

# Historic Buildings of Local Importance

A guide to their identification and protection

Issue 1.0 : **May 2017**

Historic Environment Division



Department for  
**Communities**  
[www.communities-ni.gov.uk](http://www.communities-ni.gov.uk)



*Above: Non designated heritage assets such as gates, gatehouses and gateposts can be regarded by communities as a significant part of their local heritage. Identification as Historic Buildings of Local Importance provides a way for the planning system to take this significance into account in relation to proposals for development.*

*Issue Date: May 2017*

*Front Page Image: Former water powered mill, Co Fermanagh.*

*Above: Entrance gates and gate lodge, Tynan, Co. Armagh.*

*‘This good practice guide aims to assist councils achieve a consistent approach when identifying and protecting Historic Buildings of Local Importance.*

*This guide is not intended to replace the need for council judgement in their decision making. Reference should be made to the actual policy referred to in this document and if any discrepancy or conflict exists between this guide and policy, the provisions of the policy will prevail.*

*Further information can be obtained from the Department for Communities website*

*<https://www.communities-ni.gov.uk/>*

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Co. Down.



*Many unlisted dwellings have an architectural and historic character worth retaining.*

Co Fermanagh.



# 1. Introduction

## 1.1 The Historic Environment Division

The Historic Environment Division (HED) within the Department for Communities (DfC) aims to:

**Support and sustain vibrant communities and a strong economy through realising the significant, ongoing value of our historic environment.**

An appropriately recorded and well understood historic environment can play a fundamental role in creating sustainable, vibrant communities and enhancing our quality of life. A well-managed and protected environment can also underpin prosperity and create new opportunities for growth. This guidance looks at how one part of this environment: non-designated heritage assets, can be identified and protected through the planning system. To do this effectively, this protection should be based upon clear evidence; and it should be clearly explained.

## 1.2 Guidance Aim:

This document provides guidance on the identification and protection of historic buildings of local importance. This is sometimes also referred to as 'local listing' or 'community listing'. The identification of these buildings/ structures allows the architectural and historic interest of unlisted historic buildings/ structures to be taken into account, in accordance with local planning policy, when considering planning applications. The guidance seeks to explain:

- what historic buildings of local importance are;
- how this power relates to other heritage protections.
- how councils can protect such features;
- when councils should consider using this facility;
- how councils can develop consistent selection criteria;
- how councils can develop appropriate planning policy;

## 1.3 Background.

Historic Buildings of Local importance are defined in paragraph 6.24 of the Strategic Planning Policy Statement for Northern Ireland (SPPS) as:

*'a building, structure or feature, whilst not statutory listed, has been identified by the council as an important part of their heritage, due to its local architectural or historic significance.'*

Such buildings, structures, or features, if identified by a district council, will form part of a suite of identified heritage assets, both designated and non-designated, that have related planning policies aimed at protecting the historic environment of an area. The following heritage asset types are outlined in Chapter 6 of the SPPS:

- World Heritage Sites (International Designation);
- Monuments in State Care (Designated by DfC);
- Scheduled Historic Monuments (Designated by DfC);
- Listed Buildings (Designated by DfC);
- Conservation Areas (Designated by District Councils);
- Historic Parks Gardens and Demesnes (Designated on Local Dev Plan);
- Areas of Significant Archaeological Interest (Designated on LDP);
- Areas of Townscape or Village Character (Designated on LDP);
- Local Landscape Policy Areas (Designated on LDP);
- Areas of Archaeological Potential (Designated on LDP);
- Other Archaeological Sites and Monuments in the plan area (these are identified by DfC on the NI Sites and Monuments Record<sup>1</sup>);
- Unlisted Vernacular Buildings (Identified by District Councils).

Identification of Historic Buildings of Local importance provides an opportunity for councils, in conjunction with their communities, to add to the heritage protection of their area and to build upon and reinforce their sense of local identity and distinctiveness. The approach also aligns with international good practice<sup>2</sup>.

**It is important to note, however, that there is no requirement that district councils draw up such a list and that decisions on the ways in which these features are identified and the system of management adopted are matters for such councils to decide.**

The approach has been deployed by councils in parts of England<sup>3</sup> and in Scotland<sup>4</sup> where it is referred to as 'Local Listing'.

<sup>1</sup> Under Article 2 of the Historic Monuments and Archaeological Objects (NI) Order 1995 a historic monument includes: '(a) any scheduled monument; and (b) any other monument the protection of which is in the opinion of the Department of public interest by reason of the archaeological, historical, architectural, traditional or artistic interest attaching to it.'

<sup>2</sup> The Granada Convention for the Protection of the Architectural Heritage of Europe, which the UK is a signatory to, states: 'Each Party undertakes to adopt integrated conservation policies which: .....Facilitate wherever possible in the town and country planning process the conservation and use of certain buildings whose intrinsic importance would not warrant protection within the meaning of Article 3 [statutorily protected] of this Convention but which are of interest from the point of view of their setting in the urban or rural environment and of the quality of life.'

<sup>3</sup> See the 'Good Practice Guide for Local Heritage Listing'. Published by English Heritage in May 2012.

<sup>4</sup> For an example see 'Listed Buildings and the Local List', published by Orkney Islands Council in October 2011

The approach should thus be understood as an **extra tool** available to councils as part of their suite of heritage related powers and policy. It will be of use to those councils who:

- see a need to increase heritage protection in their area;
- want a way to work with communities to promote an increased awareness of their area's culture and heritage;
- are concerned that the heritage value of individual structures should be better recognised by the planning system.



