This publication is licensed under the terms of the Open Government Licence v3.0 except where otherwise stated. To view this licence visit:

www.nationalarchives.gov.uk/doc/open-government-licence/version/3/

or email: psi@nationalarchives.gsi.gov.uk

All images (c) Crown Copyright Historic Environment Record of Northern Ireland, unless otherwise stated.

Where we have identified any third-party copyright information you will need to obtain permission from the copyright-holders concerned.

This publication is also available to download from our website at www.communities-ni.gov.uk

Cover:

**Commutated Antenna Direction
Finding Building,**

Bishopscourt,
Co. Down

DHR 00032:015

Contents

Foreword	5
1.0 The Role and Work of the Historic Monuments Council	8
1.1 The Role of Council	8
Statutory role	8
Vision and underlying principles for programme of work of Council	8
Challenges, context and opportunities (2019-24)	9
1.2 Programme of Work 2019-2024	9
Actions	9
1.3 Work of Council February 2019 - January 2024	10
Meetings	10
Field visits and events	11
Presentations to Council	12
Consultations	16
Representatives on committees	16
Historic Environment Stakeholder Group	16
Drumclay Project Board	16
Archaeology 2030 – A Strategic Approach for Northern Ireland	17
The Review of the Historic Monuments Council	17
1.4 Sub-committees	17
Joint Committee on Industrial Heritage	17
Archaeology 2030 project board	19
Additional sub-committees	19
2.0 Understanding the Historic Environment	20
2.1 Finding a new home for the Historic Environment Record of Northern Ireland (HERoNI)	20
2.2 Defence Heritage	21
2.3 Revision of the Register of Parks, Gardens and Demesnes of Special Historic Interest in Northern Ireland	24

2.4 Drumclay Crannóg, Co. Fermanagh	26
3.0 Valuing the Historic Environment	28
3.1 Impact of Brexit	28
3.2 Valuing the historic environment in environmental and agricultural policies	28
3.4 Policy and Key Items from Legislation in the Republic of Ireland - lessons learned	31
4.0 Protection and Care	34
4.1 Protection Measures: background and context	34
4.2 State Care Investment Programme	34
4.3 Carrickfergus Castle	35
4.4 Church Island, Lough Beg	36
4.5 Moving Drumadonnell High Cross	37
4.6 Scheduling	38
4.7 Prosecution and enforcement	42
4.8 Climate change and the risk to monuments	43
5.0 Conclusion	44
Appendices	46
Proposals for Scheduling presented to HMC 2019-2024	46
Reschedulings presented to HMC	49
Deschedulings presented to HMC	49

Foreword

This report is the fourth to be produced by the Historic Monuments Council and covers the 1st February 2019 – 31st January 2024 term of the Council.

Historic Environment Division (HED), within the Department for Communities (DfC), is the government body with the remit for the management and protection of the historic environment. The Historic Monuments Council (HMC) is a Statutory Advisory Council (SAC), whose role is to offer advice to the Department on implementing its powers under the Historic Monuments and Archaeological Objects (NI) Order 1995.

HED greatly values the support and independent, evidence-based advice which HMC provides. HMC also offers challenge, and this is beneficial in ensuring the right decisions are arrived at. The input from HMC is particularly important in relation to the management of monuments in State Care and the statutory designation of monuments and archaeological sites for protection as Scheduled Historic Monuments.

Members of HMC have a wide range of interests and skills and they enthusiastically bring their knowledge to their participation in the Council. Membership is undertaken in an entirely voluntary capacity, without remuneration, and HED recognises that we are

remarkably privileged to be able to avail of the Council's extensive expertise in the advice which they offer.

I would like to thank the Council for their generously given time, commitment and expertise over the 2019 – 2024 term.



Dr Paul Price

Director, Historic Environment Division

Historic Monuments Council Members February 2019 - January 2024

A new Chair and nine new members of Council were appointed in early 2019 following a public advertisement and interview process.

Name	Commenced	Retired from membership	Notes
Audrey Gahan (Chair 2019 -2024)	1st February 2019	19th August 2024	Resigned during 2nd term
Dr Jason Bolton	1st March 2019	29th February 2024	Completed 1 full term
Dr Liam Campbell	1st July 2022		
Mr Robert Colvin	1st December 2019	29th February 2024	Completed 1 full term
Mr William Darby	1st February 2012	31st January 2022	Completed 2 full terms
Ms Alice Devlin	1st July 2022		
Mr Ian Doyle	1st March 2019		
Dr Patrick Gleeson	1st July 2022		
Mr Ciaran Lavelle (Acting Chair – from Nov 2024	1st July 2022		
Ms Kate Laverty	1st February 2012	21st August 2019	Resigned during 2nd term
Mr Niall McCaughan	1st July 2022		

Dr Siobhan McDermott	1st March 2019	31st August 2021	Resigned
Dr Cormac McSparron	1st July 2022		
Mr Joseph McVey	1st March 2019	22nd September 2022	Resigned
Dr Will Megarry	1st March 2019		
Dr Sally Montgomery	1st March 2019		
Dr James O'Neill	1st March 2019		
Ms Christina O'Regan	1st July 2016	30th June 2021	Completed 1 full term
Mr Sam Redmond	1st March 2019	1st February 2022	Resigned
Mr David Vincent	1st March 2019	12th December 2021	Resigned
Mr Robert Wilson	1st July 2016	30th June 2021	Completed 1 full term
Ms Sarah Witchell	1st February 2012	31st January 2022	Completed 2 full terms

1.0 The Role and Work of the Historic Monuments Council

1.1 The Role of Council

1.1.1 Statutory Role

The foundations of the Historic Monuments Council (HMC) can be found in the Ancient Monuments Advisory Council 1926-1970. The Historic Monuments Council was first established under the provisions of the Historic Monuments Act (Northern Ireland) 1971.

The authority of HMC is currently derived from the Historic Monuments and Archaeological Objects (Northern Ireland) Order 1995 (HMAOO). The role of the Council is to advise the Department for Communities on matters relating to the exercise of the Department's powers and responsibilities under the HMAOO, namely the protection, conservation, recording and promotion of historic monuments, archaeological sites and landscapes and their settings, archaeological objects and such matters as the Department may refer to it.

In practice the Council advises the Department on:

- Policy and guidelines
- Scheduling and descheduling of historic monuments

- Significant proposals relating to monuments in State Care
- Designation of Areas of Significant Archaeological Interest (ASAs) by local councils
- General state of preservation and conservation of historic monuments, archaeological objects and the associated records and archives

1.1.2 Vision and underlying principles for programme of work of Council

This report focuses on the term of office of Council that ran from February 2019 to January 2024. The programme of work of the Council over that period was based on the position of HMC as a statutory advisory council established under the terms of the Historic Monuments and Archaeological Objects (Northern Ireland) Order 1995.

HMC provides the Department for Communities with sound, evidence-based advice. The Council has a wide range of expertise and experience which is the basis for the provision of independent, impartial advice on matters within the scope of its statutory responsibilities.

HMC works in partnership with Historic Environment Division (HED), its sponsor branch in the Department for Communities (DfC), the Historic Buildings Council as another statutory

advisory Council to the Department and with the Council for Nature Conservation and the Countryside, a statutory advisory council to the Department of Agriculture, Environment and Rural Affairs (DAERA) and other relevant governmental and non-governmental bodies, including the other heritage Non-Departmental Public Bodies (NDPBs), in advising DfC.

The Council aims to promote East-West and North-South links in the care of the historic environment.

During the 2019 -2024 term a total of 41 papers or presentations were put to HMC for their consideration and advice.

1.1.3 Challenges, context and opportunities (2019-24)

During the period covered by this report there were significant challenges which included:

- Covid 19 in 2020/21 when meetings moved to being held online, there were additional personal pressures for Council members and HED staff and normal work was disrupted.
- Brexit was completed.
- The lack of an Executive which did not return until January 2020 and then dissolved again in 2022 not reforming until February 2024.
- The effect of climate change on State Care Monuments is now a significant issue.
- Recent staff losses, and tighter budgetary constraints make adequate heritage

protection a more difficult task. In that context the full involvement of active statutory advisory councils will have increased importance.

1.2 Programme of Work 2019-2024

The programme of work covers the period 2019-2024 which continues and builds on the 2012-2019 programme. Since 2019 the work of HMC has been informed by the strategic aims of HED.

Strategic Objectives

HED works to deliver an historic environment which is:

- Protected for future generations: HED records, protects, conserves, enhances and promotes the historic environment to secure its benefits for current and future generations.
- Rich with authentic places where people want to live, work, visit and invest.
- Central to resilient communities, providing physical, educational and wellbeing benefits.
- Contributes to a strong, inclusive and regionally balanced economy.
- Sustainable, connected and managed as a vital part of our diverse and ever-changing environment.

1.2.1 Actions

Council will continue to advise the Department on how the value of Northern Ireland's diverse

range of heritage assets can be best protected, utilised, and enhanced.

- Council will work to ensure that the historic environment is integrated with wider Government objectives relating to climate change, that there is cross-sectoral collaboration in assessing impacts and that climate-related risk assessment is incorporated into historic environment monitoring programmes.
- Review the effectiveness of scheduling policy as the basis for evidence-based advice to HED on a strategy for the protection and management of historic monuments and sites in Northern Ireland. This includes consideration of scheduling and listing as complementary designation measures.
- Advise HED and local councils on the identification of Areas of Significant Archaeological Interest (ASAs).
- Work to ensure that the Reform of Public Administration results in the enhanced protection of the historic environment of Northern Ireland.
- Review the movement of the HED artefact stores to a more centralised and appropriate unit, and the safe movement and storage of stone monuments.
- Promote the dissemination of information about the historic environment and wider public access to, and enjoyment of the historic environment.
- Ensure that the Historic Environment Record of Northern Ireland (HERoNI) is more accessible to the public.

