

Heritage Strategy 2019 – 2031



East Devon – an outstanding place

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Cover image:

Fairlynch Museum, Budleigh Salterton, example of a 'Cottage Orné building.

Executive Summary

The first heritage strategy for East Devon presents a summary of our heritage, its significance and its benefits whilst developing objectives for the future, with an action plan for the delivery of our recommendations. The strategy runs for 12 years from 2019 – 2031 to co-ordinate with the local plan.

The strategy focuses on the heritage assets of the district where the Council has a direct role and responsibility, or influence, in the decision making or management process. However broader designations that inform the strategy are also considered, such as the Areas of Outstanding Natural Beauty, which have a positive influence on the enhancement and management of the district's heritage.

Section 1 introduces and sets out the aims of the strategy, with information on the role of the Council and other organisations, sources of information and a background of legislation and policy.

The strategy for the future of our heritage is met through a range of aims and objectives which are explored in Section 2 through three themes. For each theme, objectives for the future are raised and actions to meet those objectives are recommended:

- Theme A describes our historic environment and provides information on its designated and undesignated heritage assets and their significance.
- Theme B sets out current policies and programmes relating to development management, conservation areas and heritage assets at risk, including our statutory duties.
- Theme C looks at the value of our heritage as a part of sustainable development, and the social, economic and environmental benefits it provides for East Devon. The impact and influence of other policies are considered as well as how we work with our communities and partners.

The actions raised in Section 2 are presented together in Section 3 with details of their implementation. This section also provides more information on resources, benefits and monitoring.

A brief description of our historic town centres and Conservation Areas are outlined in Appendices 1 and 2, with details of partners, local history organisations and local museums in Appendix 3.

The Heritage Strategy document is intended to meet a range of needs and interests and does not need to be read in its entirety. For this purpose summaries of the three themes are provided at the end of each theme. The action plan also provides a useful summary of the strategy for the next 12 years. Themes and actions are colour coded to help navigation of the document.

Table of Contents

Executive Summary

Section 1: Introduction and Background..... 1

Introduction2

 What is heritage? 2

 The heritage of East Devon 2

 Why have a heritage strategy for East Devon? 3

 What does the strategy cover?..... 3

 How has the strategy been prepared? 5

Aims of the strategy5

The role of East Devon District Council and other organisations.....6

 Key organisations and sources of information..... 6

Background Legislation and Policy9

 Government Policy and Guidance..... 9

 Legislative Framework 9

 East Devon District Council Policy 10

Section 2: Heritage Themes 11

Theme A: Understanding and appreciating our historic environment. 12

 Map of East Devon: Heritage and Landscape Designations 14

 Heritage assets and their significance..... 15

 Nationally designated assets in East Devon 15

 The Conservation Areas of East Devon 16

 The Listed Buildings of East Devon 19

 The Parks and Gardens of East Devon..... 20

 Archaeological heritage..... 22

 The Scheduled Monuments of East Devon 22

 World Heritage Site 24

 Undesignated heritage assets in East Devon..... 24

 Landscape and natural environment designations 25

 Further information on heritage assets..... 27

 Promoting the heritage of East Devon 27

Theme A Summary..... 28

| | |
|---|----|
| Theme B: Positively managing our historic environment | 29 |
| Working with communities | 29 |
| Designated heritage assets: development management | 30 |
| Local List of undesignated assets | 32 |
| Heritage assets at risk..... | 33 |
| Managing and protecting our Conservation Areas | 35 |
| Local distinctiveness promoting high quality new development | 38 |
| Theme B Summary | 41 |
| Theme C: Enhancing and benefiting from our heritage | 42 |
| Social, economic and environmental benefits | 43 |
| Working with local communities | 46 |
| Working in partnership | 49 |
| Town centres and high streets | 52 |
| Sources of Funding..... | 54 |
| Theme C Summary | 55 |
| Section 3: Implementation | 57 |
| Introduction | 58 |
| Resources..... | 58 |
| Benefits..... | 59 |
| Monitoring | 59 |
| Action Plan 2019 – 2031 | 60 |
| SWOT Analysis | 65 |
| Section 4: Appendices | 67 |
| Appendix 1: The historic town centres of East Devon | 68 |
| Appendix 2: The Conservation Areas of East Devon | 75 |
| Appendix 3: List of partners, local history organisations and museums | 78 |

Section 1: Introduction and Background



Mouth of the River Otter at Budleigh Salterton and World Heritage Site coastline

Introduction

- 1.1. Welcome to the first heritage strategy for the district of East Devon, a place with a rich historic environment and an abundance of heritage assets, valued by its residents and visitors alike. It is a strategy that brings together information on our heritage and identifies challenges and opportunities for the future. The strategy seeks to involve the community and develop partnerships to make the most of the benefits that heritage can bring. This is an opportunity to celebrate together the outstanding heritage East Devon has to offer.

What is heritage?

- 1.2. The term heritage embraces history in all its forms, from buildings, spaces, art, artefacts and archaeological sites to natural heritage such as landscape, flora and fauna and cultural heritage including place names, customs and traditions. The strategy will touch on many of these aspects but will focus on the role of the Council and how we can better work with partners and communities in the future, especially in respect of our built heritage.

The heritage of East Devon

- 1.3. The character of East Devon has evolved as a unique combination of historical influences. It is a predominantly rural area, with attractive market towns, picturesque villages and part of a World Heritage Site coastline to the south, with fine seaside resorts. We are fortunate in the district to have nearly 4500 individual assets of significant architectural and historic importance that have been listed nationally, including buildings, monuments and parks and gardens. In addition to these we have a wealth of assets of more local interest which also add richness to the landscape.
- 1.4. East Devon's exceptional natural landscape is reflected in the designation of two Areas of Outstanding Natural Beauty which cover around two thirds of the district. The diversity of the district's landscape and its underlying geology can be seen from the Exe estuary in the west through to the World Heritage Site 'Jurassic Coast' in the south, the Blackdown Hills to the north and the Dorset and Somerset borders in the east.
- 1.5. There is also a noticeable change in the character of our settlements, from the Victorian and Edwardian seaside resorts of the south coast, to the Saxon and Roman influenced market towns of the central area and medieval farmstead groupings scattered throughout the district.
- 1.6. Historic buildings of considerable architectural merit are apparent in our towns and villages, telling a story of our social, agrarian and industrial legacy, whilst distinctive local building materials such as chert, cob and thatch retain a rural feel. The district is also notable for its archaeology, with a range of scheduled monuments including the remains of Iron Age hill forts and Roman forts, medieval castles and a wide scattering of Bronze Age burial sites.

Why have a heritage strategy for East Devon?

- 1.7. The National Planning Policy Framework¹ states that “plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk though neglect, decay or other threats. Our heritage assets, which are valued parts of the historic environment, are an irreplaceable resource that provide significant environmental, social and economic benefits for East Devon.
- 1.8. Positive conservation helps to preserve the assets themselves, but can also contribute to the local economy, both directly, through the employment of specialised craftsmen and use of local materials, and indirectly through increased appeal for tourists, businesses and residents. Town centres can have enhanced appeal and identity due of their historic past, which conservation and sensitive regeneration can help to maintain.
- 1.9. An understanding and appreciation of our heritage can encourage a feeling of identity, pride and belonging for residents, whilst heritage assets often play a central role in building local distinctiveness. A community’s sense of place and the quality of our lives, including health and wellbeing, can be enhanced through their contribution to the local environment, culture, education and leisure.
- 1.10. The East Devon Local Plan sets out its commitments, strategies and policies for the district’s heritage. The Heritage Strategy for East Devon provides more detail and will help to ensure that our historic environment and heritage assets are protected, maintained and enhanced to the advantage of future generations.

What does the strategy cover?

- 1.11. The strategy presents a central reference point for the historic environment of the East Devon district, providing information on its historic assets and a framework for the delivery of the Council’s recommendations.
- 1.12. Whilst all historic influences on the character of East Devon inform the strategy, the focus is directed towards our more tangible heritage assets, where the Council has a direct role and responsibility, or influence, in the decision making or management process. A heritage asset is defined by central government² as:

Heritage Asset

“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).”

¹ DCLG (2018) National Planning Policy Framework, para 185

² DCLG (2018) National Planning Policy Framework, Annexe 2: Glossary

1.13. Strategy: the overall strategy for the future of our heritage can be met through a range of aims and objectives. These are addressed in Section 2 through three themes:

A: Understanding and appreciating our historic environment

B: Positively managing our historic environment and

C: Enhancing and benefitting from our heritage

The themes describe and analyse the district's assets and the Council's policies, programmes and management processes whilst identifying issues and opportunities for improvement. The objectives raised from each are developed into our plan of future actions.

1.14. Summaries: for ease of reading, each theme is followed by a summary of its objectives and recommended actions. The strategy does not need to be read in its entirety and these provide an overview of the information provided, objectives raised and actions proposed. An action plan is presented in Section 3, with all of the objectives and actions drawn from the themes, into one place.

1.15. Priorities: changes to public sector funding in recent years has meant limited resources within East Devon District Council both to manage our assets and to develop opportunities to benefit from our heritage. Our priority is therefore to ensure that resources are managed accord to our statutory duties and agreed policies. Opportunities for cost effective solutions are also sought, including collaboration with existing and new partners and the potential for securing new sources of funding.

1.16. Local communities: the Localism Act (2011) introduced Neighbourhood Planning to Local Authorities, bringing new approaches and giving greater powers and opportunities for local communities to become involved in appraising and managing their local heritage. East Devon District Council has embraced neighbourhood planning, including policies relating to local heritage, at the time of writing with 15 Neighbourhood Plans legally made and another 25 in production.

East Devon also has the advantage of many local historic interest groups and individuals in the district with knowledge of our heritage assets. The Council is committed to working with communities, Parish Councils and neighbourhood planning groups to understand, enhance and positively manage our heritage. In this strategy we recommend and welcome the active participation and further involvement of our local communities.

1.17. Broader designations that inform the strategy are also considered, especially the Areas of Outstanding Natural Beauty, important parts of the landscape which are home to heritage assets and may form part of their setting. Others such as National Trust sites, Special Areas of Conservation and Sites of Special Scientific Interest are also mapped. These designations can have a positive influence on the enhancement and management of the district's heritage, which partnerships can help to maintain.

1.18. The strategy is not presented as an exhaustive description or analysis of our heritage but to provide examples of a range of our assets, whilst of other sources of information are detailed for further reference.

How has the strategy been prepared?