*Historic buildings, listed and unlisted, can provide character and an important backdrop to events.*

## 2. What are Historic Buildings of Local Importance?

### 2.1 Policy Context:

The SPPS states in paragraph 6.24:

*'Non-designated Heritage Assets*

*The effect of an application on the significance of a non-designated heritage asset such as an unlisted vernacular building, or historic building of local importance, should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. Councils may wish to bring forward bespoke local policies for such buildings.'*

A footnote explains that a 'historic building of local importance' is:

*'a building, structure or feature, whilst not statutory listed, has been identified by the council as an important part of their heritage, due to its local architectural or historic significance.'*

Thus, the significance placed on the historic building of local importance is key to its protection under planning policy. This should be established based upon clear evidence.

A further footnote explains that 'unlisted vernacular buildings' are buildings that:

*'reflect the local 'folk tradition' and are typical of a common type of building in a particular locality, generally pre 1925.'*

Unlike historic buildings of local importance, therefore, such buildings are identified based upon a definition of their typical characteristics rather than upon their architectural or historic significance. Once identified, however, the policy makes clear that this significance should form the basis of related planning decisions.

Some unlisted vernacular buildings could therefore be regarded as of sufficient importance to be included on a list of historic buildings of local importance, but some may not. The SPPS explains that 'councils may wish to bring forward bespoke local policies for such buildings' i.e. both categories. This means that councils can:

- Not develop any policies for 'non- designated heritage assets'
- Develop a single policy for 'non- designated heritage assets'
- Develop policies for 'unlisted vernacular buildings' and 'historic buildings of local interest'
- Develop a policy solely for 'unlisted buildings of local importance'.

The SPPS also refers to:

**'Local Landscape Policy Areas (LLPAs):** *These consist of those features and areas within and adjoining settlements considered to be of greatest amenity value, landscape quality or local significance and therefore worthy of protection from undesirable or damaging development. They may include:*



- *listed and other locally important buildings and their surroundings;*

If not listed, such structures could be formally identified as historic buildings of local importance.

## 2.2 Some Examples:

All around us are buildings that are historic and are of local importance. They set the context of our towns, cities, villages and rural areas and help make each place unique. They may not have individual features or be of sufficient interest to mark them out as special, but their removal would be a loss to the community as well as to the potential of our tourism economy.

Recognition of this led to the introduction of Conservation Areas in the early 1970s and since 1999 the introduction of Areas of Townscape and Village Character. These protections ensure that the contribution of lesser buildings to such places can be taken into account when considering proposals for change. Approval for demolition is required in both designations.



Non-designated historic buildings, outside a Conservation Area, which complement the setting of a listed building. Bishop's Street Without, Derry~Londonderry.

However, such structures may have importance beyond their contribution to a protected area. The unlisted vernacular buildings and unlisted locally important buildings in Local Landscape Policy Areas are two examples mentioned already where this interest is formally acknowledged by the planning system. Councils may consider it desirable to identify and protect buildings with:

- particular features of note;
- a history that makes their continued presence important to a local community;
- lesser features associated with an estate, institution or industrial process.



Some buildings, even if in poor condition, may be important to a community. The Soldiers and Sailors Memorial Hall in Coagh, Co. Tyrone, was built in 1920 shortly after WW1.

Conversely, some unlisted buildings that make an important contribution to an already protected area may have individual qualities that deserve to be highlighted in their own right.

Identification as a Historic Building of Local Importance allows such features to be understood and taken into account when proposals for change are being considered.

Unusual street furniture, such as this former water trough in Rostrevor, add to the character and sense of history of historic places. Identification on a list of Historic Buildings of Local Importance can help ensure that this interest is acknowledged and taken into account in future redevelopment.