- Engage with Archaeology 2030, to review the current position of archaeology in Northern Ireland, and through a series of workshops, survey and dialogue, to develop a sector-wide, strategic approach, with recommendations for the future.
- Assist HED to champion the value of our historic environment and seek to influence decision-making so that it fully weights the importance of the historic environment and in particular State Care Monuments.

1.3 Work of Council February 2019 - January 2024

1.3.1 Meetings

The Council normally meets every two months with additional meetings arranged as required to consider specific issues. During the term of office covered by this report (February 2019 - January 2024) there were 22 ordinary meetings: the 204th to the 225th meetings of the HMC.

These were held in Lanyon Place in Belfast, then the home of Historic Environment Division, except for the meeting held at Carrickfergus Castle and those held online during the period of Covid 19 restrictions.

A joint meeting was held on 30th March 2021 between the Historic Buildings Council and Historic Monuments Council to share and highlight issues affecting the historic environment in Northern Ireland as a result of climate change.

1.3.2 Field Visits and Events

Due to Covid 19 the number of field visits was significantly restricted. Despite this, HMC members actively participated in a number of events, and these play an important part of the HMC's ability to provide advice to the Department.

- Attendance at the Way Forward for Archaeology – Progressing the Strategy event on 1st July 2019, where HED hosted a sector-wide discussion on bringing forward a new strategic approach for archaeology in Northern Ireland, and the associated launch of Archaeology 2030, A Strategic Approach for Northern Ireland in December 2020.
- A visit to view the new roof at Carrickfergus Castle in September 2019, where members with a good head for heights were able to experience work on the new roof in progress.
- A trip to consider the potential impact of Maghermore and Ballygilbert Hill Windfarms on the landscape, to inform HED development management advice, in November 2019.
- A joint visit with HED staff to the WWII Bishopscourt airfield in March 2022 with presentations and a tour of the significant military heritage remaining on site.
- In May 2023 a visit to the new HED artefact storage unit, where staff provided an excellent and comprehensive overview of current efforts and ongoing challenges in storing a diverse and varied range of materials.



HMC members with Dr John O'Keeffe (HED), visiting the installation works for the new roof at Carrickfergus Castle, a monument in the care of the Department for Communities



Dr James O'Neill, HMC member, providing a tour of Bishopscourt airfield, to consider scheduling of defence heritage features identified during the survey work commissioned by HED



HMC members touring the new artefact store with the HED team who manage the facility

Dr Sally Montgomery (HMC) and Maybelline Gormley (HED State Care Heritage Branch) presented at an open session of the All-Party Parliamentary Group on Industrial Heritage, chaired by Nicholas Thomas-Symonds MP, on 11th July 2019 at the V&A. It was attended by many stakeholders from across the public and private sectors. Key themes coming from the day were that Industrial Heritage is not the sole responsibility of the heritage sector, or of central Government; economic and environmental sustainability is key to the future of industrial heritage; proactivity, positivity, and people move projects along; phased, long-term planning is often necessary to ensure the future of industrial sites.

1.3.3 Presentations to Council

Over the period of February 2019 - January 2024 HMC discussed 41 papers provided by HED and external experts/bodies. These papers and presentations related to proposals to designate scheduled historic monuments, development management cases, strategy documents, policy statements and matters relating to the management of heritage properties in the HED State Care portfolio.

These presentations provided the evidence base and context for Council to provide advice and/or to undertake action under its programme of work. Where relevant this is covered in more detail elsewhere in the report.

Consultation with HMC on the statutory designation Scheduled Historic Monuments is a particularly key role of the Council, as set out

at Article 3(6) of the HMAOO, and this is discussed further under Section 4 of this report.

Table 2: Papers and presentations to HMC February 2019 – January 2024

2019	
HM525	State Care Investment Programme
HM526	Scheduling of Monuments in Advance of Any Major Works or Removal
HM527	State Care Investment Programme
HM528	Historic Monuments Planning Update
HM529	Approval for Increase in Admission Fees at State Care Monuments
HM530	Maghermore and Ballygilbert Hill Windfarms - Planning Update
HM531	Update to HM 524: Post-Brexit Agriculture and Environment Policy and Legislation in Northern Ireland
2020	
HM532	Proposed Amendment to Scheduling at Maze/Long Kesh
HM533	Newry Ship Canal – Proposed New Bridge Crossing
HM534	Reports of Potentially Damaged Archaeological Sites Received to Date by HED During Covid-19 Pandemic 2020
HM535	Metal Detecting: Potential Approaches to Match Theory and Practice
HM536	HED Conservation Principles

HM537	Proposed Scheduling: A Paper for the Historic Monuments Council – November 2020
HM538	Strategic Review of State Subvention and Support for Heritage in Northern Ireland
HM538a	Strategic Review of State Subvention and Support for Heritage in Northern Ireland (Strategic Investment Board Report)
HM539	HED State Care Monuments Future Operating Model Strategic Outline Case
HM540	DfC Covid19 Culture, Languages, Arts and Heritage Support
HM541	Brexit and the Historic Environment in Northern Ireland
HM542	The Future for HERoNI - An Initial Options Appraisal
2021	
HM543	HED's Strategy Journey - Presentation to HBC and to HMC
HM544	Carrickfergus City Deal - A Heritage Led Regeneration
HM545	Damage to Scheduled Monuments
HM546	Ballygilbert Wind Farm- Briefing visuals
HM547	Acquisition and Release of State Care Monuments
HM548	Proposals For Scheduling – September 2021
HM549	HED Annual Enforcement Report
HM550	Proposed Renovation, De-Scheduling and Listing of Scheduled windmill, Martello Terrace, Holywood, Co. Down
HM551	State Care Investment Programme
HM552	Historic Environment Fund Review 2020

2022	
HM553	Moving Drumadonnell Cross to the Ulster Folk and Transport Museum
HM554	Update on Historic Monuments Development Management & Planning Matters Arising from HMC Meeting 215
HM555	Proposals for Scheduling - September 2022
HM556	Peatland Restoration Conservation
HM556A	Standards and Guidance for Archaeological Practice
2023	
HM556B	Drumclay Crannog – Update to HMC January 2023
HM557	Proposals for Scheduling – March 2023
HM557A	Scheduled Monument Clearance
HM558	HERoNI Accommodation Project
HM559	Conservation Projects at State Care Monuments 2022-23 - An Overview
HM560	Proposals for Scheduling – November 2023
HM561	Ballykeel Windmill Development
HM562	Historic Environment Fund Scheme Update

1.3.4 Consultations

As part of its role as a Statutory Advisory Council to the Department, HMC receives consultations for a wide variety of bodies on a range of proposed legislative and policy papers and planning and development proposals. Council responds to such consultations where appropriate, in keeping with its statutory advisory role and recognising the role and function of HED and DfC.

1.3.5 Representatives on Committees

Members of HMC represented Council on a number of committees. These included:

- Historic Environment Stakeholder Group (Audrey Gahan/Ciaran Lavelle)
- Drumclay Project Board, HED (Sarah Witchell/Dr Patick Gleeson)
- Archaeology 2030 Programme Board (Dr James O'Neill)

1.3.6 Historic Environment Stakeholder Group

Audrey Gahan/Ciaran Lavelle

The Historic Environment (HE) Stakeholder Group is a forum chaired by the Director of HED. Its main purpose is to foster collaboration and communication among key stakeholders involved in managing, protecting, and promoting the historic and cultural environment in Northern Ireland. The group brings together diverse voices, including heritage organisations, community representatives, developers, and government bodies, to engage in meaningful dialogue and

share perspectives on heritage-related and cultural issues. Through this exchange, the Historic Environment Stakeholder Group ensures that policies, strategies, and challenges—whether societal, environmental, or fiscal—are effectively communicated and addressed by key stakeholders.

Meeting around four times per year, the group gathers at various cultural and historical venues across Northern Ireland, showcasing these landmarks and stimulating discussion. Participants also engage in research projects, forming sub-groups to explore important themes like place-making, advocacy, communication, data, research, and evidence. These findings are shared with the forum members and HED, contributing to greater transparency, stronger partnerships, and coordinated efforts to protect cultural heritage while balancing the needs of sustainable development and community interests.

1.3.7 Drumclay Project Board Dr Patrick Gleeson

The Drumclay Project Board meets regularly to oversee the post-excavation work and production of the final report deriving from the extensive excavations undertaken at Drumclay Crannog, Co. Fermanagh. The post-excavation analysis and final report have been progressing well, with progress towards submission of the report at the end of March 2025 on track. Detailed information on the Drumclay Crannog works is provided at section 2.4 below.

1.3.8 Archaeology 2030 – A Strategic Approach for Northern Ireland Dr James O’Neill

Archaeology 2030: A Strategic Approach for Northern Ireland was launched in December 2020, with a ten-year vision that “Our archaeology is accessed and valued by as many people as possible, led by a sector which is healthy, resilient and connected”. Dr James O’Neill sits as chair of the Archaeology 2030 Programme Board, representing HMC. The Board meets quarterly to coordinate and provide oversight for the work of eight working groups, made up of stakeholders across the profession, who are taking forward a variety of remits to deliver the action plan which accompanies the strategy.