- 1.19. The consultation draft of the strategy was developed within the Council, engaging with specialist organisations, in particular Historic England, the East Devon AONB and Devon County Council Historic Environment Team and our Lead Councillor for Building Design and Heritage.
- 1.20. This final document also reflects the public consultation responses from Parish and Town Councils, neighbourhood planning groups, local history and amenity organisations, interested individuals and statutory consultees.

Aims of the strategy

- 1.21. This overall aim of this document is to set out a positive strategy for the conservation and enjoyment of the historic environment, in accordance with local and national policy³. In more detail, it aims to:

- *Widen the knowledge and understanding of East Devon heritage by bringing together information and making it publically accessible*
- *Identify the heritage issues, challenges and opportunities for East Devon and recommend actions for the future*
- *Involve the community and develop partnerships to make the most of the social, economic and environmental benefits that heritage can bring*
- *Support the East Devon Local Plan, setting out our policies and the overall approach of the Council*
- *Celebrate the outstanding heritage that East Devon has to offer by promoting its assets and presenting a vision for the future*

³ Aim 4: Neighbourhood Plans comply with the Local Plan, which in turn complies with national policy
Page | 5

The role of East Devon District Council and other organisations

- 1.22. There are many organisations, including Local Authorities, national and regional public bodies and local historic groups engaged in the planning and management of the historic environment; the roles of some are outlined below. Many have accessible information resources and details of these are provided.

Key organisations and sources of information

East Devon District Council

- 1.23. The Council has a conservation team, which carries out a range of statutory and non-statutory duties. Statutory duties for Local Authorities include the designation, review and management of Conservation Areas, determining listed building consent, advising on unauthorised works and maintaining a 'Buildings at Risk' register.
- 1.24. The Council also has a responsibility under the National Planning Policy Framework (NPPF), revised in 2018, to maintain or have access to Historic Environment Records containing up-to-date evidence about the historic environment. It does so through a partnership with Devon County Council's Historic Environment Team which also provides specialist advice on archaeology within the district. East Devon District Council is also responsible for implementing the NPPF in terms of planning decisions affecting designated and non-designated heritage assets.
- 1.25. Non-statutory duties in the conservation of the historic environment relate mainly to policy, guidance and advice, which are also touched on in Theme B, 'positively managing our historic environment.'
- 1.26. The Council has a Lead Councillor for Building Design and Heritage whose role is to promote all aspects of the historic environment in East Devon. The role described by Historic England⁴ includes:
- generating enthusiasm for and awareness of the importance of the local historic environment
 - helping to ensure that commitment to the proper care of the historic environment is embedded in all relevant activities and plans of the local authority, and
 - Influencing and communicating with others to ensure benefits for the historic environment.

⁴ Historic England (2018) 'What is a Heritage Champion' webpage extract, summarised

Historic England⁵

- 1.27. The role of this public body is to advise government on the designation of Listed Buildings, Scheduled Monuments, Registered Parks and Gardens, Battlefields and Protected Wreck Sites identified by them or put forward by individual request, and managing the list of designated assets, as well as advising the government on matters of World Heritage. They primarily provide advice on Grade I and Grade II* heritage assets and deal with Scheduled Monument consents. Information is available on designated assets in East Devon including those categorized as ‘at risk’.
- 1.28. The organisation also carries out extensive research and monitoring of heritage assets and their value, and provides information on funding, with a comprehensive range of guides through their website. ‘Heritage Counts’ is an annual audit of England’s Heritage, monitoring ‘heritage indicators’ for each region with information collected by the Historic Environment Forum and reported on by Historic England.
- 1.29. In April 2015, when the organisation changed its common name from English Heritage to Historic England, the charity officially called the English Heritage Trust took the name of English Heritage.

English Heritage

- 1.30. The English Heritage Trust is a company and a registered charity that manages over 400 of England’s historic sites, including Blackbury Camp in East Devon, and also provides information on England’s history through the ages.

Devon County Council Historic Environment Team⁶

- 1.31. The County Council also carries out a range of research and projects specific to Devon. Of particular interest is the database of Historic Environment Records (HERS)⁷ it maintains, which provides information on archaeological sites, historic buildings, historic landscapes and other heritage features, including designated and locally listed assets.
- 1.32. Data includes historic tithe maps, aerial photos from the 1940’s (World War II), photographs and other published material, available to view in person or online. Reports and studies are available, for example, on ‘landscape character mapping’ which can reveal the human activities of agricultural and industrial practices through the ages.
- 1.33. More recently, a technique called lidar (light detection and ranging), provides airborne remote sensed data to discover what can’t be seen below the ground or tree coverage, uncovering a wealth of evidence on the history of East Devon.
- 1.34. For example, a recent project (2016-18) is centred mainly on the distinctive landscape of the Blackdown Hills where lidar will be used, along with aerial photos and other sources, to provide archaeological information. National Mapping Programme⁸ surveys also enhance our local Historic Environment Records in order to inform land management, conservation and research.

⁵ <https://historicengland.org.uk/>

⁶ <https://new.devon.gov.uk/historicenvironment/>

⁷ <https://new.devon.gov.uk/historicenvironment/the-devon-historic-environment-record/>

⁸ Grant funded by Historic England and undertaken by Devon CC and AC Archaeology

National Archives

- 1.35. The National Archives has information on records including that of land ownership, religious houses, royal grants and agricultural practices. Manorial documents are now collected, some of which are available to view online.

South West Heritage Trust

- 1.36. This Trust includes the resource Devon Heritage Centre which holds a large collection of records and published works relating to Devon's history including historic maps, illustrations, estate and manorial records.

National Trust

- 1.37. The National Trust (for Places of Historic Interest or Natural Beauty) is a large charity in England, Wales and Northern Ireland. The Trust aims to preserve and protect the heritage of the many historic houses and gardens it owns and has thousands of volunteers that help to care for these places. Information is available on a wide range of heritage issues.

East Devon AONB⁹ and Blackdown Hills AONB¹⁰

- 1.38. The Areas of Outstanding Natural Beauty are managed by partnerships which include national agencies, local authorities, land owners, conservation organisations and community groups. Both partnerships provide much information and advice on the environment and heritage of their area as well as support for community projects. East Devon AONB holds an annual Heritage Conference and both organisations have delivered heritage projects within East Devon.

The Jurassic Coast Trust

- 1.39. This is the lead organisation co-ordinating the conservation of the Dorset and East Devon Coast World Heritage Site (The Jurassic Coast).

Local History Organisations, Heritage Centres and Museums

- 1.40. There are many local historic societies and associations, heritage centres and museums providing more detailed information on the historic environment in their area, which are listed in Appendix 3. Information may also be available in libraries.



Colyton Parish History Society: Heraldic Banners Project and Heritage Centre

⁹ <http://www.eastdevonaonb.org.uk/>

¹⁰ <https://blackdownhillsaonb.org.uk/>

Background Legislation and Policy

Government Policy and Guidance

- 1.41. The government sets out its objectives relating to the historic environment and heritage assets through the National Planning Policy Framework. Consideration of the historic environment and its heritage assets is a principal objective of sustainable development, which may be achieved through the three broad social, economic and environmental roles, which are mutually dependent.
- 1.42. The National Framework states that plans “should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats¹¹”. This strategy should take into account:
- a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;
 - b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
 - c) the desirability of new development making a positive contribution to local character and distinctiveness; and
 - d) opportunities to draw on the contribution made by the historic environment to the character of a place
- 1.43. National Planning Policy Guidance¹² advises Local Planning Authorities to identify specific opportunities within their area for the conservation and enhancement of heritage assets, which may require the development of specific policies, and that they should “consider the relationship and impact of other policies on the delivery of the strategy for conservation”.

Legislative Framework

- 1.44. In addition to the Town and Country Planning Act 1990, the Planning (Listed Buildings and Conservation Areas) Act 1990 provides specific protection for buildings and areas of special architectural or historic interest, and the Ancient Monuments and Archaeological Areas Act 1979 provides specific protection for scheduled monuments.
- 1.45. The Localism Act 2011 introduced Neighbourhood Planning which gives people greater power to influence development within their local area and to consider the impact of proposals upon heritage assets.

¹¹ DCLG (2018), National Planning Policy Framework, paragraph 185

¹² DCLG (2014), National Planning Practice Guidance, last updated February 2018

East Devon District Council Policy

1.46. East Devon Local Plan, in paragraph 18.61, states that:

“We will adopt a positive, proactive strategy for the conservation and enjoyment of the historic environment taking into account the variations in type and distribution of heritage asset, as well as the contribution made by the historic environment by virtue of:

- Its influence on the character of the environment and an area's sense of place.
- It's potential to be a catalyst for regeneration in an area, in particular through leisure, tourism and economic development.
- The stimulus it can provide to inspire new development of imaginative and high quality design.
- The re-use of existing fabric, minimising waste.
- Its mixed and flexible patterns of land use that are likely to be, and remain sustainable.”

East Devon District Council Local Plan:

Strategy 48 - Local Distinctiveness in the Built Environment

“Local distinctiveness and the importance of local design standards in the development process will be of critical importance to ensure that East Devon's towns and villages retain their intrinsic physical built qualities. Where towns or villages are or have been despoiled we will seek to have qualities reinstated through good design. Use of local materials and local forms and styles will be essential to this distinctiveness.

We will work with our partners and local communities to produce Design Statements to guide new development and ensure its appropriateness”.

Strategy 49 – The Historic Environment

“The physical and cultural heritage of the district, including archaeological assets and historic landscape character, will be conserved and enhanced and the contribution that historic places make to the economic and social well-being of the population will be recognised, evaluated and promoted. We will work with our partners and local communities to produce or update conservation area appraisals and conservation area management plans”.

Section 2: Heritage Themes



Salcombe Regis

Theme A: Understanding and appreciating our historic environment

- 2.1. Our landscape has a sometimes complex pattern of fields, hedges, woodlands, farms and other buildings, road network, lanes and settlements which all form a part of the historic environment, created over many thousands of years by human activity. It is important to both understand and appreciate this environment and the heritage assets within it so that they can be positively conserved and enhanced for future generations to enjoy. The historic environment is defined by central government as:¹³

Historic Environment

“All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora”

- 2.2. Two objectives of this chapter are to widen the knowledge of the historic environment of East Devon and to improve the understanding of our heritage assets and their significance.