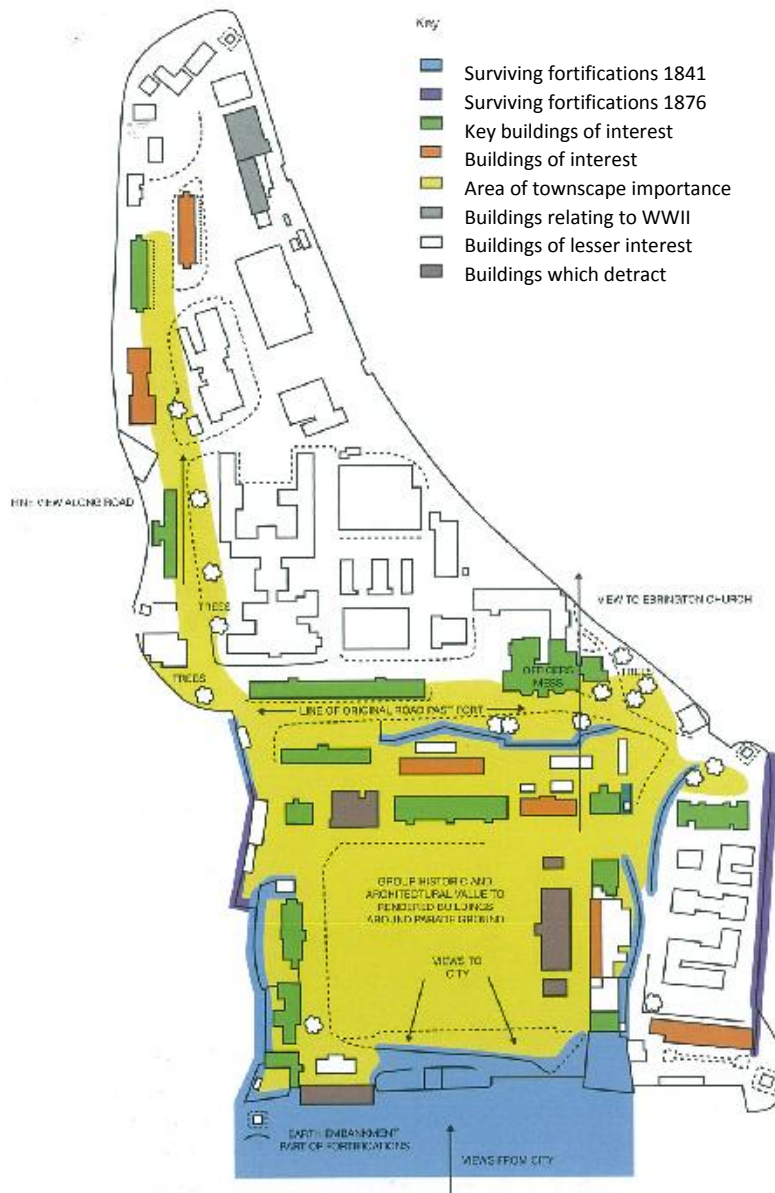
## 2.3 Case studies

### (i) Ebrington Barracks- Holistic Heritage Assessment

The heritage interest of Ebrington Barracks in Derry~Londonderry, a complex site which had been in military and naval use for 162 years, was considered by the Historic Environment Division in 2003. It was decided that a holistic review to understand its interest would be the most appropriate way forward. The resulting 'conservation statement', based upon detailed research and understanding of the site, was published on the Department of the Environment's website.

These investigations were summarised in a map, reproduced below, which indicated: the 1848 and 1875 fortifications; historic buildings of key interest; historic buildings of importance; buildings which detracted from the heritage interest of the site; and areas of heritage interest.

Ebrington Barracks – Summary of Heritage Value 2004



Ebrington Parade Ground, 2003.



Ebrington Square, 2016.

Following consultation, the 1848 ‘star fort’ wall became a scheduled historic monument and the historic buildings of key interest were largely all protected as listed buildings. Other structures were recorded but not formally designated as protected structures. Reliance was placed upon the Conservation Statement and Masterplan to protect the wider heritage interest of the site<sup>5</sup>. These informed subsequent demolition and maintenance work.



The unlisted former barracks medical centre converted to a restaurant.



The unlisted former stable block with internal heritage features preserved.

Today, a number of the unlisted buildings have been conserved and brought back into use and make an important contribution to the character of the site. A large part of the 1875 boundary wall has been demolished to facilitate construction of a multi-storey car park, but a substantive section remains, and the new insertion has been detailed, to ensure that the story of this boundary and expansion can still be understood. An unprotected earthwork, key to the story of how the site was designed to allow quick response across the river has also been preserved despite major bridge building works nearby. The concrete base of the historic flagpole, a feature key to the symmetry and hierarchy of this former military site, has been retained despite a drop in the level of the former parade ground following regeneration works.

Taken together, the individual assets make an important contribution to the historic character of the entire site. They have been maintained through clear communication of what is important about the wider site and its individual features.

Identification of similar features on other sites as Historic Buildings of Local Importance might be an effective way of ensuring such value is taken into account when considering planning applications.

<sup>5</sup> Though structures within the curtilage of a listed building are also regarded as listed under Section 80 of the Planning Act 2011, this is normally understood as structures which are subsidiary to the listed building- see discussion in paragraphs C34 & C35 of Annex C to Planning Policy Statement 6, March 2011. In this case, barrack buildings were not regarded as within each other's curtilage.

## (ii) Wallace Park- Protecting Future Potential

The municipal park in Lisburn is an important relic of the Victorian era which still gives much pleasure to citizens. At two of its entrances are gate lodges which were constructed originally to house some of those employed to look after the park. They also helped ensure that the park was well monitored. After a period used for storage, the city council decided to invest in extensions to bring them back into use as dwellings. The work to these unlisted buildings was sensitively carried out and sought to ensure that their character as important park features, was maintained in the change. The buildings were subsequently protected as listed buildings in the resurvey of the area in 2011. While, in other places, such structures have been lost or altered beyond recognition, in this case, appreciation of their heritage interest ensured that this was maintained despite the lack of formal protection.



*Magheralave Road Gate Lodge, Wallace Park, Lisburn.*



*Belsize Road Gate Lodge, Wallace Park, Lisburn.*

DfC's listing survey- the 'Second Survey' has covered c.65% of Northern Ireland by March 2017. In areas not covered by the survey, there may be structures worthy of such protection that are not designated. Identification as historic buildings of local importance by a district council in these areas could help ensure such features are not lost in advance of the survey considering their area.

### (iii) Development of Tourist Trails

In East Belfast are a number of sites associated with the life of the author CS Lewis and investment has been put into developing a trail to encourage visitors to the area<sup>6</sup>. One of these is the house where he was born and which on an upper floor has a door opening into an attic under its eaves. This is reputedly the inspiration for the wardrobe in his book *The Lion the Witch and the Wardrobe*. Nearby, was a house where he stayed for two weeks as an adult and wrote his first full length prose work: *The Pilgrim's Regress*. While the first house is a listed building, the second was not and, as an unprotected building, it was demolished in the mid 2000's. It was considered, in advance of this, for protection but it was concluded that it did not meet the architectural test for listing and that its historic association was not significant enough to justify protection on those grounds.

This case illustrates that there may be instances where a District Council may want to extend heritage protection to unlisted buildings to ensure that any assets considered of local importance associated with potential heritage tourism initiatives are retained. This interest can then be taken into account in any planning applications for change.



*Little Lea, Belfast, a listed building and the childhood home of CS Lewis.*



*Red Hall, Belfast, a now demolished building where CS Lewis wrote a book in 1932.*

<sup>6</sup> <http://www.conswatergreenway.co.uk/trails>

## 3. How can Councils protect such features?

### 3.1: The Local Development Plan

District Councils have responsibility for preparing Local Development Plans for their areas. The provisions of the SPPS must be taken into account in the preparation of these plans. Such plans can identify features and areas for protection, and introduce new or revised policy, within the framework of regional policy. The plans are subject to the consideration of representations and an independent examination.