**ARCHAEOLOGY 2030:
A STRATEGIC APPROACH
FOR NORTHERN IRELAND**

1.3.9 The Review of the Historic Monuments Council

In late 2016, Historic Environment Division undertook a review of the two Statutory Advisory Councils, the Historic Buildings Council (HBC) and the Historic Monuments Council (HMC), that it sponsors. It was agreed that a further review would be undertaken in 2021, to allow the Department to consider whether retention of the Councils (either separately or jointly) continues to meet its requirements, prior to new terms of office due for both Councils. Since the 2016 review, both HBC and HMC have continued to perform their statutorily defined roles to the satisfaction of the Department, and there is currently no plan to change this going forward.

1.4 Sub-committees

Under Article 22 (3) of the HMAOO HMC may, with the approval of DfC, appoint committees.

1.4.1 Joint Committee on Industrial Heritage

The Joint Committee on Industrial Heritage (JCIH) was established in 1992 to bridge gaps in the statutorily based advice provided to the then Department of the Environment, now the DfC, by the Historic Monuments Council and the Historic Buildings Council, from which its membership is drawn.

The remit of JCIH was ‘to consider and recommend on the protection, conservation and recording of industrial sites and structures in Northern Ireland; to consider and be

responsible for advising on cases referred to it by HMC, HBC and HED; to promote the recording and protection of structures connected with the Defence Heritage Project; to encourage research and publication; and to promote interest in industrial heritage' (March 2009).

During this term, discussion was held between the Chairs of HMC and HBC as to whether to hold meetings of the JCIH on a regular basis, or only to convene if specific issues arose

where the input of both Councils would provide added value. Given the time constraints of Chairs and members of both Councils, it was decided to only convene the JCIH if there was a specific issue to be addressed, so during the period of the Council 2019-2024 the JCIH did not meet. However, with the increasing heritage skills shortage in this area, and the increasing pressure on industrial sites the new Council may wish to review this decision.



Ballintoy Harbour, Co. Antrim ANT 004:500. Proposed as a scheduled historic monument to HMC (HM537)

1.4.2 Archaeology 2030 project board

The Archaeology 2030 project board has been convened as a sub-committee of HMC to facilitate chairing of the Board by a member of HMC, and also to provide independent oversight of this sector-wide work. Currently the role of Chair of the Project Board is undertaken by Dr James O’Neill on behalf of HMC, and a report on Archaeology 2030 progress is due to be published in 2025.

1.4.3 Additional sub-committees

During this Council term, discussion was held as to whether a new joint sub-committee with HBC would be appropriate, to deal with the large number of both scheduling and listing proposals likely to be brought forward as a result of the Defence Heritage Survey being completed by HED. A decision was made that where issues arose as to whether a site was more appropriately protected under the scheduling, or the listing legislation ad-hoc joint meetings of both Councils could be convened if necessary. No sub-committee has been established.



WWII Pillbox (Type 24), Ballymacarrett, Co. Down DOW 004:017. Proposed as a scheduled historic monument to HMC (HM537)

2.0 Understanding the Historic Environment

Understanding our historic environment is the essential first step in enabling it to be managed, protected and conserved. During the 2019-2024 term HMC has played a key role in advising HED on a number of significant areas of work. Four examples of this are discussed below: selecting an appropriate new home for the Historic Environment Record of Northern Ireland (HERoNI), conducting the

Defence Heritage survey, revising the Register of Historic Parks, Gardens and Demesnes of Special Historic Interest and the post-excavation works related to Drumclay crannog.

2.1 Finding a New Home for the Historic Environment Record of Northern Ireland (HERoNI)

Recognising the importance of the Historic Environment Record of Northern Ireland (HERoNI) HMC noted the challenges facing HED in finding new accommodation to house the Record and its staff, and were keen to engage with HED plans to find a new location for the Record, that would enable it to fully deliver the benefits it has to offer.

HERoNI holds information on all elements of Northern Ireland's historic environment in the form of databases and digital data/images, written records and maps, and a substantial photographic collection of over 400,000 slides, 75,000 black and white negatives and 10,000

black and white prints, as well as an extensive drawings collection and a specialist library with over 10,000 books.

As well as providing baseline evidence for HED staff in their decision making, the Record also constitutes an essential public service for citizens and researchers in understanding and appreciating Northern Ireland's archaeological and historical and presentation of the historic built environment, providing the knowledge basis for example for the development of tourism projects and academic research.

Following the move out of Waterman House, HERoNI and its associated staff have been based in the Klondyke Building. With lease of the Klondyke building due to end in March 2024 an extensive search of options was carried out for new accommodation, including reviewing heritage at risk buildings in the wider Belfast area and vacant assets in the government estate. Options looked at both utilising one single building for housing staff and the Record, and a hybrid approach for offsite storage and front of house accommodation. The NI Regional War Rooms was spotted on a government disposal schedule and HED engaged Construction and Procurement Division to carry out a feasibility study for its reuse as an offsite archive store. The building has some unique characteristics which make it particularly appropriate for such a use – 1.5m thick walls and roof which provide excellent insulation and maintain a steady

temperature inside, and no windows. A business case was developed, and the preferred option emerged as co-locating with PRONI to provide public research facilities and HERoNI staff accommodation, and the War Rooms for offsite storage. The business case was approved in January 2023.

The War Rooms is situated in Mount Eden Park in Belfast. The building is B1 listed, built in the early 1950s; single storey with a basement and 1.5-metre-thick external walls. It is also included on the Defence Heritage Record. The building has been well maintained as it was previously used by the Department for Justice (DoJ) for file storage, closing in 2018. The War Rooms is one of only thirteen of its type in the United Kingdom. The others have either been demolished or are almost unrecognisable, so this remains as one of the best examples of its kind. HED will work to retain as many original features as possible whilst refurbishing the building to bring it up to standard as an archive store. The original generator and control switches will remain in situ. There will be two environmentally controlled zones, one for paper and one for photographic collections. Sustainability and operational costs are a key consideration, and the feasibility of solar panels is being investigated as a future project. It was noted that any alterations will require Listed Building Consent. The construction programme outlines that works are to be completed and the building handed over by late summer 2025; however, a revised timeline is being pursued. Temporary storage is being used in the interim.

HMC welcomes this innovative and sustainable

reuse of a unique listed building, which would otherwise have struggled to find a new life. Council also recognises the commitment of the Department to delivering an appropriate storage facility for this important historic environment archive. The provision of high quality public research facilities, through co-locating with PRONI from March 2024 onwards, will also greatly enhance the public service available.



The War Rooms, Mount Eden Nuclear bunker, Belfast

2.2 Defence Heritage Dr James O'Neill

During this term HMC have been greatly interested in the wide range of Defence Heritage sites which have been presented by HED as proposals for Scheduling, as a result of the recent defence heritage survey. This was commissioned by HED and commenced in August 2020. Ulidia Heritage Services was contracted to undertake a systematic survey of twentieth-century Army, Navy and Air Force defence facilities in Northern Ireland relating to the First World War, Second World War and the Cold War.

The foundation of the survey was the work

carried out by volunteers and DfC staff in 1997, which identified 738 features across Northern Ireland. However, later surveys of defence heritage sites for the Lough Neagh Landscape Partnership and later the Binevenagh and Coastal Lowlands Landscape Partnership demonstrated that the number of sites was actually much greater than originally realised.

An audit of the DH record in 2018 identified the weaknesses in the archive and made recommendations to address the shortfalls. The report called for reforming the numbering system, standardising the DH nomenclature, and, most significantly, a systematic resurvey of the DH resource across Northern Ireland.

In August 2020, HED commissioned Dr James O'Neill of Ulidia Heritage Services to conduct the resurvey relating to the First World War, Second World War and the Cold War. The project was divided into two distinct phases, with subsequent production of an accompanying guidance document.

Phase 1: Airfield resurvey August 2020 - August 2021

This phase was dedicated to the desktop survey, historical /bibliographical research and map analysis, and field survey visits for the 19 un-surveyed airfields and flying bat bases in NI. Dr O'Neill surveyed the airfields at Ballykelly, Limavady, Toome and Cluntoe for the landscape partnerships.

Phase 2: Non-airfield defence heritage sites September 2021-December 2022

This phase required the desktop and historical research of all other defence heritage sites, such as pillboxes, radar stations and army camps, focusing initially on those included in the original Defence Heritage Project (263 extant sites), followed by all other identifiable sites.

The results

The survey concluded in December 2022, and the results surprised all concerned. The number of extant sites was far beyond expectations at the start. At the outset, 738 features were recorded in the existing Defence Heritage Record, but when the final days of fieldwork were processed and added to the project maps, 4,593 sites/features had been recorded.

First World War

The earliest sites were those related to the First World War. These were training sites, as found at Ballykinler, Magilligan and Shanes Castle, where remains of practice trenches and hutted sites were extant. However, the most robust sites were the coastal batteries at Kilroot and Grey Point, which were operated during the First World War and later reused during the Second World War.

Second World War

However, by a large margin, military airfields in NI have left the most significant impact on the landscape, with each covering hundreds of acres. Northern Ireland had three airfields before the war outbreak in September 1939.

However, 17 new airfields and flying boat bases were constructed with the onset of the war. Though many structures of these sprawling facilities were removed by land reclamation and redevelopment in the decades after the war ended, the survey still recorded 2,274 airfield-related structures/features, covering everything from runways, aircraft dispersals, and hangars to control towers and bomb stores.