Proposed Action:

Provide information and guidance in the Heritage Strategy

- 2.3. Our district has a unique historic environment and range of heritage assets, which can be understood better by looking at what has gone before. Throughout the district there is much evidence of human occupation from the past in the present, from its Stone Age hand axes and camps, Bronze Age Barrows and Iron Age hill forts to Saxon settlements and Roman roads, from medieval places of worship to Georgian, Victorian and Edwardian residences, from factories of the industrial revolution to World War II airfields, to name just a few.
- 2.4. In rural areas the history of both farming and extractive industries are evident in the vast number of marl pits used for improving soil, clay pits used for pottery industries, and in the distinctive medieval strip fields which may be glimpsed in places, beyond the high ‘Devon’ banks and hedgerows defining many of our country lanes.
- 2.5. The district contains much evidence of the Roman conquest in its army camps and forts, and later some villas or highly Romanised farmsteads and enclosed settlements. Parts of the Imperial road system still survive, including what was the Dorchester to Exeter Road and ‘Fosse Way.’

¹³ DCLG (2018) National Planning Policy Framework, Annexe 2: Glossary

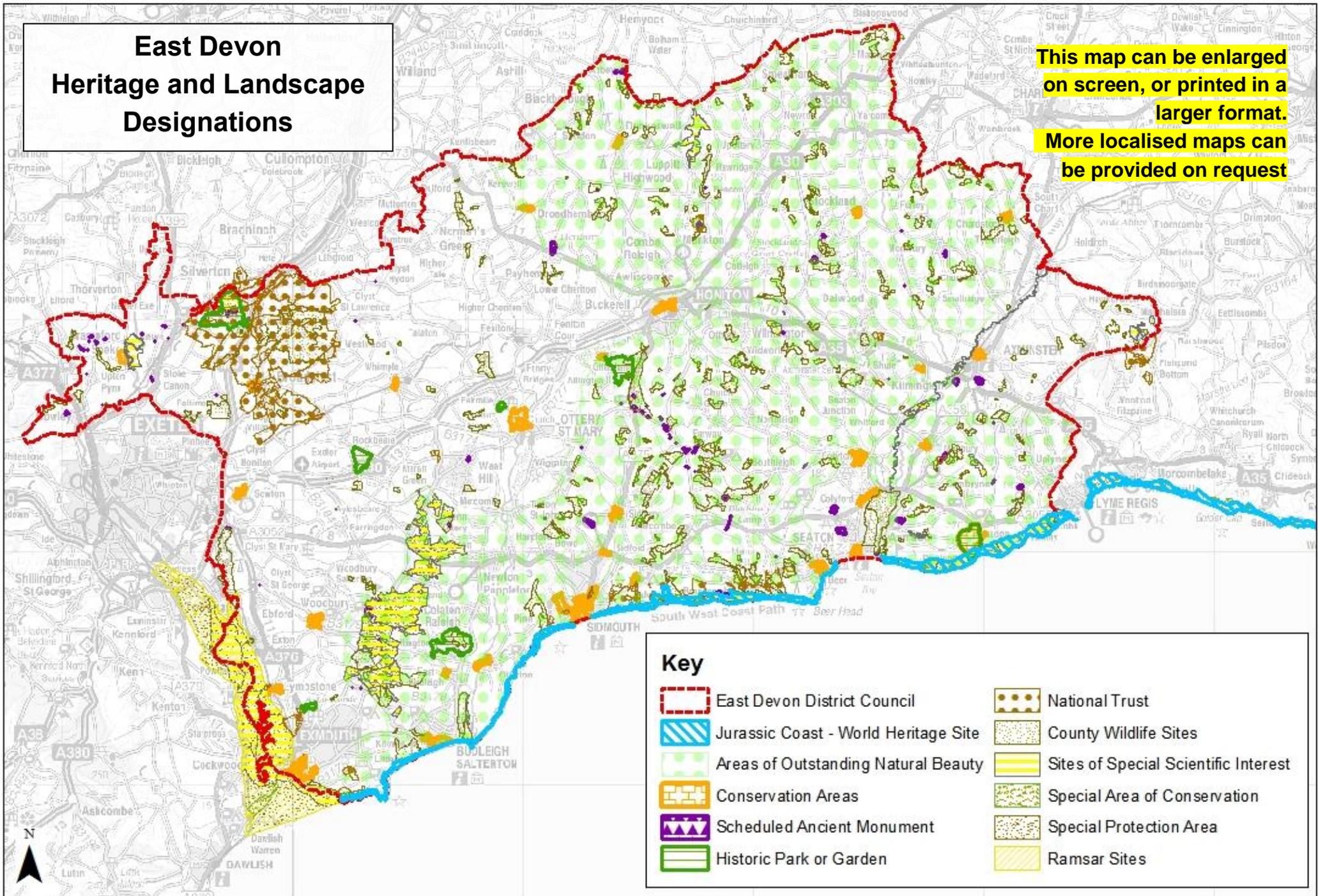
- 2.6. East Devon has a rich heritage of urban centres, varying greatly in nature and character. The Saxon origins of Ottery St Mary can be seen in the characteristic ‘star’ shaped pattern of its central routes, whilst this and the other market towns of Honiton and Axminster were centres of the textile industry from medieval times. Honiton is a classic example of a planned town by the local lord, whilst Axminster originated as a Roman roadside small town.
- 2.7. Farmstead groupings are also an important local feature, especially those of medieval origin or planned as a part of land estates, including those seen at Broadclyst, Gittisham and Broadhembury, whilst some fine manor houses and ecclesiastical residences remain, such as the Bishop’s Court at Clyst St Mary.
- 2.8. The quarrying of stone, such as that at Beer, and pottery making were other important industries at this time and local building materials and traditions including cob and thatch all contribute to distinctive local styles.
- 2.9. Many of East Devon’s villages were in existence by the 10th and 11th centuries, and were often centred around a parish church. The main religion for more than 1500 years has been Christianity and these churches form some of the most visible parts of its heritage, whilst the remains of an Abbey have survived at both Dunkeswell and at Axminster (Newenham Abbey).
- 2.10. East Devon is also rich in toll houses and coaching inns, and in assets linked to water power, such as mills, factories and hydraulic rams.
- 2.11. The Regency town of Sidmouth and other seaside resorts at Exmouth, Budleigh Salterton and Seaton all tell a story of their history through time, expanding with the development of railways. Good examples of the ‘Cottage Orne’ picturesque rustic buildings and later, fine Victorian terraces, Edwardian architecture and the Arts and Crafts style all contribute to distinctive town landscapes.
- 2.12. Meanwhile, villages along the coast retain a local character that has been largely unspoilt by the expansion of tourism. The Second World War has also left many traces including pill boxes, radar stations and airfields.



Second World War remains of military building at Beer Head; Dunkeswell Airfield and Heritage Centre

East Devon Heritage and Landscape Designations

This map can be enlarged
on screen, or printed in a
larger format.
More localised maps can
be provided on request



Heritage assets and their significance

- 2.13. Historic England describes how “some parts of the historic environment are important to society as a whole or to a group within it and merit some level of protection or consideration.”¹⁴ These are our heritage assets that future generations are likely to value too, for the same or similar reasons.
- 2.14. The term significance is used to describe (in heritage policy) “The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”¹⁵
- 2.15. Significance is a collective term for the sum of all the heritage values of a place, which may be assessed through evidential, historic, aesthetic and communal categories.¹⁶
- 2.16. Designation of an asset recognises the value(s) of its significance and gives it protection by law or policy for its management and enjoyment, now and in the future. The setting of an asset, when it makes a contribution to the significance of the asset, although not designated, may also be offered a degree of protection.
- 2.17. Designated heritage assets may be Listed Buildings, Scheduled Monuments, Conservation Areas, Registered Parks and Gardens, Battlefields or Protected Wreck Sites.

Nationally designated assets in East Devon

- 2.18. The most important heritage assets are formally recognised at a national level for their importance. In 2019, East Devon has 3,086 Listed Buildings, comprising nearly 4,500 individual buildings and structures (an asset may contain more than one individual building or structure), 8 designated parks and gardens and 112 scheduled monuments that are formally listed by Historic England.

| | | Grade1 | Grade II* | Grade II |
|-------------------------------------|------|--------|-----------|----------|
| Listed Buildings | 3086 | 54 | 185 | 2,847 |
| Scheduled Monuments | 112 | | | |
| Registered Parks and Gardens | 8 | 1 | 1 | 6 |
| World Heritage Site | 1 | | | |
| Conservation Areas | 34 | | | |

Table 1: Designated Assets of East Devon District, February 2019

- 2.19. The number of listed buildings changes over time and up to date information can be viewed through the Historic England website.¹⁷ The District also has a World Heritage Site inscribed by UNESCO¹⁸ and 34 Conservation Areas that have been designated by East Devon District Council.

¹⁴ Historic England webpage (2018) Heritage Conservation Defined

¹⁵ NPPF glossary February 2019

¹⁶ For a full explanation see Historic England (2008) Conservation, Principles Policy and Guidance

¹⁷ <https://historicengland.org.uk/listing/the-list/data-downloads/>

¹⁸ United Nations Educational, Scientific and Cultural Organisation

The Conservation Areas of East Devon

2.20. Conservation Areas are one of the fundamental heritage assets, which are areas defined on account of the value and worth of the features they contain. Designation helps to improve our understanding of an area's heritage and define what it is about the character or appearance that makes it special, and what should be preserved or enhanced. Legislation states that:¹⁹

Local Authorities have a duty to “from time to time determine which parts of their area are areas of special architectural or historic interest, the character of which it is desirable to preserve or enhance”, and to designate those areas as Conservation Areas.

2.21. When considering which areas should be designated, the Council looks at the quality and interest of an area as a whole as well as individual buildings and landscapes. A ‘character appraisal’ identifies the most significant aspects of the landscape, architecture and historic importance in our conservation areas.

2.22. Conservation Area appraisals also make an assessment of positive and negative features, and identify opportunities for improvement. For each settlement, our appraisals look at features including:

- The history of the buildings
- Topography and landscape setting
- Settlement form
- Important views and vistas
- Locally distinctive features and vernacular building styles
- Past and present activities and uses
- Streetscape and the public realm
- Green spaces and trees

2.23. Of the 7,000 (approximately) Conservation Areas in England, 34 have been designated in East Devon. They vary considerably in size and character, and cover parts of the main towns of Exmouth, Sidmouth, Seaton and Honiton, as well as the historic cores of smaller settlements such as Ottery St Mary and Budleigh Salterton.

2.24. Twenty Conservation Areas are within villages, mainly in rural areas, and nine of these are totally within an AONB. Four Conservation Areas are adjacent to the World Heritage Site (“Jurassic Coast”) at Seaton, Beer, Budleigh Salterton and Combyne Rousdon.