In this context, there are four main routes which a District Council could follow to protect Historic Buildings of Local Importance:

- By Regional and Local Development Plan policy
- By list and associated policy
- By policy and identification on the Local Development Plan
- By policy, identification and Article 4 Direction.

#### 3.1.1 Protection by Policy.

One way to protect unlisted historic buildings of local importance is to include a policy in the Local Development Plan. The SPPS (para 6.24) sets out the strategic policy which applies to non-designated heritage assets. This makes it clear that the effect of a planning application on the significance of a non-designated heritage asset should be taken into account in determining the application. Though it also says that such assets will have been '*identified by the council as an important part of their heritage*<sup>7</sup>', there is no time requirement for this work and such identification, could, in principle, be carried out at a late stage i.e. after the submission of a planning application.



*An unlisted vernacular house, in Strabane, Co. Tyrone. Such buildings have a heritage interest due to their traditional design and plan form that could be the subject of a policy in a Local Development Plan*

<sup>7</sup> Strategic Planning Policy Statement for Northern Ireland. September 2015, paragraph 6.24, page 41  
March 2017

### 3.1.2: Protection by list and LDP Policy

Though a Council may sometimes feel a need to identify such buildings in response to a planning application, it is good practice to ensure that an applicant is aware of any potential designations on their property well in advance of making a planning application. This also helps to ensure that the identified historic and architectural interest can be taken into consideration at an early stage and costly changes avoided.

One way to do this is to draw up and publish a list of such structures in addition to the inclusion of a policy in the Local Development Plan. Such structures will, in compliance for the SPPS, have then been *'identified by the council as an important part of their heritage'*<sup>8</sup>.

Experience elsewhere has shown that the weight which is put on such information at a planning appeal is dependant not only upon the robustness of the associated local policy and its application but also upon the process of identification. A process which is transparent, subject to clear criteria, expert input, public consultation and which takes into account the views of owners is likely to be regarded as more robust than a process which relies solely upon the views of a Planning Official. Such a detailed process may also form a good way of achieving wider aims of encouraging increased community participation and awareness of a District's heritage assets.



Graveyard gate , Breda, Co Tyrone – a feature of heritage interest that could be identified in a local list.



Former Brownlow estate wall, Lurgan Pk – such features are often the focus of listing requests but are often fragmentary and not considered of sufficient interest to list.

<sup>8</sup> Strategic Planning Policy Statement for Northern Ireland. September 2015, paragraph 6.24, page 41



### 3.1.3: Protection by Policy and identification on the LDP

Identification of Historic Buildings of Local Importance as an integral part of the Local Development Plan is a clear way of defining the structures that are regarded as important. However, the SPPS only requires that District Councils *'identify the main built and archaeological heritage features, where they exist within the plan area'*

A footnote explains that this is because: *'It may not be feasible for the LDP to identify and bring forward policies specific to individual heritage assets'*

In regard to Historic Buildings of Local Importance therefore, it may be more appropriate to identify such structures only where these relate to and support area designations such as: Conservation Areas, Areas of Townscape Character and Local Landscape Policy Areas or where they contribute to other plan aims such as the development of tourist assets.

- **3.1.4: Protection by policy, identification and Article 4 Direction**

There is, sometimes a danger that identification and policy alone may increase pressure for loss, particularly where buildings are unoccupied and vulnerable. Demolition controls exist for unlisted buildings in Conservation Areas and Areas of Townscape/ Village Character. This ensures that such buildings are not removed in advance of the consideration of their contribution to the heritage of an area.



*Former houses are often an important part of the character of a rural area.*

Permitted development rights<sup>9</sup>, even in protected areas, also allow changes to details that may be an important part of a historic building's character.

<sup>9</sup> Under Article 3 of the Planning (General Permitted Development) Order (NI) 2015, *'planning permission is hereby granted for the classes of development described as permitted development in the schedule'*. The schedule lists a wide range of works which do not require planning permission.

To ensure that such structures have protection from demolition and inappropriate alteration, councils can consider the use of an 'Article 4 Direction'.<sup>10</sup> This allows the removal of permitted development rights, including demolition, for a designated area or feature. A council could decide to apply the direction to an individual asset or to its full list. However, the agreement of the Department for Infrastructure is required<sup>11</sup> before such a route is followed.



*Once lost, heritage features are gone forever. This terrace near Castle Upton, Co Antrim, has been largely replaced since it was recorded in the 1970's. If terrace is not part of an area considered significant enough for protection as an Area of Townscape Character, identification of individual structures as a Historic Buildings of Local Importance may be one way of increasing protection.*

<sup>10</sup> Article 4 of the Planning (General Permitted Development) Order (NI) 2015 allows the Department or a District Council to 'give a direction that the permission granted by Article 3 shall not apply to— (a) all or any development of the Part, Class or paragraph in question in any particular area specified in the direction; or (b) any particular development, falling within that Part, Class or paragraph, which is specified in the direction.'

<sup>11</sup> Article 4 (2): 'Subject to paragraph (4), a direction by a council under this Article shall require the approval of the Department who may approve the direction with or without modifications.'

## 4. When should Councils consider doing this?

### 4.1: In response to proposals for change

Development may have an impact upon the heritage significance of non designated buildings or features. District Councils may want to consider this significance in regard to planning applications. As suggested in paragraphs 3.1.1 and 3.1.2, this impact can be considered in response to a policy in the Local Development Plan. To help applicants avoid nugatory work, a council should explain this significance early in planning discussions or clearly identify such buildings in advance, via a published list.