Castle Archdale Flying Boat Dock, Rossmore, Co. Fermanagh DHR 00032:05 / FER 173:126. Proposed to HMC as a scheduled historic monument (HM555).

Beyond the airfields, the defence landscape was present in pillboxes of the defence lines and coastal crust constructed to prevent an invasion. The advances in aerial warfare also resulted in anti-aircraft defences focused around major ports at Belfast, Larne and Londonderry. Twenty-six heavy anti-aircraft (HAA) batteries are recorded on the DHR, of which seven are mostly intact. This is a survival rate of 27%, which compares very favourably to Britain, where just 5.8% of heavy anti-aircraft batteries remain in good condition.

The Second World War was the first great technological war, reflected in the many

surviving radar sites established to provide early warning of incoming enemy aircraft and to control allied aircraft in the airspace over Northern Ireland.

Hundreds of thousands of British, US and allied troops were stationed in Northern Ireland during the war and many sites still retain features, often just concrete hut bases, showing their wartime use. Storage depots were established to provide everything they would need. The large Iris huts outside Moneymore are an excellent example of these.

Belfast, Larne and Derry/Londonderry had port facilities, but the naval station on the Foyle was the most extensive. The US naval base built during 1941-42 remained the largest US naval base in the European theatre of operations.

The Cold War

Often viewed as something that happened somewhere else, the Cold War was a global battlefield and inevitably left its mark across the north. The fallback facilities for the British V-bomber force can still be seen at Ballykelly Airfield. Small Royals Observer Corps bunkers remain across the landscape. Fifty-eight were constructed, with possibly 60% extant. However, the most substantial structures are the regional civilian bunkers, such as the NI War Room at Mount Eden, Belfast, and the imposing Regional Government Headquarters outside Ballymena.



Cold War Readiness Platforms, Ballykelly, Co. Londonderry DHR 00029:50, 51, 52, 53. Proposed to HMC as a scheduled historic monument (HM548)

Next steps

The result of the survey and many of the associated photographs have been placed on the HED web mapper, allowing the public to get some idea of the extent of the resource, but the work also provided an opportunity to recommend statutory protection on features of particular significance. Of the 4,595 features recorded, 161 will be considered for scheduling and 51 for listing by HED inspectors. The survey's central means of protection will be via planning policy and development control.

The survey also highlighted many conservation issues facing the defence heritage resource, such as dereliction, contamination, vandalism, land reclamation, vegetation, and demolition for redevelopment.

The survey has added thousands of new features to the archaeological and architectural record, but though extensive, it is by no means complete. As new sites come to light, they will be added to the record by the staff at HERoNI.

2.3 Revision of the Register of Parks, Gardens and Demesnes of Special Historic

Interest in Northern Ireland

Council welcomed the comprehensive revision of the entries in the Register of Parks, Gardens and Demesnes of Special Historic Interest in Northern Ireland, and the accompanying maps demarcating their boundaries.

The Historic Parks, Gardens and Demesnes Record holds information on over 700 sites in



Northern Ireland, and a list of those sites is available as the Heritage Gardens Inventory. The Register identifies those sites that can be considered of exceptional importance and affords these sites protection through planning policy.

Both the Record (and accompanying Inventory) and the Register are maintained by HED as part of HERoNI and serve as a resource for anyone with an interest in our rich garden heritage.

The recognition of historic gardens as a cultural resource deserving of preservation is enshrined

in the Florence Charter (1982) of the International Council on Monuments and Sites (ICOMOS), and The Register of Parks, Gardens and Demesnes of Special Historic Interest was established in 1999 to identify those sites that can be considered of exceptional importance within Northern Ireland. It currently contains 252 entries, which are grouped under their respective Council area and then listed alphabetically.

Sites are included in the Register on the basis of criteria that align with the Florence Charter, as assessed by professional experts within HED. As part of the revision a new grading system and criteria have been established. The gardens are now graded as category A*, A, or B to reflect their heritage significance, depending on how many of the criteria are met.

The new criteria are:

1. Good survival of the site's design
2. The site's significance in design history and historical association
3. The aesthetic and artistic quality of the site
4. The site's horticultural/arboricultural Interest and Importance
5. The site's architectural buildings and structures
6. The archaeological interest and significance of the site
7. The nature conservation value of the site
8. The site's contribution to local landscape

The grading system used in the revised Register differs from that of previous versions,

where the best surviving examples were included in the Register, while those sites that retained only part of their original form were classed as supplementary and listed in an appendix. The supplementary sites have now been incorporated into the Register and categorised as Grade B.

The Register is an important instrument to inform the appropriate treatment and protection of historic parks, gardens and demesnes. The protection of sites included in the Register and their settings is a material consideration in the planning process in Northern Ireland. Specific planning policy protections apply during the consideration of any planning application which may affect a site identified in the Register. Local Planning Authorities in Northern Ireland identify historic parks, gardens and demesne within Local Development Plans and should have regard to the Register in this process. LDPs provide specific planning policies to protect a range of aspects of Register sites including the integrity and overall quality and setting of the site (including its original design concept), the sites contribution to local landscape character, as well as the archaeological, historical and botanical interest of the site. The Register is therefore a key source of baseline information to inform the planning process and to provide for the sustainable management of this important aspect of our historic environment in the context of ongoing development and land use change.

It is anticipated that the new register will be published in 2025 and HMC looks forward to seeing this significant new resource being

released.

2.4 Drumclay Crannóg, Co. Fermanagh Cormac McSparron

In January 2023 Ms J McDowell of HED gave a fascinating update to HMC (HM 556b) on the post-excavation work commissioned by HED, being carried out on the material from the excavation of Drumclay crannog (FER 211:061) in Drumclay Td., Co. Fermanagh. The excavation took place between June 2012 and April 2013, in response to the construction of A32 Link Road.

This is the most comprehensively excavated and best preserved Early Medieval/ Medieval crannog, with the richest assemblage of excellently preserved artefacts, structural timbers and organic samples ever excavated in Ireland.

The excavation revealed the artificial island's substructure and a series of superimposed platforms, houses and activity areas constructed upon it. The crannog was waterlogged, ensuring that organic materials were particularly well preserved.

Initial post-excavation work by Thames Valley Archaeological Services (Ireland) was carried out in 2013-14, with a substantive programme of post-excavation commenced with the appointment of Irish Archaeological Consultancy (IAC) by HED, in November 2020.

The very large assemblage of preserved archaeological artefacts and structural elements of buildings uncovered at Drumclay is

now being conserved, catalogued and analysed. In total 1050 wooden archaeological artefacts and timbers were recovered during the excavation. Of these, a large number, 530 objects, are considered to be Priority 1, museum quality, artefacts, with a further 320 Priority 2 objects, which are significant and worthy of detailed study. The Priority 1 and 2 objects are currently held by AOC Archaeology Group. An additional group of Priority 3 objects are being conserved by students of conservation at Cardiff University.

The degree of preservation of alder, which was widely used at the crannog, has allowed for the construction of an alder based, site specific, tree-ring sequence, allowing alder wood from Drumclay to be very precisely dated, potentially to the year of felling. This has allowed an exceptionally precise chronology to be developed for the crannog, probably more precise than any chronology for any similar site excavated to date. The work has revealed that the crannog was constructed by AD 811, and that it was in constant use until the fourteenth century. In addition, the work has allowed for the very precise dating of each of the palimpsest of overlays of occupation which make up the sequence of settlement and activity at Drumclay. This work was carried out by Dr Marie Therese Barrett, as part of a MSc project at Queen's University Belfast.

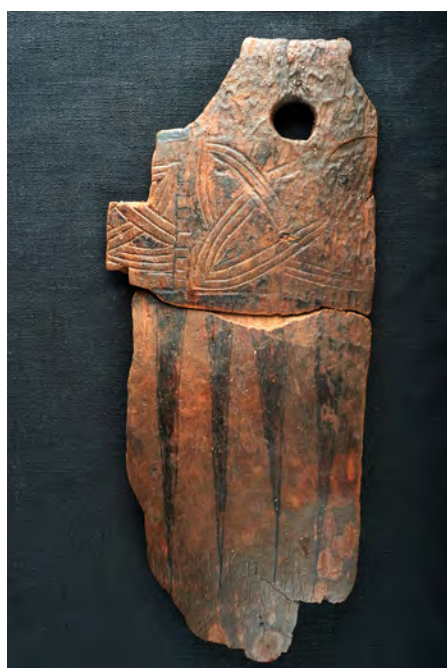
Ms McDowell also gave an overview of the other fascinating environmental and artefactual studies being carried out by a range of specialists.

HED plan for the final report on the excavation

and post-excavation analysis, to be published as a monograph, part of the Northern Ireland Archaeological Monograph series, with both hard copy and eBook versions available.

artefacts from the excavation at the Fermanagh County Museum in Enniskillen, with a desire to have a larger display in the future, possibly at Enniskillen Castle.

There is currently a display of some of the



A fragment of a decorated wooden vessel, a bone comb, an amber bead and a wooden cheese press excavated at Drunclay crannog, Co. Fermanagh (FER 211:061)

3.0 Valuing the Historic Environment

The value of heritage can be recognised and appreciated in a diverse range of ways, and must be embodied in policy making, to ensure it is available for future generations to enjoy. HMC have engaged with a number of these policy-making aspects during the term.