2.25. The district's Conservation Areas present a mix of forms, such as those with buildings arranged around a centre, appearing in a line, or more widely scattered, with many containing individual, groups and clusters of buildings listed in their own right as being of special architectural and historic interest.

¹⁹ Planning (Listed Buildings and Conservation Areas) Act 1990

- 2.26. The character of East Devon's Conservation Areas varies considerably, from the Victorian and Edwardian terraces and villas of our seaside towns in Exmouth, Budleigh Salterton, Sidmouth and Seaton, to those centred around medieval farmsteads of the Blackdown Hills, or around workers cottages such as those in Gittisham. In the market towns of Ottery St Mary and Honiton a legacy of Saxon, Roman and planned medieval street patterns can be seen.
- 2.27. Conservation Areas vary in size from 3.46 hectares in Kilmington to 85 hectares at Combyrne Rousdon (which is also a registered park). Ottery St Mary and Combyrne Rousdon have large areas of landscape or garden. The Conservation Area with the largest built up area is in Budleigh Salterton comprising 30.27 hectares, whilst Sidmouth Town Centre Conservation Area occupies a similar area of 28.91 hectares. Conservation Areas in East Devon combine to make a total of approximately 518 hectares.

A brief summary of each Conservation Area is provided in Appendix 2

- 2.28. **Of the smaller villages:** eleven Conservation Areas are a part of the villages of Bramford Speke, Broadhembury, Chardstock, Colyford, Gittisham, Kilmington, Musbury, Salcombe Regis, Sowton and Stockland, often covering a large part or most of the village. Six of these are entirely within an AONB whilst two are partly in or adjacent to an AONB (see Appendix 2).
- 2.29. **Of the larger villages:** there are nine Conservation Areas within the villages of Beer, Broadclyst, Colyton, East Budleigh, Lymptstone, Otterton, Sidbury, Whimble and Woodbury and are often located around the centre of the village. Three are entirely within an AONB (see appendix 2) whilst Broadclyst Conservation Area is partly within and surrounded by National Trust property.



Gittisham village: example of workers cottages and map showing extent of the Conservation Area (yellow) and Listed Buildings (pink).



Distinctive cottages in the villages of Sidbury, Broadclyst and Broadhembury

Towns

There is a concentration of five Conservation Areas in Sidmouth including the town centre, Elysian Fields, Bickwell Valley, Sid Vale and Sidford, and three in Exmouth at Albion Street, Bicton Street and Louisa Terrace. There also is one Conservation Area in each of the towns of Axminster, Budleigh Salterton, Honiton, Seaton and Ottery St Mary.

- 2.30. Five of the Conservation Areas, in Axminster, Budleigh Salterton, Honiton, Ottery St Mary and Sidmouth incorporate the historic town centre. These are described in more detail in Appendix 1.



Seaton: 19th Century 3 storey stucco villas in blocks of 4



Budleigh Salterton: late 19th Century housing with shutters characteristic of the area, and Exmouth: continuous terrace of late 18th and early 19th century properties

The Listed Buildings of East Devon

- 2.31. Listed Buildings are considered to be the best examples of buildings of heritage importance. Older buildings that retain much or all their original built fabric and features are more likely to be listed. If a building is deemed²⁰ to be of special architectural or historic interest, it is considered to be of national importance and worth protecting and is included on the list of buildings administered by Historic England.

There are 3 grades of listed building:

Grade I

These are of exceptional interest, sometimes considered to be internationally important.

Grade II*

These are particularly important buildings of more than special interest.

Grade II

These are nationally important and of special interest. It is the most likely grade of listing for a private residential building and over 90% of buildings are in this grade.



Examples of Grade I (St Mary's Parish Church) and Grade II* (The Priory) Listed Buildings in Ottery St Mary

²⁰ by the Secretary of State (for Culture, Media and Sport)

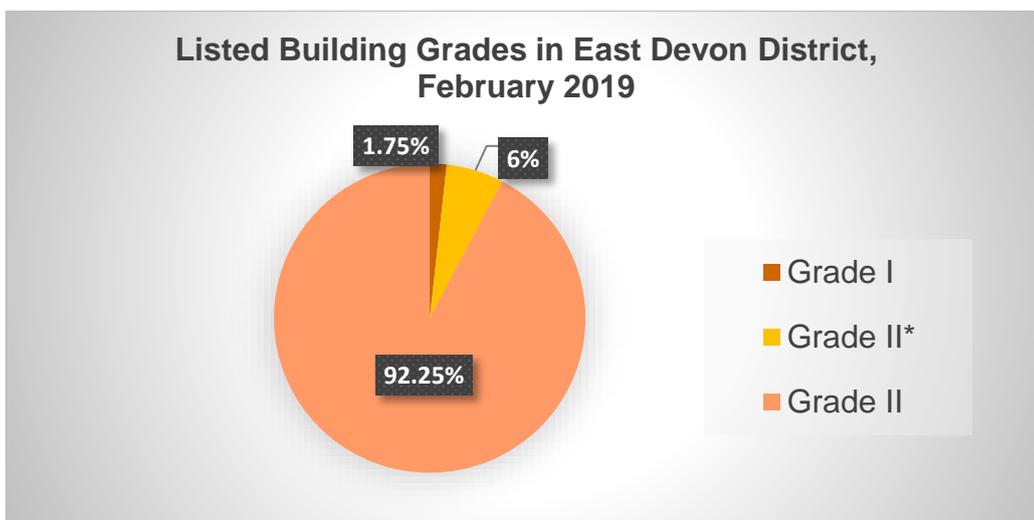


Table 2: Grades of Listed Building entries²¹ in East Devon

- 2.32. The proportions of Grades I, II* and II are broadly representative of those in England as a whole, but with a slightly lower percentage of Grade I buildings.

The Parks and Gardens of East Devon

- 2.33. Formal parks and gardens and ‘naturalistic created landscapes’, were often provided alongside built features, especially grand country houses, though in some cases they may have been built as standalone features or integrated into a wider built fabric. In many cases these parks and gardens were also planted with significant collections of plants and trees and may contain built features within them such as summer houses or grottos that are of heritage importance in their own right.



Killerton Park and house, and Bear's Hut (originally a summerhouse built in 1808)

²¹ A listed building entry may cover a number of individual units. Up-to-date information can be viewed at <https://historicengland.org.uk/listing/the-list/data-downloads/>

2.34. Given their heritage importance Historic England maintains a Register of Parks and Gardens of special historic interest in England, of which 8 are currently listed in East Devon: (See 2.49 for information on undesignated parks and gardens of local interest).

| | |
|-----------------------------------|-----------|
| Bicton: | Grade I |
| Killerton House: | Grade II* |
| Rockbeare Manor: | Grade II |
| A La Ronde and the Point-In-View: | Grade II |
| Combe House: | Grade II |
| Rousdon: | Grade II |
| Connaught Gardens: | Grade II |
| Cadhay Park: | Grade II |

Example: Connaught Gardens

2.35. This is an interesting example of a Registered Park. Adjacent to Sidmouth town centre and the sea front, the park lies partly within the World Heritage site and an extensive view of the Jurassic coast can be observed from this vantage point. The western side includes part of the AONB and a Grade II listed building, whilst the eastern side is within a Conservation Area. Adjacent to the park to the west is a County Wildlife Site and to the south a Site of Special Scientific Interest. The park is a meeting place for the community through its open air cafe and theatre, a greenhouse and many seating areas.



Connaught Gardens Registered Park, Sidmouth

Archaeological heritage

- 2.36. East Devon contains sites and finds dating from the oldest periods of occupation in Britain by humans and their predecessors. Human activity in the district became frequent from 250,000 BC and has left its mark with, for example, hand axes and other tools from the Lower Palaeolithic (Old Stone Age) found in the Axminster area.
- 2.37. From the 4th Millenium BC (during the New Stone Age) the construction of monuments began, including the causewayed enclosure at Hembury, now a part of the landscape along with our Bronze Age barrows and Iron Age hillforts. These provide a link with our historic and prehistoric past giving an insight to the lives of our ancestors. Most of the landscape we can see today dates from the medieval and post-medieval enclosure of the landscape.
- 2.38. Archaeological sites not only represent our heritage but can contribute to our sense of place. However this legacy is subject to a growing range of pressures, both by humans and natural processes such as erosion.

The Scheduled Monuments of East Devon

The most important archaeological remains are formally recorded as Scheduled Monuments.²² Historic England carries out a programme of scheduling these nationally important archaeological sites but anyone can make a nomination to Historic England.

- 2.39. In 2018, East Devon has 112 Scheduled Monuments, notably its prehistoric Bronze Age bowl barrows and Iron Age hill forts. It has a diverse range including 6 'castles', 6 forts, 2 abbeys, 6 bridges, 8 crosses, a holy well, a prehistoric field system, a manorial settlement, a Roman villa and an 'Ice House'.
- 2.40. However, more than 60 of the district's Scheduled Monuments are 'barrows', which are particularly abundant around Farway Hill, Gittisham, Woodbury Common and in the Rewe, Upton Pyne and Bramford Speke area. Barrows are a type of burial mound where earth, and / or stone is used to cover a tomb and 'bowl barrows' are named due to their appearance of an upturned bowl. They were created during the late Neolithic to late Bronze Age and provide important information on beliefs and customs as they served a ceremonial or ritual purpose. Barrows are often isolated but many occur in groups and are described as barrow cemeteries, three of which are in East Devon.



Farway: Bronze Age barrow

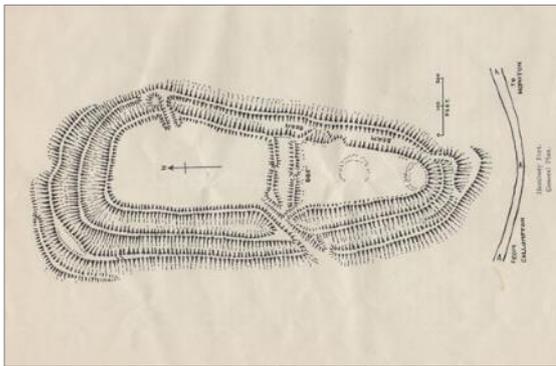


Blackbury Camp Iron Age hill fort

²² Monuments are protected by the Ancient Monuments and Archaeological Areas Act (1979)

Example: Farway Hill barrows form part of the most dense and extensive concentration of barrows in Devon. They are diverse in form and size and some are a part of a barrow cemetery, whilst their association with Farway Castle provides additional historic interest.