2 Station Road, Sydenham, was the subject of a Building Preservation Notice in 2009. This protects a structure, as if listed, for six months if it appears worthy of listing and is under threat. An outbuilding of the mansion of Gustav Wolff MP, founder of the Harland and Wolff Shipyard, it was discovered that it had been altered since Wolff's time and did not directly reveal its historical associations. The building was subsequently demolished. Designation as a historic building of local importance could allow identified heritage interest to be taken into account in such cases-should a council desire this.

### 4.2: To support wider strategies

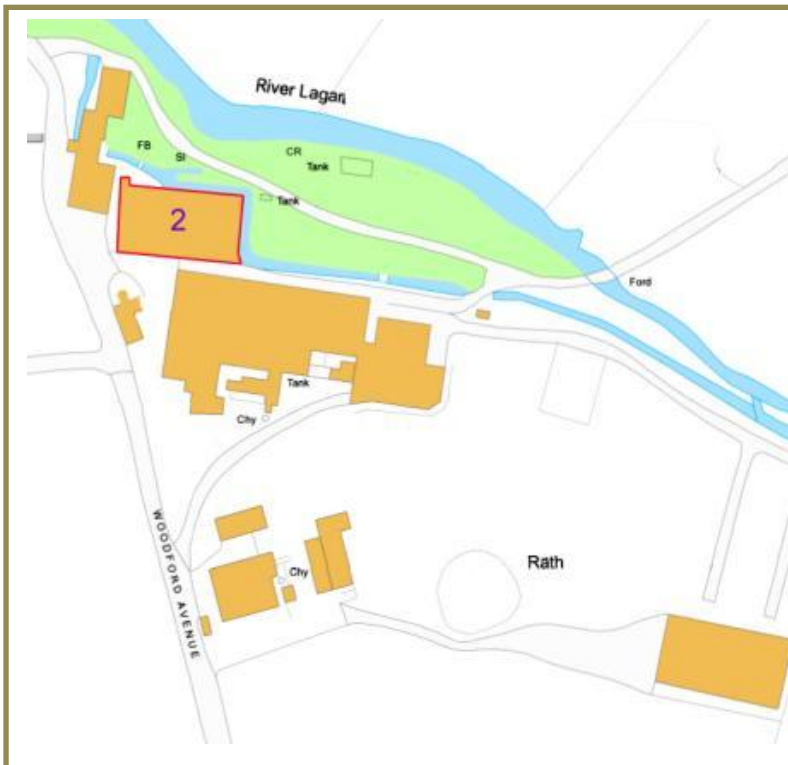
Identification of historic buildings of local importance can be of benefit to wider strategies and local policies in a district council area. They can help efforts to protect the character of urban and rural areas with positive implications for local pride, health and wellbeing and economic benefits. Such benefits include: tourism; the reinforcing of an impression that an area is a good place to live, work and invest in; and the support of specialist construction skills.



Sometimes buildings within the curtilage of listed buildings may be worthy of highlighting on a local list and increasing local awareness of their importance. Curtilage structures are protected under Section 80(7) of the Planning Act 2011 as part of a listed building. This is the former session house within the curtilage of Rademon Unitarian Meeting House, Co Down.

#### 4.2: As part of Area Plan Fieldwork

Area plans are based upon the detailed consideration of a wide range of factors and requirements relevant to a District Council area. They are required to be ‘evidence based’<sup>12</sup>. This includes the consideration of heritage assets and how their importance and setting should be protected. It also should include consideration of how this potential could be exploited. Historic Buildings of Local Importance are features that could be taken into account as part of this assessment.



Industrial sites can often be important because of a complex history of use that extends back hundreds of years. This importance can be difficult to capture and manage in a clear way to help applicants avoid nugatory development work and ensure that this interest is not lost. Local Development Plan policies for specific sites including local designations such as Local Buildings of Heritage Importance may help in this regard.

The map shows the complex plan of a typical industrial site near Dromara, Co. Down. This has a rath indicating medieval usage as well as buildings and mill races constructed from the 1830’s to the 1940’s.

<sup>12</sup> Strategic Planning Policy Statement for Northern Ireland. September 2015, paragraph 5.7: ‘plans should be evidence based and informed by meaningful participation with all relevant stakeholders’

Ensuring that such heritage assets are considered as part of the holistic area plan process means that they can be integrated in a meaningful way with other related designations such as: Tourism assets<sup>13</sup>; Areas of Townscape Character which may contain ‘*buildings which make a positive contribution to the character of an area*’<sup>14</sup>; or ‘Local Landscape Policy Areas’ which are often focused around ‘*locally important buildings*’<sup>15</sup>. Conservation Areas, though separately designated, are also indicated on local development plans and Historic Buildings of Local Importance could be used to identify unlisted building(s) which make an important contribution to the character or appearance of the area

#### 4.4: As a means of community engagement on heritage

The compilation of a Local List as part of an engagement process has the advantage of focusing designation upon the views of the community and engendering positive local discussion on the merits of heritage protection. The use of volunteers and the enthusiasm of historical and architectural societies can have significant advantages in promoting public interest, and in increasing speed of coverage and engagement by the local community in the process. However, there may be disadvantages in regard to consistency, authority, and the amount of data to be assessed. HED recommends the use of a standard form for public nomination to ensure that data is recorded in a consistent way.



The Defence Heritage Project, organised by The Historic Environment Division, encourages volunteers to record features associated with the two world wars. This has generated data which will now be stored for posterity and will add to knowledge of the legacy of these conflicts.

Many local groups and historical societies have become involved, increasing knowledge and interest in regard to these features among communities. It may also be appropriate to protect some of these structures as Historic Buildings of Local Importance.

<sup>13</sup> Strategic Planning Policy Statement for Northern Ireland. September 2015, paragraph 6.254, and PPS 16.