3.1 Impact of Brexit

Brexit officially took place at 23:00 GMT on 31st January 2020. A paper on post-Brexit agriculture and environment policy and

legislation in Northern Ireland (HM531), was presented by HED to HMC in November 2019, providing an update on discussions between HED and colleagues in DAERA. HED further presented to HMC on Brexit and the Historic Environment in Northern Ireland (HM541) in August 2020, identifying impacts including reduction in research grant funding resulting from the disappearance of programmes such as Interreg and Envireg, which had proved helpful with funding in previous years. Highlighted was the potential effects of withdrawal from the European Union in terms of environmental legislation, which has been very much shaped by European Directives. HMC have concerns that this may lead to detrimental changes, although it should be noted that relevant Council of Europe Conventions such as the 1992 Convention on the Protection of Archaeological Heritage (Valetta Convention) still apply.

3.2 Valuing the historic environment in environmental and agricultural policies

HMC are very conscious that the majority of historic monuments are located on farmland, and appropriate management of these sites under agricultural policy is essential. The previous Council noted that in contrast to a specific recognition by the other UK devolved administrations of the need to protect the rural historic environment and distinctive landscape features, it was very disappointing that in considering the future policy framework for Northern Ireland there was no mention of the historic environment. It was clear that when environment was mentioned in documents, what was referred to was the 'natural' environment. This remained the case when the Future Agricultural Policy Framework Portfolio for Northern Ireland was published in August 2021.

Council responded to the consultation on DAERA's Draft Environment Strategy in 2020 advising that DAERA should include more specific references to the 'Historic Environment', and on the inclusion of 'Heritage Buildings and Monuments' in the 'Built Environment' section as there were no details on how these are to be covered by the strategy. This section recognised that the built environment differs from the natural environment, but failed to take account, either in this section, or the section on 'Natural Environment and Landscapes', that the historic environment forms a critical part of our

landscape. The historic environment also includes natural features and elements of the natural environment. In embodying the interaction between natural and human factors, it must be understood not just at the micro level of an individual feature or monument but also at the macro level where the landscape has been shaped by mankind over millennia. It was stressed that any potential environmental strategy should consider the impact of land use on the historic environment, which is a non-renewal resource, and upon which it would be hoped that any impact would be positive and beneficial rather than adverse. In addition, Council stated that we would welcome the recognition of features of archaeological and historical interest within the 'Marine Environment' and noted that it is included in other DAERA endorsed documents, both previous and current such as the 'Marine High-Level Objectives' (2008), the 'Marine Policy Statement' (2011) and the current draft 'Marine Plan for Northern Ireland'.

The historic environment offers opportunities through tourism to add to environmental prosperity. The potential exists therefore in the rural landscape, which contains c.95% of all known archaeological and historical site and monuments, and Council strongly recommends that this is an area which should be examined within any environmental strategy.

HMC would strongly recommend that a key priority for HED must be working with DAERA to ensure that the historic environment is appropriately valued and protected in environmental and agricultural policies going forward and will seek further updates from HED on this matter going forward.



Cattle at Ballymoneymore rath, Co. Antrim ANT 059:049

3.3 Local Development Plans

Under the Reform of Public Administration (RPA) programme, most powers in relation to planning were devolved to local councils. This included both the functions of development management and of Local Development Plan-making (LDP). Both have implications in respect of the historic environment, and HED are a statutory consultee in respect of each. Under the 2011 Planning Act (Part 10) the Department for Infrastructure (Dfi) retains powers to assess a council's performance or decision-making or to call in certain decisions.

The LDP process consists of the creation of two separate elements to the plan. The first, the Plan Strategy, is where local councils lay out their own strategic planning policies, including for the historic environment. In developing policies, they must take account of the Strategic Planning Policy Statement (SPPS), as well as other evidence and advice from statutory consultees including HED. The second stage is the Local Policies Plan, whereby local councils can zone areas of the district for certain types of development and land use.

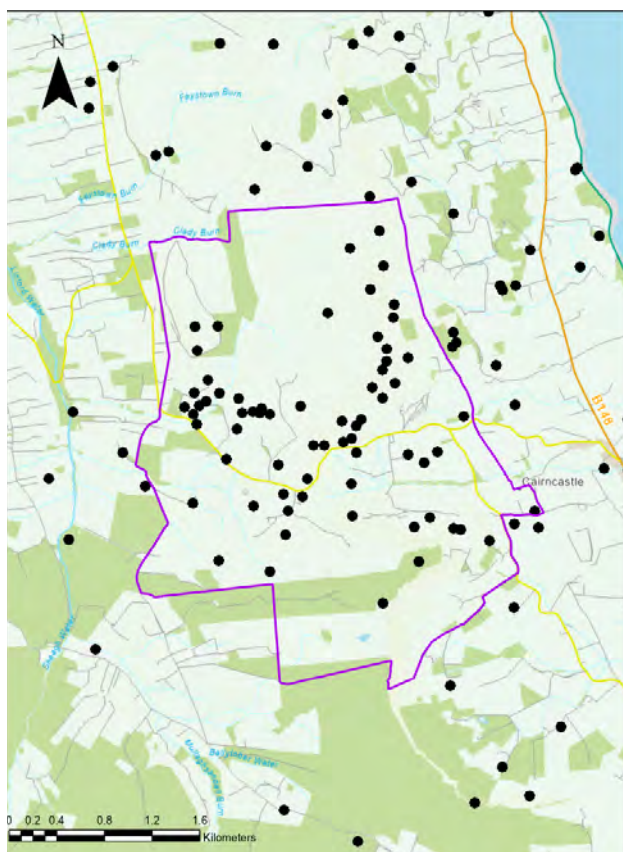
The Strategic Planning Policy Statement (SPPS) sets the strategic direction for the new local councils to bring forward detailed operational policies within LDPs. It lays out regional strategic objectives and associated strategic policy for 16 subject areas, including Archaeology and Built Heritage, while much of the more detailed provisions of Planning Policy Statement (PPS) 6: Planning, Archaeology and Built Heritage (and other historic planning policy statements) are retained in place until such time as councils adopt their own Plan Strategies. To assist with the delivery of sustainable development, the SPPS recognises five core planning principles which include Supporting Good Design and Positive Place Managing and Preserving and Improving the Built and Natural Environment.

The aim of the SPPS in relation to Archaeology and Built Heritage is to manage change in a positive way, safeguarding what society regards as significant while facilitating development that will contribute to the ongoing preservation, conservation and enhancement of historic assets. It articulates that a LDP should identify the main built and archaeological features within the plan area and bring forward appropriate local policies or proposals for their protection, conservation and enhancement. In doing so the LDP should take account of the implications of other local policies and proposals on all built heritage and archaeological features and their setting. These features include Sites and Monuments, Historic Parks and Gardens, and key Listed Buildings which are integral to the character of places and may inform broader designations such as Local Landscape Policy Areas, and Areas of Townscape and Village Character. LDPs can

also identify Areas of Archaeological Potential within settlement limits to inform prospective developers as to the likelihood of encountering archaeological remains.

Of specific relevance to HMC's role, the SPPS directs that where appropriate a LDP should designate Areas of Significant Archaeological Interest (ASAs) and include local policies or proposals for the protection of ASAs. As required by SPPS 6.29 HED consult HMC in the identification of ASAs. The identified areas are then presented to local authorities who can designate them through their continued LDP process.

Up to January 2024, four local councils have adopted their plan strategies: Fermanagh and Omagh, Belfast, Mid and East Antrim and Lisburn and Castlereagh. Councils who have adopted their plan strategies move to developing their local policies plans, while remaining councils continue in the process of creating their plan strategies. To date extensions to ASAI at Beaghmore and Knockdhu, and a new ASAI at Creggandevesky have been designated through the plans. The identification of these was endorsed by HMC during this 2019-24 term.



Map showing the Area of Significant Archaeological Interest at Knockdhu. Council were consulted in respect of an extended area and the wider area was subsequently designated through the Mid and East Antrim Borough Council Plan Strategy following adoption in October 2023.

3.4 Policy and Key Items from Legislation in the Republic of Ireland - Lessons Learned Ian Doyle

Over the period of 2019-2024 the Historic Monuments Council discussed 41 papers as provided by HED. These papers and presentations related to scheduling proposals, planning cases, strategy documents, policy statements and matters relating to the care of heritage properties in the HED portfolio. As a HMC member whose day-to-day work has a southern focus for the Heritage Council, many

of these discussions were mirrored in ongoing practice.

All of the HMC papers may appear unrelated but fall under several thematic areas covering areas such as government and sectoral strategy, caring for the heritage portfolio and wider resource, managing the impact of development and, finally, archaeological practice. These are issues facing all administrations charged with heritage policy across these islands and wider.

The place of the historic environment in government and sectoral strategy has been a key concern of the papers presented to the HMC during this period. The implications of Brexit for the historic environment were a concern during the early life of this HMC with papers being brought on the place of heritage assets in post-Brexit agricultural and general government policy. The period of Covid also shaped papers presented to the HMC with papers setting out the funding environment and potential opportunities for heritage in recovery funds. As a member working in southern Ireland, many of these discussions were ongoing topics of consideration. In particular, how to maximise the benefits for heritage in the immediate post-Covid environment and how to identify ways to provide support for the sector.