- 2.41. **Hillforts:** Characteristic of the Iron Age, the remains of hillforts at Woodbury 'Castle', Blackbury Camp and Hembury have been tested by excavation and reveal complex entrances and ramparts. Other examples are the Seaton Down (inland) and Berry Camp (coastal) promontory forts.
- 2.42. **Roman villas:** Evidence of Romanised buildings or 'villas' at Seaton and Uplyme indicate that people eventually accommodated to Roman rule in this area.
- 2.43. **Castles:** The remains of structures, locally called castles but which are pre-historic hillforts, are also located at Belbury, Membury, Musbury, Sidbury and Stockland.
- 2.44. Concentrations of Scheduled Monuments can be found in locations near Brampford Speke, at Killerton Park, Farway Common and Woodbury Common, as seen on Map1.



Hembury Fort Drawing from the 1930's¹: This scheduled monument has a complex history from being a settlement during the Early Neolithic period, a Hillfort during the Iron Age and then a base for the Roman army in the first century. Its interesting history is currently included as part of a school curriculum.

Hembury Fort scheduled monument, Payhembury (above)



Part of Dunkeswell Abbey scheduled monument (see also page 48) and medieval churchyard cross at St John's the Baptist Church, Broadclyst (above right)

World Heritage Site

- 2.45. A World Heritage Site is “a natural or man-made site, area or structure recognized as being of outstanding international importance and therefore as deserving special protection.”²³ Sites are nominated to and inscribed by the World Heritage Convention (part of UNESCO). The basis of world Heritage Site significance is the concept of Outstanding Universal Value. Natural England oversee the protection of the Sites of Special Scientific Interest that underpin the protection of the Jurassic Coast.
- 2.46. The Dorset and East Devon Coast World Heritage Site (also known as the ‘Jurassic Coast’) was the first natural environment designated World Heritage Site in England, and is one of only 17 in England and 31 in the UK. Its 95 mile coastline extends from the River Exe in East Devon to Studland Bay in Dorset. Most of the East Devon part also falls within the East Devon AONB. The coast’s exposed sedimentary rocks give a unique insight into 185 million years from the Triassic, Jurassic and Cretaceous periods. Further, there are heritage assets present as a consequence of the geology and a result of human interaction with it, for example Exeter Cathedral’s quarries at Dunscombe and Beer.



Parts of the World Heritage Coastline looking west from Beer Head revealing Cretaceous white chalk and greensand, and at Sandy Bay Cliffs, Exmouth made up of Triassic sandstone and mudstone.

Undesignated heritage assets in East Devon

- 2.47. The majority of heritage assets in East Devon, whether buildings, archaeological sites or areas of historic landscape character, do not enjoy statutory designation. Their conservation relies on the planning system and positive management by land and property owners. The Devon County Historic Environment Record at the time of writing (2018) records 20,602 heritage assets (designated and non-designated) that fall within the early prehistoric to modern periods.
- 2.48. Some of these may have the same significance as a designated heritage asset but have not yet been considered for designation. This would include such sites as the small Roman fort at Pomeroy Wood, Gittisham, and parts of the World War II Taunton Stop Line defences in the Axe Valley. Others are of regional or more local importance, but all are irreplaceable and require consideration in planning decisions.

²³ Collins English Dictionary (2018)

- 2.49. In addition to the eight parks and gardens included in the Historic England Register, twenty five sites are included in the Devon Gazetteer of Parks and Gardens of local historic interest as important designed landscapes in the local context of Devon. Records are maintained by Devon County Council's Historic Environment Team.
- 2.50. In Theme B the strategy sets out proposals, working with local communities, for the means to establish and manage a list of undesignated assets.

Landscape and natural environment designations

- 2.51. Whilst this strategy is primarily concerned with built heritage, East Devon also has areas of landscape and natural environments of great quality. In many cases these areas are home to heritage assets and form part of their setting, while landscapes and environments, having been informed or 'created' by past human activity such as parks and gardens, historic orchards or medieval field patterns, can be heritage assets in their own right. In this context, to some degree much of the landscape and countryside of East Devon can be seen to have a heritage value, though many traditionally farmed landscapes, in particular, have been 'improved' and lost much or some of their heritage value.



Landscapes: Blackdown Hills, view north from Honiton

Area of Outstanding Natural Beauty

- 2.53. An AONB is an important landscape with such outstanding distinctive character and natural beauty that it is protected in the national interest and has been designated by Natural England. East Devon has a landscape of exceptional quality, reflected in the designation of two Areas of Outstanding Natural Beauty that cover about two thirds of the District, and that also includes a small part of the Dorset AONB. AONB Management Plans actively promote the conservation of, access to and enjoyment of their historic environments.



Landscapes: Woodbury Common Pebblebed Heaths and view towards East Hill. An area of high environmental and heritage value with a concentration of landscape and heritage designations, within East Devon AONB

East Devon AONB

- 2.54. This area lies totally within East Devon and mainly in the southern third of the district (see map 1). It was designated in 1963 and covers 103 square miles (32%). The south includes part of the dramatic 'Jurassic Coast' World Heritage site. Inland, large expanses of heathland provide a contrast to woodlands and river valleys in the predominately pastoral landscape. The East Devon Pebble Beds at Woodbury and other commons form the largest single block of lowland heathland west of the New Forest. Steep sided Devon hedge-banks border fields and narrow country lanes, leading to the many villages and hamlets, with many houses and cottages built of local stone, pebbles, thatch and cob.

Blackdown Hills AONB

- 2.55. This area includes land in both Devon and Somerset and covers mainly the north eastern third of East Devon (see map 1). Designated in 1991, the AONB is a relatively unspoilt, diverse rural landscape. Stretching from a prominent steep scarp in the north, the area dips gently southward as a flat-topped plateau to Honiton in the South, dissected by spring-lined valleys. The traditional pattern of villages and hamlets along the valleys remain largely unchanged among some medieval patterns of small enclosed fields and narrow lanes with high hedge banks. Villages, hamlets, individual buildings and their settings form a vital element of the character of the Blackdown Hills, particularly because of the widespread use of chert, a local stone, and the area's well preserved, distinctive architecture.

Natural Landscapes and Green Infrastructure

- 2.56. There are many environments in East Devon that are also protected on account of their biodiversity or geological interest. Whilst typically, heritage considerations or assets would not form part of the reason for their designation, it may be that human management and activity has 'created' the biodiversity or geological interest. There can therefore be heritage interests that overlap the more formal biodiversity or geological interests of their designation.

National and International Biodiversity and Geodiversity Designations

- 2.57. Special areas of conservation: These are strictly protected sites designated under the EC Habitats Directive relating to species other than birds.
- 2.58. Special protection areas: These are designated under the EU and are strictly protected sites for rare and vulnerable birds.
- 2.59. Sites of Special Scientific Interest: These are designated by Natural England to conserve their wildlife or geology.
- 2.60. Ramsar Sites: These are designated for the conservation and wise use of wetlands and their resources, when they meet the criteria of international importance.

Further information on heritage assets

- 2.61. In addition to providing information within this document, the Council plans to provide improved web pages for heritage advice, guidance and information, including links to other organisations specialising in heritage. This could, subject to resources, also host a forum for the exchange of information on heritage issues.

Proposed Actions:

- *Develop improved web pages on the Council's website for the provision and exchange of information on heritage issues relevant to East Devon*
- *Provide links to further guidance through the Council's website*

Promoting the heritage of East Devon

- 2.62. Apart from an improved website, the Council intends to further promote the heritage of East Devon through publicity, hosting an occasional event which could include workshops and attendance at other events.

Proposed Actions:

- *Promote the Heritage Strategy and improved web pages, including use of social media*
- *Host an occasional heritage themed event / workshop for Members and community representatives*
- *Support local heritage events, such as the annual Heritage Open Days and the East Devon AONB Heritage Conference, promote the Heritage Strategy and website at heritage events*
- *Encourage local groups and museums to engage with local schools*

Theme A Summary

- *Our historic environment includes the built environment, archaeology and green landscapes which make our place distinctive*
- *Heritage assets are assessed by their 'significance' and the setting of an asset can also be significant*
- *Heritage assets may be nationally designated, or undesignated (but may be on a Local List)*
- *The District's designated heritage assets include Listed Buildings, Scheduled Monuments, Registered Parks and Gardens and Conservation Areas. East Devon also contains part of a World Heritage Site Coastline*
- *The District has 34 Conservation Areas varying widely in character*
- *Listed Buildings and Parks and Gardens may be Grade I, II* or II*
- *The District has landscape designations including Areas of Outstanding Natural Beauty and many biodiversity and geodiversity designations*
- *East Devon has an abundance of undesignated heritage assets, some of which are of the same importance locally as designated ones*

Objectives and Actions:

- 1 To enhance understanding of our heritage assets and their significance. Actions:**
 - *Provide information and guidance in the heritage strategy*
 - *Provide links to further guidance through the Council's website*
- 2 To widen knowledge of the historic environment of East Devon and its assets. Actions:**
 - *Develop improved web pages on the Council's website for the provision of information on heritage issues relevant to East Devon*
 - *Encourage local groups / museums to engage with local schools*
- 3 To celebrate and promote the heritage of East Devon. Actions:**
 - *Promote the strategy and improved web pages*
 - *Support local heritage events, promote the strategy and website at events*
 - *Host an occasional heritage themed event / workshop*

Theme B: Positively managing our historic environment

- 2.63. Our heritage assets are an irreplaceable resource, which make a valuable contribution to the character of East Devon. They generate many benefits, as explored in Theme C, enriching the quality of life for residents and visitors whilst helping to boost the local economy.
- 2.64. Without management, heritage assets may start to deteriorate, through either human activities or natural processes such as weathering. It is important therefore to address this with the positive management of our assets, whilst supporting new development that enhances local identity and distinctiveness.

East Devon District Council staff resources for heritage work

- 2.65. The Council places considerable weight on the importance of protecting the built heritage of East Devon, but it does so with limited resources. As a consequence, the emphasis in Council work has been to undertake regulatory tasks that it is required by law to do (specifically determining planning applications and listed building consent applications), rather than the more proactive aspects of conservation.
- 2.66. Combined with other economies due to the spending review within local government, this has meant very limited resources for conservation staff to carry out work such as monitoring buildings at risk, reviewing Conservation Areas and developing new opportunities through partnerships and communities.