<sup>14</sup> Policy ATC1, Planning Policy Statement 6 March 1999. See also paragraph 6.29 of the SPPS

<sup>15</sup> Strategic Planning Policy Statement for Northern Ireland. September 2015, paragraph 6.29

## 5. How to develop consistent selection criteria

### 5.1: The identification of historic buildings of local importance

Councils are free to decide upon a process which is suitable for their needs. It is important, however, that this is logical and clear. This implies that the process should be defined and published.

The criteria should relate to the definition of a Historic Building of Local Importance set out in the Strategic Planning Policy Statement (see Section 2) and be drawn up within the framework of the policy.

Appendix A sets out an example of how this might be done. The example considers how the criteria used to identify Listed Buildings might be adapted to reflect this category of historic building.

In regard to this, the Historic Environment Division has a database containing records of unlisted buildings of architectural and historic interest which have been identified during the past 48 years. The Buildings Database can be accessed online via the Department's website and provides details of listed and unlisted buildings surveyed by the Division. Unlisted buildings are identified as 'Record Only'. These are all buildings which were once considered for listing, or which were once listed, but which are not currently considered to meet the statutory test of 'special architectural or historic interest'. In recent years, the Department has focused its efforts on structures with a high chance of becoming listed and there are, therefore, less 'Record Only' buildings in recently surveyed areas. In the past, many buildings of clearly local interest were also recorded for posterity.

For 65% of Northern Ireland these unlisted structures have been revisited since 1997 and comprehensive data is available on line. This information has all been evaluated relative to the listing criteria by the Division's specialist team. Since it has not been subject to consultation, it is recommended that this data be regarded as a potential starting point rather than a completed list. An example is provided at Appendix B.



HB02/09/025. The former school near St Cadan's Church, Magilligan, Co Londonderry, was recorded by the Historic Environment Division in 1997 but not listed. Its record is available to view online on the Northern Ireland Buildings Database.

## 5.2: A recommended approach

If a District Council has decided that a local list for its area will be drawn up, then the approach it takes in compiling this list may also be subject to scrutiny. It is important that this process is clear and understood by those involved.

**a. Identify suitable buildings.**

These may be identified as described in Section 4 and 5.1. It may be useful to identify potential candidates from historic Ordnance Survey maps or through research in the Public Records Office of Northern Ireland (PRONI) before carrying out a survey of an area. Selection for consideration should be based upon clear evidence; and reasons for the choice should be clearly explained. The use of a standard form and selection criteria can help ensure that data is provided in a consistent way.

**b. Selection Criteria.**

Selection criteria should be clear and consistent. It can be based upon that provided in this guidance (Appendix B), or based on criteria considered to be more appropriate to a particular council area. The selection criteria used should seek to relate to the SPPS definition and identify buildings of architectural and historic interest which are of value to a local community.

**c. Surveyors Recommendation.**

Nominations for inclusion as a Historic Building of Local Importance can be made following survey by: specialist Council staff; expert surveyors commissioned by the Council; or trained volunteers. A standard report should be prepared to include: a brief description; a note on relevant history; location information; a reference number linked to images; an evaluation of the building relative to the selection criteria (statement of significance); and a recommendation.

**d. Initial Recommendation.**

For an ad hoc record, the evaluation of the District Council Conservation Officer<sup>16</sup> relative to the Council's Selection Criteria is likely to be sufficient. Approval by the wider Planning team may, however, avoid any perception of bias and provide a more robust corporate decision. For the assessment of large numbers of records selection panels can be an effective way in which to independently assess the suitability of a building. Such a panel could be made up, not just of professionals, but be a representative cross-section of the community. This group could make recommendations to the council who could make the final decision.

**e. Consultation.**

Before deciding to designate an individual building, adopt a list, or include Historic Buildings of Local Importance within the Local Development Plan, it is recommended that the Council publish details for public consideration. This exercise will enable the local community to comment on the proposal and, where good arguments are put

<sup>16</sup> This is normally a specialised planner or architect who has responsibility for providing advice to decision makers on the designation and management of heritage assets, such as Conservation Areas, within a District Council area.

forward, enable the council to amend the proposal before it is formalised. As the owners of the structures are key to their long term good management, it may be appropriate to write to them individually as part of this process.

## 6. How to develop related local planning policy

### 6.1: The development of heritage policies

Councils have responsibility for preparing Local Development Plans which will set out a clear vision of how the council area should look in the future by deciding what type and scale of development should be encouraged and where it should be located. Therefore, within the framework of regional policy councils have the flexibility to address the particular needs of their district through the provision of local policies, including the protection of unlisted historic buildings. Plans can introduce new or revised policy, subject to the consideration of representations, and an independent examination, which would provide identified assets with protection under the policy.

Paragraph 6.24 of the SPPS states that:

*'In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. Councils may wish to bring forward bespoke local policies for such buildings.'*

Councils may wish to consider the detailed operational policies contained in PPS 6 (which is retained under the transitional arrangements until such times as a council adopts a Plan Strategy for the whole of its area) as a starting point for preparing policies for their local development plan, taking into consideration the particular needs and requirements of their district.





The Historic Environment: a scheduled city gate; a listed train station; and unlisted historic buildings just outside a Conservation Area in Carrickfergus, Co Antrim.



## Appendix A

### An example of selection criteria

#### A.1: The identification of suitable criteria

Should they decide to designate Historic Buildings of Local Interest District Councils Authorities are free to decide upon selection criteria that are suitable for their area.

Criteria to compile the statutory list of buildings of special architectural and historic interest are, at present, contained in the revised Annex C of Planning Policy Statement 6 (March 2011). Paragraph C23 of this Annex titled '*Locally listed Buildings (Former Non Statutory Grade C)*' makes clear that the Department sees Historic Buildings of Local Interest as part of a continuum with listed buildings. In a grading system that values the region's most important historic buildings as Grades A to B2, Historic Buildings of Local Interest are regarded as the next most important.