The strategic role of HED and its place within its parent department was also a feature of papers and presentations. Particular emphasis in 2021 was placed on the Programme for Government and how HED can contribute and develop to its progress. At a more specific

sectoral scale, the launch of Archaeology 2030 in Northern Ireland was occurring in parallel with the Archaeology 2025 strategy by the Royal Irish Academy in Dublin and the Government of Ireland's Heritage Ireland 2030 plan, which was launched in 2022. While all these initiatives respect the jurisdictions of Northern Ireland and Ireland there has been good dialogue and partnership across all of these plans in terms of their development and how they are implemented.

The management of the Northern Ireland's heritage portfolio has also been a strong policy feature on the HMC agenda. Papers on acquisition and release, charging policy and investment programmes were presented and discussed. The challenge of climate change, the potential for falling masonry and the difficulties of resourcing such a varied portfolio so as to meet best practice have been recurrent issues. These issues are paralleled in other jurisdictions, e.g. in Ireland with the Sectoral Adaptation Plan for Built and Archaeological Heritage. The Northern Ireland Protocol for the Care of the Government Estate, which ensures periodic reporting on the conservation status of historic assets, is a particularly useful framework but one that has not to date been developed in Ireland, as such this Northern Ireland practice is of some interest.

Managing the impact of development whilst caring for the archaeological resource has been a recurrent issue. The setting out of HED's Conservation Principles, which was discussed by HMC in 2020, provided a strong baseline for practice. Visuals for an individual windfarm

development (2021), a windmill property (2021, 2023), and investment in the Carrickfergus public realm (2021) were presented and discussed. The reuse of historic structures whilst retaining their integrity is an ongoing challenge in all jurisdictions. Moreover, developmental impacts nowadays typically avoid direct physical impacts on heritage assets, however, the impact on their setting or viewshed is a live issue. In the case of renewable energy projects, the public policy objective of decarbonising the economy makes this a particular landscape scale challenge. This is also an important issue in Ireland for heritage bodies. Continuing the issue of climate change and the historic environment, discussion in 2022 concerned policies for archaeological heritage on rehabilitated and rewetted peatlands.

Modern archaeological policy and practice and the challenges faced were discussed through the lens of metal detecting (2020), the need for the archiving of records, the care of human remains, digital archives, and the care of finds (2022). Given the scale of planning-led archaeological work in all jurisdictions these remain key areas deserving ongoing attention. The Government of Ireland's new legislation entitled the Historic and Archaeological Heritage and Miscellaneous Provisions Act 2023 has attempted to address many of these issues and this may provide a basis, as indeed other legislation from these islands will, for any revisions to the Historic Monuments and Archaeological Object (NI) Order 1995.

Historic Environment Division

Conservation Principles

Guidance for the sustainable management of the historic environment in Northern Ireland

January 2023



Historic Environment Division

Report

Protocol for the care of the government historic estate

December 2021



Departmental publications, presented to HMC for consultation

4.0 Protection and Care

The Historic Monuments and Archaeological Objects (Northern Ireland) Order 1995 provides for the protection of sites and monuments in a number of ways, principally as monuments in State Care or as scheduled monuments. A significant part of the role of HMC is advising HED on implementing protection and enforcement measures, as well as on actions which impact on monuments in State Care, and each of these areas have featured in the work of HMC during this term, with some examples provided below. Climate change is also emerging as a major factor which increasingly needs to be considered in caring for our heritage assets, and this, along with emerging related policy and legislation, are areas of work which HMC foresees developing further in the coming term.

4.1 Protection Measures: Background and Context

In total there are just over 18,000 archaeological sites and historic monuments on the Sites and Monuments Record of Northern Ireland.

State Care and Scheduled Monuments

State Care sites and monuments are those in the ownership or guardianship of the Department. They represent all periods of human settlement in Northern Ireland from around 7,000 BC to the 20th century and include some of the premier examples of

monument types in the region. There are 187 State Care Monuments.

Sections 13-21 of the Historic Monuments and Archaeological Objects Order are the key sections relating to monuments in State Care. These include provision for the maintenance, management and protection of and public access to monuments in the ownership or guardianship of the Department for Communities.

Sections 3-12 of the Order deal with scheduled monuments. Just over 2,000 archaeological sites are protected through being Scheduled and these have a designated protection zone around them. Under the Order, physical changes within scheduled areas can be controlled and consent for damaging actions refused. The prevention of damage can be achieved through management and agreements and by funding necessary work to adjust farming practice.

The remaining c. 15,000 archaeological sites and historic monuments are not statutorily protected; as they are predominantly located on agricultural lands their protection is heavily reliant on planning policy and DAERA legislation and policy, and the importance of this has been noted in section 2 of this report.

4.2 State Care Investment Programme

The State Care Investment Programme is to help communities enjoy and realise the value of our State Care Monuments. The primary

purpose is to protect and conserve, while at the same time maximizing the value for the communities and people of Northern Ireland.

Council noted that the Conservation Works Team (CWT) have a significant programme of work, but very limited staff and limited resources for works to be carried out at the 187 State Care Monuments. It was noted that the CWT staffing has fallen from 98 staff in 1998, to 74 in 2002, to only 16 full-time staff in 2023. The pressure on conservation of State Care Monuments is also rising due to climate change. This issue of sufficient resourcing for appropriate management and conservation of these regionally important sites is of great concern to HMC, and whilst recognising that the Department has constrained budgets, Council strongly believe that this must be an urgent priority before there is serious deterioration and significant loss of historic fabric. HMC would expect to have substantial engagement from HED on the State Care Investment Programme going forward, as this clearly has potential for major impacts on the unique assets in the care of the Department.

4.3 Carrickfergus Castle

Council held a meeting in Carrickfergus in September 2019, to facilitate a visit to view the installation of the new roof at Carrickfergus Castle's Great Tower which was completed in February 2020. Given the scale of this particular project, and highly specialist nature, external companies were contracted to deliver the work.

The new roof replaces the Great Tower's flat roof which was added in the 1930s. Over time, water had settled on the flat roof and seeped into the walls, causing leaks and mould to grow. This has been solved by the new roof. The timber framework supporting the new roof is made from strong and durable Irish oak, which fell in County Wicklow during the 2017 Storm Ophelia. The new roof is covered in Cumbrian stone slate and lead.



The new roof on the Great Hall at Carrickfergus castle, supported by an Irish oak framework

Traditional materials, appropriate to the site, were used and it is built to last. The carpenters, masons and oak wrights who worked on this roof used many of the same techniques as skilled medieval builders, but to a modern standard. The whole wooden framework was built without using a single nail. The joints were fixed with tapered timber pegs, which are flexible and allow the roof to move as the timber dries. Inside the Great Hall at the top of the Tower where the new roof is, the space has been transformed into a higher, brighter, warmer and more historically accurate space than what was there before.

Council thoroughly enjoyed the opportunity to explore the works to the roof, and to learn more about the scale and complexity of the challenges which HED faces in maintaining these monuments in its care.

The conservation work continued at Carrickfergus Castle in 2022 with the Grand Battery conservation project which was to address water ingress into the vaults below; works were designed to reduce potential impact on below ground archaeological fabric and to enable the maximum retention of historic fabric by building up the surface rather than digging down. Similarly, the conservation scheme at the Castle Sea Tower was to address water ingress and the condition of surfaces within the tower.

4.4 Church Island, Lough Beg

A further example of the complexity and difficulties faced by HED in the care of State Care monuments was presented to Council in

relation to Church Island on Lough Beg, which was closed due to concerns over the stability of high-level masonry at the site prior to a conservation project. A full physical survey of the spire found that it was in worse condition than previously identified by ground based and drone inspection and required partial rebuild. This escalated the costs of the project so the boundary wall repairs, which were a lower health and safety priority, were dropped to enable the full conservation of the spire.

Further works were carried out at Dundrum Castle (the Keep, Upper Ward, and Blundell's house), Kinbane Castle, Dunluce Castle, Navan Fort, and Tully Castle.





Works at Church Island, Lough Beg (LDY 042:014)

4.5 Moving Drumadonnell High Cross

A particularly unusual case was presented to HMC in early 2022 (HM553) with proposals to move Drumadonnell High Cross from storage in the Castlewellan depot, to the Ulster Folk and Transport Museum. This arose from the lease end at the HED depot, and a desire, in the longer-term, to see the cross presented and publicly accessible. Moving such a large and heavy, but fragile item, was not an easy feat, and HMC were impressed by the detailed technical engineering specifications provided, and the timelapse video which recorded the successful operation. We look forward in future to hearing more about plans for its presentation to the public.

Council appreciated the opportunities during this term to fully understand the work undertaken at the State Care monuments and look forward to regular updates on annual maintenance programmes in future terms.



Drumadonnell high cross being prepared for transport

4.6 Scheduling

In accordance with the requirement for the Department to consult with Council under Article 3(6) of the Historic Monuments and Archaeological Objects (NI) Order 1995, HMC considered and approved the scheduling of 43 monuments in total during the period covered by this report. In addition, one site was proposed for de-scheduling and one further proposal to amend a large scheduled area was brought forward. This is a significant reduction in the number of sites proposed for scheduling in the previous term of the Council (94) and was a result of resourcing issues within HED, with limited staff time available to conduct this important statutory function. HMC welcomes that in the more recent years of this Council term HED started to address this issue, and the number of scheduling proposals presented to Council increased, offering important protection to often vulnerable sites. HMC strongly advocates that appropriate resourcing must be in place for this work into the future.