Working with communities

- 2.67. The Localism Act (2011) encourages and gives additional powers for local communities to contribute to decision making in their areas. New approaches have emerged nationally with communities helping to assess what makes their location distinctive, appraise and review Conservation Areas and management plans, monitor buildings at risk and identify assets for a local list.
- 2.68. This strategy proposes introducing more of a role for our local communities in some tasks, with Council support, subject to adequate resources being available. Our proposals are set out in more detail in relation to specific tasks in this section, and more generally with respect to training and building capacity within the community, in Theme C.

Proposed Action:

- *Facilitate and advise on training for local communities to assist in managing heritage assets, especially neighbourhood planning and other community groups with an interest in heritage (this Action is a part of Theme C)*

Designated heritage assets: development management

- 2.69. Most heritage assets are in private ownership and are maintained and managed by their owners. This is especially the case in respect of Listed Buildings, which are mainly domestic properties that are lived in by the property owners. These are typically well maintained and retain the features and integrity that warranted their listing in the first place.
- 2.70. However some maintenance and 'home improvements' can cause harm and should not in any case be undertaken in the absence of listed building consent (and potentially also planning permission). Historic England provides a range of guidance advocating good practice in the maintenance, repair and improvement of older buildings that are sympathetic to their historic character.
- 2.71. The Council has a range of legal and regulatory powers to manage heritage assets and development, whilst there is a facility to support and encourage good practice. For example, planning permission and listed building consent are two separate consent processes granted by the Council through regulatory powers.
- 2.72. The main means by which East Devon District Council manages designated assets is through the statutory powers it exercises as the Local Planning Authority.
- 2.73. The government sets out national policy with respect to the determination of planning applications which may affect heritage assets in the National Planning Policy Framework.²⁴

East Devon Local Plan Policy

- 2.74. The East Devon Local Plan elaborates on and provides more policy detail for the determination of applications. The document sets out policies for the management of development including the protection of archaeological sites, listed buildings, Conservation Areas and other heritage assets.
- 2.75. In most cases sympathetic development schemes can be bought forward but the Council will not grant permission for development involving substantial or total loss of significance of a designated heritage asset unless it can be demonstrated that it is necessary to achieve substantial public benefits that outweigh the harm or loss. Criteria apply, which are set out in policy EN9 of the local plan.

Planning applications

- 2.76. Where development is proposed, there is a need for planning permission and / or building regulations approval to be granted.²⁵ In considering planning applications the Council takes into account heritage considerations and specifically potential adverse impacts on any heritage asset or the setting of a heritage asset that might arise and seeks to secure the best outcomes whilst minimising adverse impacts.

²⁴ DCLG (2018) National Planning Policy Framework Paragraphs 189 - 202

²⁵ "development" is legally defined and some minor building works do not constitute development

Listed building consent

- 2.77. Listed Buildings and their settings are an important element of East Devon's character that the Council wishes to preserve. Alterations must be carried out with the greatest skill and care to ensure that changes are not detrimental to the special architectural and historic interest of the building.
- 2.78. Listed building consent, which is separate from any requirement for planning permission, is required if the works have an impact on the significance of the heritage asset. Where a listed building is involved in, or is the subject of a development proposal, it can be that both planning permission and listed building consent are required to allow for development to proceed.
- 2.79. The impact of a proposal on the setting of an asset contributes to a buildings significance as it provides a context. Although setting is not a heritage asset, it is vital to an asset's significance. When considering development proposals the significance of any heritage assets and their settings should be established as described in policy EN8 of the Local Plan. Detailed guidance is available in publications on 'Setting' and 'Curtilage' through Historic England.²⁶

Listing enhancement

- 2.80. Historic England now offers a more detailed entry for listed buildings which sets out clearly why a building has been listed and where its significance lies. An 'Enhanced List Entry' may exclude parts of the property internally and externally including extensions and other structures within the curtilage that would have been included under an old List Entry, where they are not part of its significance or the reason for original listing. An Enhanced List Entry provides certainty and clarity, informing decisions on what changes are possible for owners and local authorities where Listed Building Consent is needed.

Listed Buildings Enforcement Action

- 2.81. The owners of listed buildings are encouraged to keep their historic buildings well maintained and in use, although they are under no statutory obligation to do so. However when a building is being allowed to deteriorate, the Council has powers to take action to require the owner to undertake essential works through a Section 215 Notice²⁷, s.48 Repairs Notice or a s.54²⁸ Urgent Works Notice. Non-compliance with a notice can lead to prosecution or work undertaken by the Council, with measures to recover the cost.
- 2.82. In the case of empty properties, an improvement notice²⁹ maybe served on owners initially, but if this is not effective works in default can be completed by the Council whilst charging the owner for these essential repairs. Council tax may now be charged at 100% for properties that have been empty for more than 2 years, whilst management orders and compulsory purchase may be relevant enforcement action where other methods have not been effective.

²⁶ Historic England (2017) The Setting of Heritage Assets; (2018) Listed Buildings and Curtilage Advice note 10.

²⁷ Town and Country Planning Act (1990)

²⁸ Planning (Listed Buildings and Conservation Areas) Act 1990

²⁹ Section 11&12 Housing Act (2004)

Protecting National and Locally Important Archaeological Sites

- 2.83. Our archaeological heritage is often fragile and vulnerable to damage. Development that would harm nationally designated sites is not permitted. Development that would harm locally important sites or their settings will only be permitted where the need for development outweighs the damage to the archaeological interest of the site and its setting; details are set out in policy EN6 of the Local Plan.

Protecting Scheduled Monuments

- 2.84. Any work to a designated monument requires Scheduled Monument Consent, for which applications are made to Historic England. Preservation in situ is considered to be the most appropriate means to ensure protection.

Protecting Registered Parks and Gardens

For any proposed development, the impact on the special character of a registered park or garden must be considered and is a material consideration in the planning process.

Local List of undesignated assets

- 2.85. Many buildings, structures, landscapes and archaeological sites contribute to the special character of East Devon but do not meet the criteria for national listing. The Council recognises the valuable contribution that these heritage assets make to local areas and is reviewing how they are identified and publicised.
- 2.86. A feature of local interest is one that retains its historic form and external detail and makes a positive contribution to the architectural and historic character of the locality for one or more criteria, such as age, rarity, historic association or aesthetic value.
- 2.87. Assets that meet the criteria can be placed on a Local List of undesignated assets which gives recognition to their importance and may be taken into consideration in development proposals, which can help to speed up the planning process. A Local List can also help to build a more comprehensive picture of an area's significance for future planning decisions.
- 2.88. At present we do not have a formal list of assets that is recognized by the Council, but at the time of writing further guidance is being consulted on, which will support local communities putting forward buildings and structures that are important to them.

Proposed Action:

Establish a local list of undesignated assets:

- *Produce a Local List Guide for East Devon, with advice on procedures and guidance on selection criteria*
- *Following adoption of a Local List Guide, receive submissions from community and historic interest groups*
- *Set up procedures within the council to set up and manage local list*
- *Develop a programme based on items submitted, starting with a pilot scheme*

Heritage assets at risk

- 2.89. Designated heritage assets may be classified as ‘at risk’ due to negative changes through neglect, inappropriate development, crime or damage and can reflect or impact on an area’s social and economic decline.
- 2.90. Whilst most designated heritage assets of East Devon are in good or reasonable condition, a small proportion are classed as ‘at risk.’ There were no Conservation Areas at risk in 2018, in comparison with 6% in England.
- 2.91. From the Historic England Heritage at Risk register 2018, which includes Grade I, Grade II*, Grade II Places of Worship and Scheduled Monuments there are 46 listed items defined as being at risk:

**4 are Grade I: 2 Listed Buildings, 1 listed Place of Worship
 and 1 Registered Park**

4 are Grade II*: **1 Listed Building and 3 listed Places of Worship**

2 are Grade II Places of Worship

36 are Scheduled Monuments

Table 3: East Devon Heritage Assets at Risk Grading, 2018 (Historic England Website, February 2018)

| | |
|---|---|
| 2 are category A: | Immediate risk of further rapid deterioration or loss of fabric; no solution agreed: <i>Poltimore House (Grade II*) and Dunkeswell Abbey (Scheduled Monument); neither are in use and both are owned by a heritage charity.</i> |
| 7 are category C: | Slow decay; no solution agreed: <i>2 are the Tithe barn and stable at Bishop's Court, Clyst St Mary (Grade I) and privately owned, the other 5 are Grade I, Grade II* and Grade II churches</i> |
| 1 is category D: | Slow decay; solution agreed but not yet implemented: <i>This is a Grade II* church</i> |
| The remaining 37 assets at risk do not have a priority grading | |

Table 4: East Devon Categories of Buildings at Risk 2017³⁰

- 2.92. 10 buildings at risk have a 'previous priority category', so are either improving or deteriorating, with two in the most serious category, where there is an immediate risk of rapid deterioration and no solution agreed. However a community project is being developed and some funding secured for Dunkeswell Abbey; for more detail see Theme C.

Scheduled Monuments at risk

- 2.93. Scheduled monuments may be vulnerable to development but are also exposed to pressures beyond the planning system, such as agricultural intensification, forestry and coastal erosion, which may present the greatest threat. In the southwest, 16% of scheduled monuments were on the at risk register in 2016, a trend which has gradually decreased from 21% in 2009.
- 2.94. In East Devon 26 (40%) out of the 64 registered barrows are at risk, and are the majority of scheduled monuments at risk, suffering from deterioration due to causes such as plant or shrub growth, farming activities or animal burrowing.

Managing assets at risk

- 2.95. Assessing the overall condition of assets and identifying those at the most risk helps to provide a basis for prioritising actions and resources, where available, to mitigate pressures and threats to those assets. 'Heritage at Risk' is an annual survey, compiled by Historic England, of assets whose value is under threat, as shown in Tables 3 and 4. The condition of assets on the list are monitored and updated regularly by Historic England, with generally more frequent attention to those considered most at risk. New entries that are put forward for the list are also assessed by Historic England's regional team in the Southwest.

³⁰ Historic England: Heritage at Risk 2017 / South West

- 2.96. Historic England does not monitor Grade II listed buildings, unless they are places of worship, however have started a project, the “Grade II Listed Building Condition Survey”. This offers support and training for specialist and community groups and individuals to help identify any Grade II assets at risk. Training is currently available for volunteers through the Historic England website.
- 2.97. A programme of monitoring buildings at risk in East Devon could help to identify patterns or trends and would be a valuable resource to help the council manage the most vulnerable assets. A programme could be established for communities to help assess the condition of Grade II buildings in their local area, setting priorities within conservation areas, for example.
- 2.98. Providing a link through the Council’s webpages to the Historic England list of buildings at risk and a means of reporting information would help partners, organisations and communities to identify new items for the list, and potentially help to monitor the condition of those on the list.
- 2.99. The AONB Partnerships have been actively involved in managing Scheduled Monuments at risk. East Devon AONB has been working on improving the condition of six at-risk assets with the help of volunteers. Meanwhile, the Blackdown Hills AONB have trained volunteers as Historic England Heritage Wardens to record the condition of Scheduled Monuments in that area, including some site maintenance work.