It follows that similar criteria to that used to identify listed buildings, but to a lower threshold, will be relevant to the designation of Historic Buildings of Local Importance and a suggestion of what this might look like is set out below. Councils may, however, wish to develop selection criteria that place greater emphasis on community value and the importance of buildings associated with local historical events or people.

#### A.2: Draft selection criteria

The key criteria for Historic Buildings of Local Interest are: **architectural interest** and **historic interest**. A building can be selected for meeting either type of criteria but in most cases it will have both. These criteria are to be applied whether the Council is considering adding or removing buildings from the list.

The criteria are not scored individually, with the building being protected if it achieves a certain pass mark; rather, the aim is for the selection criteria to act as a framework for an understanding and assessment of a building's architectural and/or historic interest. Each criterion will not be relevant in every case.

#### Architectural Interest

A building may be considered important because it is a good or distinctive example of a particular architectural style or it may be a good example of the standard arrangements of vernacular buildings - **Style (criterion A)**. It may be distinctive because of its fine

**Proportions (criterion B)** – or have **Ornamentation (criterion C)** that has survived well (inside and out) and complement the building. Its **Plan form (criterion D)** may be as carefully designed as its facade and form an important part of its architectural interest. Plans which are intact and display the intentions of the designer are of greater significance than those which do not.

For some buildings their **Spatial organisation (criterion E)** can be a key part of their interest. This may be because their spaces have been carefully designed to impress or because they once were tailored to a particular industrial process. The **Structural system (criterion F)** may also be important if this is unusual or rare or just a good example of a standard approach. Some buildings are also important because of their **Innovatory qualities (criterion C)** such as the early use of building techniques or materials such as patent glazing.

As buildings develop over time **Alterations (criterion H+)** may add to their architectural interest. Many churches, for example, have windows reflecting different architectural periods. Extensions can sometimes detract (**H-**) from the architectural character of a building. Buildings can also be given added significance because of the **Quality and survival of interiors (criterion I)**

**The Setting (criterion J)** of a building can often have a very important bearing on its architectural interest. It may have added interest because of a designed setting such as a formal garden but it may also be of interest because of a fine natural setting or one which reflects traditional layouts. Sometimes the setting that enhances the interest of a building can extend for a long distance. An example may be a country church designed to be seen across a wide area.

A building's architectural interest may also be increased when it forms part of a group such as a terrace, square or other planned architectural composition- **Group value (criterion K)**.

## Historic Interest

The older a building is, and the fewer surviving examples there are of its kind, the more likely it is to have historic importance. The most significant examples of any **Age (criterion R)** will be those which most clearly reveal this association. Importance is also attached to the **Rarity (criterion Z)** of a building type, style or construction. Once common types such as vernacular houses, whether in rural or urban locations, are becoming increasingly rare due to redevelopment. **Authenticity (criterion S)** i.e. the extent of a building's original fabric and detailing that remains is often key to an assessment of its historic interest.

A building may also be considered significant because of its **Historic Importance (criterion T)**. i.e if it may be a good, early, example of a particular architectural type or

structural development. If it was designed by an architect recognised as being important to an area it may also merit special attention **Authorship. (criterion V)**

Buildings such as churches, community halls, schools and places of industry are often locally important because of their **social, cultural or economic importance (criterion Y)** to a community and its past. The more significant examples are those with long associations on one site or which are of particular importance or significance to a local group.

Close **Historic Associations (criterion U)** with historic figures of importance such as the founders of important local businesses and industries, scientists, writers, etc, or events whose associations are well-documented, can add to the significance of a building. If the building is closely associated with reason why these people and events became important this will be more significant than if they are not.

## Summary:

### Architectural Interest

A: Style	B: Proportion	C: Ornamentation
D: Plan form	E: Spatial Organisation	F: Structural System
G: Innovative Qualities	H+: Alterations which enhance	H-: Alterations which detract
I: Internal Character	J: Setting	K: Group Value

### Historic Interest

R: Age	Z: Rarity	S: Authenticity
T: Historic Importance	V: Authorship	Y1: Social Importance.
Y2: Cultural Importance	Y3: Economic Importance	U: Associations

## Appendix B

Typical report for an unlisted building considered worthy of record.

<b>Address</b>		<b>HB Ref No</b> HB19/05/138	
St. James' Primary School St. James Road Kilwarlin Hillsborough County Down			
<b>Extent of Listing</b>			
Not listed			
<b>Date of Construction</b>			
1840 - 1859			
<b>Townland</b>			
Ballykeel Artifinny			
<b>Current Building Use</b>			
Hall			
<b>Principal Former Use</b>			
School			
<b>Conservation Area</b>	No	<b>Current Grade</b>	Record Only
<b>Industrial Archaeology</b>	No		<b>OS Map No</b> 183/04
<b>Vernacular</b>	No	<b>Date of Listing</b>	<b>IG Ref</b> J2046 5983
<b>Thatched</b>	No	<b>Date of Delisting</b>	<b>IHR No</b>
<b>Monument</b>	No	<b>Delisted/Relisted</b>	<b>SMR No</b>
<b>Area of Townscape Character</b>			<b>HGI Ref</b>
<b>Local Landscape Policy Area</b>			
<b>Historic Gardens Inventory</b>			
<b>Derelict</b>	No		

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**Owner Category** Church - C of I

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### Building Information

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#### Exterior Description and Setting

A single-storey four-bay symmetrical former Victorian school dated 1845. Rectangular plan form with rear returns. Located at the junction between Moira Road and St James Road, adjacent to St James (HB19/05/137) Church in Kilwarlin.