A significant number of military heritage sites were proposed to Council for scheduling, following the completion by HED of the Defence Heritage survey. Northern Ireland's defence heritage represents a significant period in our history. There are many 20th-century defensive structures dotted around the countryside and coast of Northern Ireland. These include training trenches, gun and searchlight emplacements, pillboxes, observation posts, airfields, harbours, naval and flying boat bases, air raid shelters, and many other related structures. The majority of these are derelict, some have been reused or



Coastal observation pill box, Lower Doaghs, Co. Londonderry LDY 001:020. Proposed to HMC as a scheduled historic monument (HM560).

altered, and others are in a state of decay or have been demolished. HMC welcomes this comprehensive survey and is very supportive of HED's work in bringing forward a selection of these sites for protection through statutory designation.

As the designation of sites as Scheduled Historic Monuments is a key statutory function of Council, a summary is provided below on a yearly basis of the sites approved and the number of the relevant HM paper which provides full details of the sites and the rationale for their protection by scheduling. A full list of the sites scheduled 2019-24 is provided in Appendix 1. It should be noted that some of the site scheduling proposals contain more than one feature to be scheduled.

Of the sites articulated below which were proposed for scheduling only the bailey bridge (HM557) has not been taken forward. This was due to an extant planning permission on this site. HED presently work with the owners toward the detailed recording of this structure in advance of its dismantling.

2019	HM526	Scheduling of Monuments in Advance of any Major Works or Removal. This paper outlines the Department's proposed position on the scheduling of monuments under the Historic Monuments and Archaeological Objects (NI) Order 1995 Order, in advance of potential major works or destruction.
2020	HM532	Proposed amendment to Scheduling at Maze/Long Kesh which relates to the World War II Hangars at the former prison site at Maze/Long Kesh. The scheduled area will now exclude the hangars as they are listed buildings.
	HM537	Scheduling of several historic monuments, including Ballintoy Harbour, a pillbox in Ballymacarrett, a medieval church site at Killard, Co. Down, and the site of Ballyreagh Castle/Dunfert on the north coast.
2021	HM548	Proposals for scheduling including an industrial site associated with the Belfast County Down Railway, Defence Heritage features in Bishopscourt and in Ballykelly, two raths in County Tyrone and an historic graveyard associated with the period of penal laws in County Down. For the defence heritage assets, the descriptive information comes from the survey work for the Defence Heritage Record, commissioned by HED to enhance this record and better capture this diverse range of 20th -century sites
	HM550	De-Scheduling and Listing of Scheduled windmill, Martello Terrace,
2022	HM555	Hollywood, Co. Down.

<p>2023</p>	<p>HM557</p>	<p>Proposals for scheduling including the Lissummon Tunnel in Armagh, Northern Ireland’s longest tunnel and a pinnacle of Victorian engineering in Ireland. It also incorporates a series of wrack beds in Greencastle on Carlingford lough representing local pastoral activity on the intertidal zone, a WW2 flying boat dock in Castle Archdale, the only identified example of its kind and a series of armament magazines for the Royal navy in Killnappy with associated blast walls and a WW2 synthetic pilot and turret training facility in Mullaghmore. Lastly it presents the scheduling of two historic shipwrecks, that of the Devereux, off the North Coast, and the SS Lochgarry, close to Rathlin Island.</p>
	<p>HM560</p>	<p>Proposals for scheduling including a WWII Bailey Bridge, a Troubles-era military patrol base, a multiperiod trading site/occupation site in Strangford Lough, and a curvilinear enclosure feature on Devenish Island. It also highlights a long overdue descheduling of the former site of a wedge tomb at Ballybriest and an amendment to a scheduled area near a quarry close to Moorfields in County Antrim.</p>
		<p>Proposals for scheduling including a number of WW2 assets identified through the defence heritage survey, three survivals of prehistoric rock art, the remains of a megalithic tomb, the important industrial heritage achievement that is Spelga Dam and a hitherto undesignated motte and bailey castle at Shane’s Castle Co Antrim.</p>

Spelga Dam – scheduling of an iconic industrial heritage site

One of the most iconic structures scheduled was Spelga Dam, a key icon of our industrial heritage infrastructure in Northern Ireland and of national significance. Constructed from 1954 -1957, the location of Spelga Dam and of the reservoir it feeds, had been suggested since 1835 as a potential additional source of water for the growing city of Belfast and its surrounding towns, due to the natural shape and qualities of the landscape.

The dam was designed by the Belfast engineering firm R. Ferguson & S. McIlveen and was built by construction firm John Laing & Sons. A gravity dam with a retaining wall 28m high, comprised of concrete “V” shaped wings, its foundations were built upon the tested greywacke below. The construction of the 1000ft length dam necessitated the blasting of stiff boulder clay, with no more than 4ft of blasting occurring at any time in an effort not to damage the bedrock. Pattern drilling was employed to ensure that bedrock was reached and not compromised as it varied from 5ft to 35ft in depth across the site.

At the apex of the dam is a small octagonal valve house that projects into the reservoir and which is approached by a metalled path running along the top of the dam. The four banks of triple syphons, added later, are of special note being the first use in Ireland of this device to discharge excess water from a dam.



Spelga Dam, Ballynanny and Stang, Co. Down DOW 048:500. View of the dam with triple syphons and octagonal tower at the centre. Proposed to HMC as a scheduled historic monument (HM560).



Photograph showing the Moneybroom limekilns, and subsequently the site after their unauthorised removal. The scheduled chimney remains intact

4.7 Prosecution and Enforcement

There is a continued risk to scheduled monuments and archaeology in general, particularly on agricultural land. HMC recognises that the undertaking of prosecution and enforcement activities is an important tool to deter and remedy inappropriate change or to respond to damage. Though, in most cases, those interacting with these assets value the features, the potential to take action where damaging or destructive activities have taken place, can act as a strong deterrent, and HMC is supportive of the difficult work which HED has undertaken in conducting prosecution and enforcement action where necessary.

The most significant prosecution activity related to the destruction of the scheduled Moneybroom Lime Kilns, County Antrim, in Spring 2021, which was originally presented to Council in paper HM534. Lime kilns were built to produce lime for the agriculture and construction industries during the Victorian era.

Council were advised that when the destruction on site was reported to HED, staff carried out an inspection and the incident reported to the Police Service of Northern Ireland (PSNI) which, ultimately resulted in a successful prosecution.

In January 2024, the landowner, pleaded guilty to the destruction of the kilns, and was fined £50,000. In a statement, Brian McKervey, then acting director of HED, said: “We welcome the court’s recognition that our heritage is an important and finite resource and an appreciation that once gone, these sites are impossible to replace. Not only did Moneybroom lime kilns, which date back to the 1800s, provide a unique example of a time when our society was undergoing massive change, they were a reminder of many aspects of our shared heritage, including the industrialisation of our landscape and society.”

Council endorses this and notes that it sets an important example that demonstrates that HED will engage with criminal justice partners to pursue prosecutions where warranted, in particular when historic monuments have been damaged or destroyed. Council also recognises that education of farmers, other owners and the public is an important aspect in deterring and avoiding damage to monuments. To this end, Council supports timely and consistent liaison with DAERA and other bodies such as the Ulster Farmers Union and the Construction Employers Federation.

4.8 Climate Change and the Risk to Monuments

Dr Will Megarry

Climate change remains one of the most urgent threats to cultural heritage globally. It was a regular subject of discussion during this term and was also the topic of a special presentation by key stakeholders from the island of Ireland including the Republic of Ireland Chief Archaeologist Michael McDonagh, Cathy Burns from Derry City and Strabane District Council, Anne Menary and Rory McNearry from the Historic Environment Division and HMC member Will Megarry from Queen’s University Belfast, who is also focal point for climate change and the International Council on Monuments and Sites (ICOMOS). Broader discussions focused on two key topics: climate impacts and risk to state care monuments, and the role of state care monuments and historic structures to promote climate action. On impacts, current climate impacts and future risk to both existing scheduled and state care monuments and scheduling applications was regularly discussed, especially for monuments deemed at higher risk including coastal heritage. Adaptation options were discussed including the need to align with both the UK National Adaptation Plan, and the Republic of Ireland Sectoral Adaptation Plan for Built and

Archaeological Heritage . Broadly, it was acknowledged that climate change is impacting state care and scheduled monuments and that more needs to be done to respond to this challenge. The role of cultural assets in promoting climate action both as exemplars of best-practice and as examples of past knowledge was also discussed. The importance of valorising historical structures used or renovated by the HED was stressed on several occasions, as was the important role of retrofitting historic structures for energy efficiency and carbon mitigation.



Rock Art panel, Ballyward Co. Down DOW 025:042. Image taken using night-lighting techniques to highlight the cup-and-ring mark decoration. Proposed to HMC as a scheduled historic monument (HM 560).

5.0 Conclusion

The February 2019 – January 2024 term has proved to be a busy one for HMC.

The introduction of COVID restrictions early in 2020 could have been detrimental but instead has proved to be a game-changer, with the move to online meetings, and subsequently a hybrid format (combining online and in-person) facilitating very active participation from members, particularly those located in more distant areas. Looking forward to future terms, it is clear that this will enable HMC to appeal to participants who otherwise may not have considered it possible to regularly attend the meetings, and this will hugely benefit the Council.

Although somewhat curtailed during this term, members of HMC have thoroughly enjoyed the opportunities to participate in site visits and have found these to be very beneficial in enabling Council to fully understand issues and provide advice to HED. Council would recommend that site visits are an integral part of the HMC programme, and opportunities are actively sought, where appropriate, for these to take place in the coming term.