Proposed Actions:

- *Provide information and a link to Historic England heritage assets at risk through the Council’s webpages*
- *Liaise with partners and organisations to enable reporting on assets at risk where possible and start a list*
- *Include Grade II condition survey within pilot scheme Conservation Area review, where there is a community desire to do so*

Managing and protecting our Conservation Areas

- 2.100. A range of planning controls exist to ensure that the special qualities and fabric of an area are not undermined by the loss or damage of important features, or damaged by inappropriate, insensitive developments. All properties are required to have their conservation area status recorded as a local land charge so that new owners are aware of their designation.
- 2.101. The main regulatory role the Council has is to determine planning applications taking Conservation Area status into account, guided by an area’s character appraisal. Proposals for development are only permitted where they would preserve or enhance the appearance and character of the area so it is important that any new development through siting, scale, design and use of materials is complementary to the character and makes a positive contribution to the appearance of an area.

- 2.102. Other means of protection include control over the demolition of unlisted buildings and of works to trees, restrictions on the types of advertisement permitted and on other types of permitted development through an Article 4 direction.
- 2.103. Further, the local plan (22:15) describes how the Council will take positive steps to enhance character within the Conservation Areas, for example by encouraging an emphasis on the renovation and re-use of buildings rather than demolition and redevelopment.
- 2.104. The Council are legally obliged to review Conservation Areas ‘from time to time’ to include an assessment of whether boundaries need to be amended and new areas designated, and also have a duty to formulate and publish proposals for the preservation and enhancement of conservation areas (management plans).

Threats:

Increased traffic and parking problems, erosion of character through insensitive repairs, out of character shop signage and replacement of frontages, vacant buildings, cluttered signage, street furniture and overhead utility cables.

Opportunities:

Increase in community involvement, improved knowledge for local community groups, input to neighbourhood plan, partnership working in regeneration areas and tourist locations, re-use of vacant buildings attracting grant aid, sensitive repairs, conversions and development using local materials with guidance.

Table 5: Examples of threats and opportunities within a conservation area



Examples of detracting features in Conservation Areas: Cluttered signage at Ottery St Mary (2013) and overhead power lines at Sidford (2018)

- 2.105. A ‘Conservation Areas at Risk’ programme monitored by Historic England collects information from local authority surveys. In 2017, no conservation areas were recorded as being at risk in East Devon, an improvement from 2014, when 3 were considered to be at risk.

Reviewing Conservation Areas and designating new areas

- 2.106. Over time, circumstances can change within conservation areas, parts can deteriorate or be improved, so there is a need to review our conservation area boundaries and consider the designation of new areas. In many conservation areas, however, there may be no need to revise a character appraisal, and a review may confirm that the original appraisal is still relevant.

East Devon Local Plan Strategy 49 states that:

“We will work with our partners and local communities to produce or update Conservation Area appraisals and Conservation Area management plans.”

- 2.107. The majority (26) of East Devon’s conservation areas were fully appraised in 1999 and were subject to a programme of interim review during 2008 – 9. The remaining conservation areas were designated or subject to a full appraisal more recently, between 2007 and 2011.
- 2.108. It is proposed that we establish and undertake a programme of review for our Conservation Areas, including management plans where needed. Local communities may become involved in reviewing their Conservation Areas, starting with a supervised pilot scheme.

Management plans and Article 4 directions

- 2.109. Management plans can be developed from up to date appraisals which identify threats and opportunities for the future of a Conservation Area, and set out priorities. Management proposals need to present clear design guidance based on the threats or vulnerabilities identified for an area and to be made available to residents and others involved in planning decisions.
- 2.110. An Article 4 direction may be applied to remove specific permitted development rights, where an accumulation of minor works through permitted development may undermine other positive work being carried in a conservation area. An example may be the removal of permitted development rights to alter windows or railings, in order to preserve the character of street facing facades.
- 2.111. However the government advises that Local Authorities should consider making an article 4 direction only in exceptional circumstances where the exercise of permitted development rights would harm local amenity, the historic environment or the proper planning of the area.

Proposed Actions:

- *Develop a programme to prioritise Conservation Area reviews*
- *Develop a process for communities to help deliver reviews, including training and monitoring*
- *Deliver a pilot scheme Conservation Area review involving community group/s*
- *Deliver programme of Conservation Area review, including management plans*
- *Determine if any parts of the district merit designation as a Conservation Area by conducting an annual review*

Local distinctiveness promoting high quality new development

- 2.112. An understanding of heritage matters and applying sound vernacular design principles in new development can greatly assist in securing high quality development in the future. A tendency towards ‘anywhere design’ prompted by economic pressures and an agenda of urgent house building in recent years has sometimes undermined an area’s local distinctiveness. However it is possible to design new buildings in a locally distinctive way.
- 2.113. This may be critical when it involves, or is part of the setting of a heritage asset, but even when it is not, an understanding of the local forms and styles of design used in the past can be of great value in building future developments.
- 2.114. It will often be the case that new buildings need not be an imitation of the past (a ‘pastiche’) and in some cases this could actually be undesirable. Buildings can be designed in a locally distinct and contemporary way with an understanding of what makes a place distinctive or a building architecturally significant, whilst being informed by local materials and traditions. With heritage acting as a stimulus for good design in an area, such new buildings can inspire new development in the future.

East Devon Local Plan strategy 48 states that:

“We will work with our partners and local communities to produce Design Statements to guide new development and ensure its appropriateness.”

- 2.115. A new Design Guide for East Devon will incorporate the important themes of heritage and local distinctiveness, and will be a material consideration in planning decisions.

The conversion of existing buildings

- 2.116. The local plan and National Framework promote the use of existing buildings to accommodate new viable uses where appropriate and compatible with policy. The potential benefits of this are explored in Theme C. The same principles of design using local traditions and materials can be applied.

Use of local materials

- 2.117. In the past, difficulty in transporting materials meant that many buildings were traditionally constructed using local materials. The variety of geology in East Devon has resulted in a broad range of materials being used, which are sometimes very localised so that the character and appearance of our settlements can vary greatly.
- 2.118. The Council encourages the use of traditional materials and methods in new and converted buildings as a means to help define and enhance the quality of the built environment. This can be promoted with examples of best practice, guidance on the use and sourcing of local material. Design guides and other advice can be made more widely available and accessible to developers, residents, local businesses and local communities in general.

Examples local materials in construction:



Beer paving - local Beer stone and Beer workers cottages - local flint

Development in rural areas

- 2.119. The development of agricultural buildings in remote areas, where the need for large scale storage facilities is increasing, needs to be handled sensitively due to possible visual impacts on an historic landscape. The re-use of redundant farm buildings also needs to consider and safeguard the existing character of the historic environment.

Examples of recent renovations



Use of Beer stone at St Giles and St Nicholas parish church, Sidmouth and the Parish Church of St Andrew, Colyton. Renovation with cob and thatch, Otterton

Proposed Actions:

Encourage development which enhances distinctiveness:

- *Provide links to further guidance which address the most common issues*
- *Promote heritage and local distinctiveness themes in emerging Design Guide for East Devon*
- *Provide information on the website to include sourcing of local materials, in particular a stone quarry guide*
- *Update and publish shopfront guides and any other relevant guides relating to heritage*

Theme B Summary

- *Heritage assets are an irreplaceable resource which may deteriorate without positive management*
- *The Council has a range of legal and regulatory powers to manage heritage assets however there are limited resources to do so*
- *Listed buildings consent may be required for works to Listed Buildings and enforcement action may be taken where such a building has been allowed to deteriorate*
- *East Devon has 46 designated assets at risk recorded by Historic England (in 2018), mainly scheduled monuments*
- *Conservation Areas require review and management*
- *The development of a Local List may help in planning decisions*
- *Encouraging good design and the use of local materials helps distinctiveness*

Objectives and Actions

1. **Positively manage the heritage assets of East Devon. Actions:**

Conservation Areas:

- *Develop a programme of Conservation Area review*
- *Develop a process for communities to help deliver reviews*
- *Deliver a pilot scheme Conservation Area review involving the community*
- *Determine if any parts of the district merit designation as a Conservation Area by conducting an annual review*

Heritage at Risk:

- *Provide information and a link to Historic England heritage assets at risk*
- *Liaise with partners and organisations to enable reporting on assets at risk*
- *Include Grade II condition survey within pilot scheme if possible*

Local list:

- *Produce a Local List Guide for East Devon,*
- *Following adoption of a Local List Guide, receive submissions*
- *Set up procedures within the council to set up and manage list*
- *Develop a programme, starting with a pilot scheme*