Pitched natural slate with clay ridge tiles with a pair of ventilation cowls located on the ridge line. Cast-iron half circle gutters with circular downpipes. Red-brick chimney installed as part of the later rear return. Red-brick Flemish bond walling with corbel course at eaves level. Replacement uPVC windows with flat arch lintels and painted sandstone cills. The front door is incorporated into a projecting gabled painted brick porch. Timber sheeted double-leaf Tudor-arched front door with wrought-iron ironmongery.

The principal elevation faces east and is symmetrically arranged. Centrally located gabled entrance porch; painted brick with chamfered Tudor-arched opening; plain projected string course incorporated into the copings. Timber plaque inscribed with "St James Primary School" surmounted by a "Downshire" plaque inscribed with the date "1845". The north and south cheeks of the porch have lancet openings with glazed wrought-iron window frames. Two windows either side of the porch.

The left gable is symmetrically arranged with a pair of tall lancet arched windows with a centrally located diminutive lancet arched timber louver vent over.

The rear elevation has a single window located on the far right with the central and left bays abutted by rear returns. Central gabled return, two bays deep added c.1920, distinctly newer brick but largely matching in details with the earlier block; central single window to the west facing gable; single window to the right on the south face with a single timber casement window to the north face. Earlier gabled return to the left bay single bay deep; single timber framed bi-partite fixed window left of centre on the gable with a timber sheeted door located left of centre on the north face.

The right gable is symmetrically arranged with a large square-headed opening centrally located; concrete lintel and cill. Diminutive lancet arched timber louver vent over.

#### Setting:

The building is located adjacent to St James's Church (HB19/05/137). The site at the front is bounded by a modern red-brick wall with modern gates to the vehicular entrance. Original wrought-iron pedestrian gates located adjacent to the front entrance. To the rear of the site is a small car-park with a single storey red-bricked outbuilding with corrugated metal roof; boarded timber doors and timber bargeboards incorporating modern flat-roof toilet block extension to rear. The north and west of the of the site has largely been developed with housing, with further housing opposite the front entrance.

Roofing: Natural slate

Walling: Red-brick

Windows: uPVC

RWG:

Cast-iron

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**Architects**

Not Known

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**Historical Information**

The present St James' schoolhouse replaces an earlier building that is shown to the north of the present site on the OS map of 1833. This earlier school performed a dual purpose, also being used for worship by the farming community around Hillsborough but it was blown down on the 'Night of the Big Wind' in January 1839. The rector of Hillsborough, Archdeacon W B Mant then obtained a site for a new church from the Marquess of Downshire for which Charles Lanyon gave his architectural services free of charge. (HB19/05/137) (Clergy of Down and Connor, Part I, p.142).

The church was opened as a chapel-of-ease to Hillsborough in 1841, and the school in 1845. The buildings are listed in Griffith's Valuation as St James' Church, yard and parochial school house, valued at £14.10s and 10s for the yard. The school was run by the Church Education Society until it became a National School in 1878. No changes are made to the valuation in Annual Revisions, but a teacher's residence (now gone) was added to the site in 1896 and valued at £6. (Clergy of Down and Connor, Part I, p.142; [www.lisburn.com](http://www.lisburn.com); Annual Revisions)

From 1878 until at least 1886, an evening school was held in the building and 46 men enrolled most of whom were weavers and farm labourers. The men were taught reading, writing, spelling and arithmetic. ([www.lisburn.com](http://www.lisburn.com))

In 1923 St James's became a Public Elementary School, at which time it appears to have been extended. The Marquess of Downshire handed over the lease of the school premises to the Down and Connor and Dromore Diocesan Board of Education in 1925. ([www.lisburn.com](http://www.lisburn.com))

During the Second World War, the number of pupils taught at the school was more than doubled by evacuees from Belfast, all ninety-five pupils being taught in two classrooms. One of the evacuees at St James's in 1941/2 was Ivor Mills, a former ITN newsreader. The school won the National Curriculum Award in 1990 and 1997. At the time of its closure in 2003, 127 pupils were enrolled at the school, which was said to be one of the oldest in the South Eastern Board's area. ([www.lisburn.com](http://www.lisburn.com))

**References:****Primary Sources**

1. PRONI OS/6/3/14/1 – First Edition OS Map 1833
2. PRONI OS/6/3/14/2 – Second Edition OS map 1858
3. PRONI OS/6/3/14/3 – Third Edition OS Map 1902-3
4. PRONI OS/6/3/14/4 – Fourth Edition OS Map 1919-20
5. Griffith's Valuation online

**Secondary Sources**

1. Rankin, F., Leslie, Canon, J.B., Swanzy, Dean H.B. "Clergy of Down and Dromore" Belfast: Ulster Historical Foundation, 1996
2. [www.lisburn.com](http://www.lisburn.com)



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**Criteria for Listing**

**Architectural Interest**

**Historical Interest**

Not listed

Not listed

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**Evaluation**

A single-storey four-bay symmetrical former Victorian school dated 1845. Externally the simple style and proportions are typical of a building of this type and much of the historic fabric and character has been retained; with the exception of the windows, now replaced with uPVC. The 20th century rear return adds to the interest of the building, highlighting its historical development and internally there are some joinery features surviving including original A-framed timber trusses with purlins and a diagonally sheeted timber ceiling. The setting of the school is complemented by the adjacent St James's Church (HB19/05/137). Although of local and social interest the building is not of special interest

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**Date of Survey**                      19/01/2011

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This document has been developed by the Heritage Advice and Regulation Branch of the DfC Historic Environment Division as guidance for Northern Ireland's 11 district councils. The advice and comment of the Planning Policy Division of the Department for Infrastructure, over a number of drafts, is acknowledged.



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Supporting and sustaining vibrant communities and a strong economy through realising the significant, ongoing value of our historic environment.

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