HMC has maintained its diverse range of skillsets during this term, benefiting from membership from both the commercial and academic archaeological sector, as well as those with other backgrounds, but an enthusiastic interest in our historic environment. This diversity of membership

allowed the council to discuss and provide guidance on a wider range of emerging and urgent topics. These include the increasing risks posed by climate change and the importance of more recent 20th century heritage (including defence and industrial heritage) in Northern Ireland which remains under-represented in the scheduling process. It is important that this range of interests, skills, knowledge, experience in HMC is maintained going forward, to provide balanced, independent and comprehensive advice to the Department.

The range of papers and issues presented to HMC for consideration and advice reflects the remarkable scope of work undertaken by HED in recording, protecting, caring for and promoting the historic environment of Northern Ireland. Council recognises the importance of this work, and in particular the knowledge, dedication and enthusiasm of the Departmental staff in delivering those activities, often in challenging circumstances and with limited resources. HED faces increasing pressures and adequately responding to key emerging topics is only possible with resources and financial support. The continual underfunding of the work of HED not only affects the morale of staff who battle ever bigger workloads but puts monuments at risk. This position is untenable. The excellent work on Carrickfergus Castle is an example of where investment in conservation and restoration of a state care monument has had an excellent outcome, which secures our significant heritage for future

generations. This is only made possible by having a suitable budget, and staff with knowledge and skills to deliver high quality outcomes.

The increasing pressure of climate change on our monuments and buildings has been clearly articulated in the work of the Council, yet the funding to meet these risks seems to decline. If we value our cultural heritage expressed through scheduled and state care monuments, then there needs to be proper resourcing and training of staff, with sufficient budgets. Over coming years, risks to many heritage sites will increase. We are already seeing risk to coastal heritage through rising sea levels and the decay of building fabric caused by increased saturation such as at Carrickfergus Castle, the exposure and erosion of archaeological sites and monuments such as high crosses, and the collapse of unstable masonry elements particularly at ruined ecclesiastical sites. There is an urgent need to consider climate risk assessment and adaptation strategies for monuments and sites.

The Defence Heritage survey was exceptionally worthwhile, highlighting key buildings and settings that required scheduling. This is vital work before our defence heritage is forgotten and lost. The Council feels it is essential to urgently take a similar approach to industrial heritage. It is 40 years since the publication of W.A. McCutcheon's book on the Industrial Archaeology of Northern Ireland, and many of the sites have since been lost, not least the

lime kilns removed during this reporting period. Our industrial heritage, from the mills and factories to our ports and canals are the foundations of Northern Ireland's cultural heritage. Our linen and ship-building industries are famous on the world stage. It is important that a comprehensive survey is completed together with developing an engagement strategy to protect them for future generations. This survey also needs to address the increasing loss of industrial and maritime heritage conservation expertise essential to preserve these sites monuments for future generations.

The anticipated review of the Historic Monuments and Archaeological Objects (NI) Order 1995 has not occurred. The Order allows for monuments to be protected by taking them into State Care or by Scheduling and also places restrictions on searching for archaeological material. This is now an urgent requirement for the Department, to respond to new and emerging threats and challenges.

This report can only ever provide a summary of those areas which Council has advised on during the February 2019 – January 2024 term. HMC looks forward to the next term, and further engagement with emerging and ongoing issues such as climate change impacts, developments relating to State Care monuments, and proposals to review policies and legislation. These will be key drivers for change and HMC has an important role to play.

Appendices

Proposals for Scheduling presented to HMC 2019-2024

SMR Ref:	Townland	Monument	Grid Ref	Date Proposed to HMC	Date Scheduled
DOW 004:017	Ballymacarrett	WW2 Pillbox	J3640374868	03/11/2020	26/03/2021
DOW 039:004	Killard Upper	Church site "Renles"	J5916542733	03/11/2020	26/03/2021
LDY 003:010	Ballyreagh	Ballyreagh Castle/ Dunfert	C8460039850	03/11/2020	26/03/2021
ANT 004:500	Ballintoy	Harbour	D0381245423	03/11/2020	26/03/2021
DOW004:500	Corporation (Bangor)	Sand dryer	D0377045300	14/09/2021	30/01/2024
DOW 023:028	Listooder	Graveyard and cross carved stone "Killygartan"	J5916542733	14/09/2021	19/12/2022
DOW 038:079	Ringawaddy	Commuted antenna direction finding building	J5840042629	14/09/2021	28/03/2022
DOW 038:080	Ballywooden	Transmitter / receiver station	J5883142908	14/09/2021	19/12/2022
DOW 038:081	Lismore	Transmitter / receiver station	J5708441971	14/09/2021	19/12/2022
DOW 038:032	Ballywooden	Radar modulator building and operations block	J5771743023 & J5769343014	14/09/2021	19/12/2022
DOW 009:055	Ballykelly Level Intake	Cold War Readiness Platforms	C6362024504	14/09/2021	19/12/2022

TYR 038:017	Tullywiggan	Rath	H8214075360	14/09/2021	28/03/2022
TYR 061:009	Lisbanlemneigh	Rath	H8160054640	14/09/2021	28/03/2022
ARM 022:500	Lisummon	Railway Tunnel	J0521034890	13/09/2022	27/03/2023
MRD 284:010	Greencastle -Mill Bay	Wrack Bed	J2305432523	13/09/2022	19/12/2022
MRD 284:008	Greencastle -Mill Bay	Wrack Bed	J2248814246	13/09/2022	19/12/2022
MRD 284:011	Greencastle -Mill Bay	Wrack Bed	J2460213871	13/09/2022	19/12/2022
MRD 284:009	Greencastle -Mill Bay	Wrack Bed	J2321812314	13/09/2022	19/12/2022
FER 173:126	Rossmore	Castle Archdale, Flying Boat Dock	H17736 59172	13/09/2022	19/12/2022
LDY 014:116	Ardnaguniog	RAF Kilnappy RNAD Armament Magazine	C49141 18716	13/09/2022	31/01/2024
LDY 014:117	Ardnaguniog	RAF Kilnappy RNAD Armament Magazine	C4911218670	13/09/2022	31/01/2024
LDY 014:118	Ardnaguniog	RAF Kilnappy RNAD armament magazine	C4907618633	13/09/2022	31/01/2024
LDY 014:119	Ardnaguniog	RAF Kilnappy RNAD Armament Magazine	C4900818555	13/09/2022	31/01/2024
LDY 019:020	Cornamuclagh	Bombing Trainer	C9011120866	13/09/2022	27/03/2023

LDY 019:021	Cornamuclagh	Link Trainer	C901120872	13/09/2022	27/03/2023
LDY 019:022	Cornamuclagh	Turret Trainer	C9010020849	13/09/2022	27/03/2023
MRA 006:046	Off coast near Ballymacrea Lower	Shipwreck "The Devereux"	C8862540855	13/09/2022	27/03/2023
MRA 003:221	Off coast of Carravindoon	Shipwreck "SS Lochgarry"	D1606748068	13/09/2022	27/03/2023
DOW024:035	Dunynneil Island	Enclosure / trading post	J5474053840	21/03/2023	28/09/2023
FER211:087	Devenish	Curvilinear enclosure	H2248047530	21/03/2023	28/09/2023
LDY 001:015	Drummans Middle	Military Patrol Base	C6714036280	21/03/2023	28/09/2023
TYR035:027	Gortmore	St Lucia Barracks WW2 Bailey Bridge	H4481073520	21/03/2023	Not taken forward
ANT 049:020	Shanes Castle Park	Mound –Possible Motte & Bailey "The Mount"/"Dunmore"	J0842089720	28/11/2023	30/01/2024
DOW025:042	Ballyward	Rock Art Panel	J6022955487	28/11/2023	30/01/2024
DOW 009:101	Ballykeel	Starfish (Special Fire) Control Centre	J3870968430	28/11/2023	30/01/2024
DOW 009:102	Ballykeel	Starfish (Special Fire) Control Centre	J3867568453	28/11/2023	30/01/2024
DOW 048:500	Ballynanny & Stang	Spelga Dam	J2656227197	28/11/2023	30/01/2024
FER 212:002	Lissan	Long Cairn	H2755046980	28/11/2023	30/01/2024

TYR 026:023	Cullion	Cup & Ring Marked Stone	H4770681849	28/11/2023	30/01/2024
TYR 026:024	Cullion	Cup & Ring Marked Stone	H4799381878	28/11/2023	30/01/2024
LDY 001:017	Lower Doaghs	Coastal gun battery site	C6603638680	28/11/2023	30/01/2024
LDY 001:020	Lower Doaghs	Beach Pillbox	C6600638616	28/11/2023	30/01/2024
LDY 001:018 & 019	Lower Doaghs	Coastal gun battery site and crew shelter	C6605638691 & C6606238679	28/11/2023	30/01/2024

Reschedulings presented to HMC

SMR Ref:	Townland	Monument	Grid Ref	Date Proposed to HMC	Date Scheduled
DOW 014:052	Maze	Amendment to enable listing of Hangars	J2241062010	03/03/2020	15/06/2021
ANT 038:011	Cross, Deerfin & Dunnyvadden	Field System	D16600180	21/03/2023	21/03/2023

Deschedulings presented to HMC

SMR Ref:	Townland	Monument	Grid Ref	Date Proposed to HMC	Date Scheduled
LDY 045:004	Ballybriest	Wedge Tomb	H76418859	21/03/2023	31/03/2023



Historic Monuments Council

The HBC/HMC Secretariat
Causeway Exchange
1-7 Bedford Street
Belfast
BT2 7EG