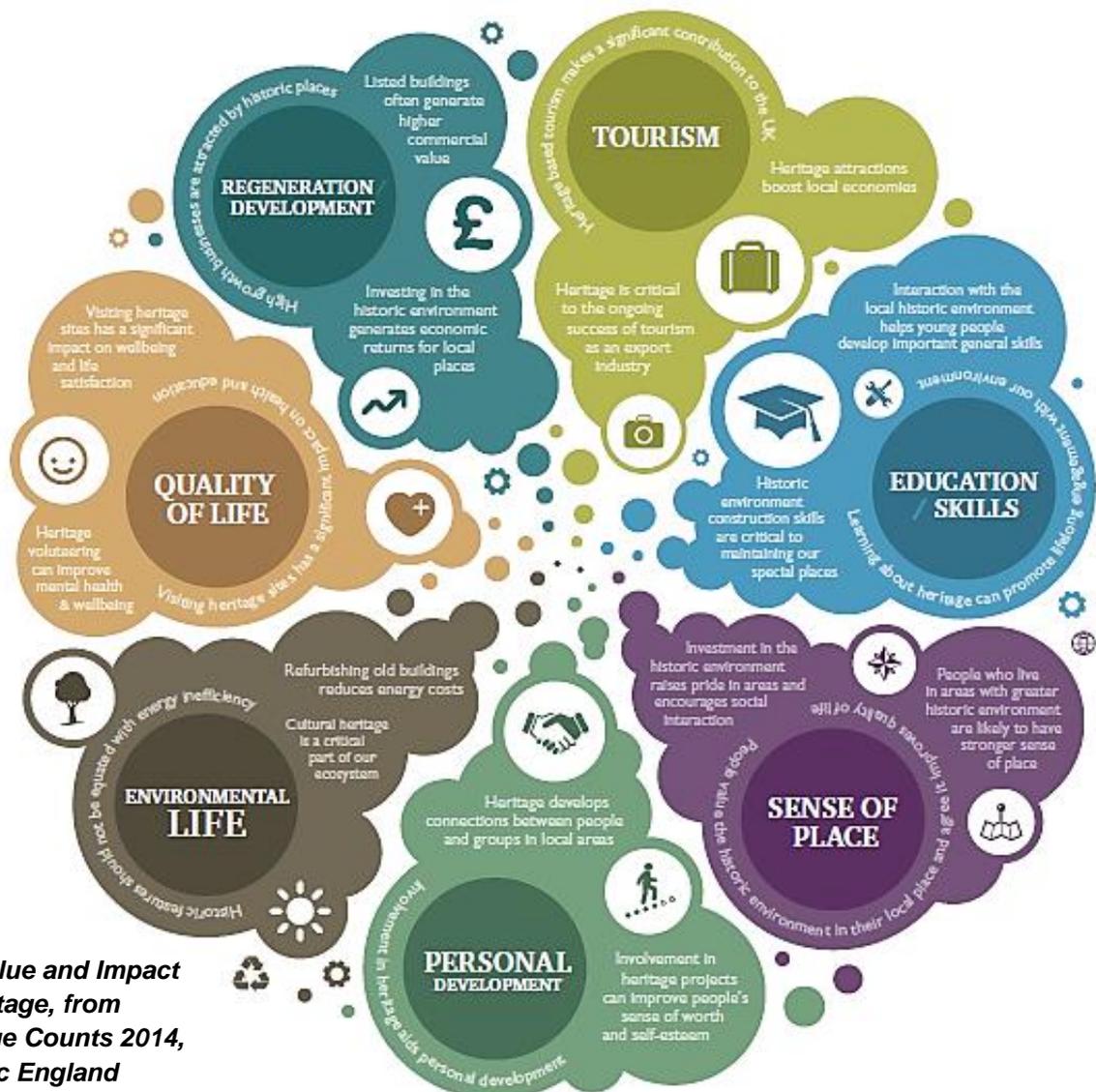
2. **Encourage development which enhances distinctiveness. Actions:**

- *Provide links to further guidance which address the most common issues, on website*
- *Promote heritage and local distinctiveness themes in emerging Design Guide*
- *Provide information on the website to include sourcing of local materials*
- *Update and publish shopfront and any other relevant guides*

Theme C: Enhancing and benefiting from our heritage

The value and impact of heritage

- 2.120. The historic environment is an important feature of sustainable development and can provide social, economic and environmental benefits, which are often interlinked. Research by Historic England has identified many of these potential benefits, which are outlined below.
- 2.121. At a time of economies within the public sector, understanding the value and impact of our heritage is especially important. Working with partners and communities, we can help to enhance our heritage and make the most of these benefits. The involvement of local communities is vital to identifying and capitalizing on what is important for neighbourhoods and local areas.
- 2.122. Much of this theme looks to the future and some of the more proactive steps that can be taken identifying the need for, and opportunities gained from much greater partnership working. Being aware of and co-ordinating with other strategies and policies across the District encourages a coherent approach to make the most of our heritage assets.



Social, economic and environmental benefits

Social benefits

- 2.123. The heritage of a place can play a central role in local identity and distinctiveness, giving a sense of pride and belonging for local people and strengthening a community.
- 2.124. Further, the involvement of a community in heritage issues has been shown to improve well-being and quality of life. 'Heritage counts 2017, Heritage and Society'³¹ finds that learning about heritage promotes lifelong engagement, whilst both visiting and volunteering in heritage brings happiness and can improve both physical and mental health:

"In a survey, 93% of residents said that local heritage has an impact on their quality of life, and 80% think local heritage makes the area a better place to live"

Economic benefits

- 2.125. The economy, regeneration and tourism are often fundamentally linked with the historic environment and the sectors can work together to enhance its benefits. Heritage Counts 2016 (Heritage and the Economy) describes the relationship between our national economy and heritage and how this market is experiencing strong growth, which is expected to continue.
- 2.126. Headline findings from the study were that heritage tourism (in England, in 2015) generated an estimated £18.4 billion in spending by domestic and international visitors, with £9.7 billion a directly generated output of the repair and maintenance of historic buildings. In 2013, there were an estimated 328,700³² employed in heritage related services, with 44,100 (13.4%) in the Southwest.
- 2.127. In the Southwest in 2015, heritage tourism generated over £2.3 billion in spending by domestic and international visitors. The repair and maintenance of historic buildings in the South West directly generated £988 million in heritage-related construction sector output in 2016, which was equivalent to 8.9% of total construction output in the South West.
- 2.128. Findings from Heritage Counts 2017 also reveal that businesses are attracted by historic places, with the owners of creative enterprises especially attracted to historic buildings, and that listed buildings generate higher commercial returns. The results of surveys illustrate that investment in the historic environment generates growth and that there are economic benefits from the regeneration of historic places.
- 2.129. 'Heritage indicators' have been collected in the Southwest, mostly since 2002, indicating medium term trends which can help organisations to understand what is working and to set priorities for the future.

³¹ Heritage Counts is produced by Historic England on behalf of the Historic Environment Forum (HEF)

³² Including indirect and induced heritage employment

Heritage and tourism in East Devon



2.130. In East Devon, tourism and the visitor economy are important contributors to the vitality and vibrancy of the district's coastal and market towns and our rural communities. In turn, the traditional buildings of East Devon form a vital part the tourist appeal.

2.131. The Local Plan identifies the towns and villages with built up area boundaries as the best locations for new tourist accommodation. 'Sustainable tourism' can be encouraged including quiet countryside pursuits, and local products and services that do not compromise the historic landscape and environment.

2.132. It is estimated that in 2015 tourism contributed £252.5 million to the East Devon local economy, 3.5 million more than the previous year, indicating a positive trend.

2.133. Research into the economic impact of the Jurassic Coast World Heritage Site Designation in 2016 found that World Heritage Status of this coastline influences around £100m of economic activity each year³³.

Environmental benefits

2.134. Heritage assets can provide inspiration for the design of new development both within Conservation Areas and in new developments. This may help to reinforce local distinctiveness, including the use of local materials and encourage high quality, imaginative design.

2.135. Refurbishing historic buildings can help to reduce energy costs, with a range of measures to upgrade existing features to make them more energy efficient. Guidance is available on such measures through Historic England.³⁴

Enhancing our heritage assets

The impact and influence of linked policy

2.136. It is important to consider a range of policies within the Council and those of other organisations within or neighbouring the District, which have an impact on this strategy, so that a co-ordinated approach can be made. In addition to policies to protect, conserve and enhance the historic environment and to recognise the importance of local distinctiveness in design, the adopted Local Plan, in particular, has set out policies for the economy, tourism, town centres, villages and neighbourhood planning which may compliment and impact on the Heritage Strategy.

³³ See Jurassic coast website 'economic benefits' for further details

³⁴ Historic England (2017), Energy Efficiency and Historic Buildings on the Historic England website

Local Plan Strategy 49 “...the contribution that historic places make to the economic and social well-being of the population will be recognised, evaluated and promoted.”

- 2.137. Wider objectives and priorities in the local plan include:
- Promoting East Devon and the wider region to create value and enjoyment of the area
 - Actively seeking external funding and exploring alternative delivery mechanisms for a series of priority regeneration and development projects
 - Creating opportunities through partnership and the planning process
 - Strategically working with neighbouring authorities and other agencies, and
 - Promoting and improving our town centres and high streets to encourage community identity, local services, more trade and stronger businesses

Town centres

- 2.138. Policies E9 and E10 of the local plan seek to ensure vitality and economic viability for town centres, whilst E13 encourages the use of upper floors within shopping centres.

Villages and the village Plan

- 2.139. Policy E9 is applied in the villages plan to the village centres of Beer and Colyton with a ‘vitality policy’ protecting the built environment so that a range of services and facilities are not lost. Both village centres are within a Conservation Area. There is a difference in the role of centres, for example Colyton village centre supports local needs and surrounding rural areas whereas that of Beer is also a visitor and tourist centre with specialist holiday accommodation.

Design and the Built heritage

- 2.140. The Local Plan stresses the importance of promoting high quality locally distinctive design standards and encourages the use of traditional materials and methods in buildings. This can inform and be integral to the work of designers, using local materials in sympathetic and traditional styles and forms. This will be emphasised further in the emerging East Devon Design Guide (Local Plan Supplementary Planning Document).

Tourism

- 2.141. The Local Plan encourages tourism development, particularly where it enhances and capitalises on the geology, wildlife, coastline, countryside, historic environment and other assets that are unique to the District.
- 2.142. Strategy 33 of the Local Plan commits to support and facilitate high quality tourism and sustainable growth. Tourism can help to initiate the regeneration of settlements and the marketing of East Devon’s assets through information technology is encouraged.

Local Plan Strategy 33 seeks to maintain and enhance the district’s visitor appeal “by working in partnership with East Devon’s tourism industry to promote the District as an all year round destination”

Working with local communities



2.143. Local communities are a valuable resource and we are fortunate in East Devon to have many specialist groups with expertise and knowledge of our local heritage. Residents, business owners and other interested parties may be involved in heritage issues through their parish councils, historic societies or neighbourhood planning groups.

2.144. It is beneficial for communities to help in assessing what makes our towns, villages and rural areas special. It is often a place's heritage that makes it locally distinctive and unique, which can give people a greater sense of identity and pride in their place.

- 2.145. During recent years of economic constraints within local authorities, different approaches towards conservation management have been emerging, with local communities becoming more involved in the appraisal of their Conservation Areas, local listing and monitoring buildings at risk. Nationally, local groups have, for example, helped to prepare character appraisals and management plans for Conservation Areas.
- 2.146. In East Devon, communities have taken on ownership and accountability of their area through neighbourhood plans, with volunteers driving the process forward. There is potential to develop this further to help manage heritage assets in the future, and this is outlined for particular tasks in Theme B.
- 2.147. Community involvement in programmes will help to increase the skills, knowledge and experience to help conserve our heritage, whilst the Council can in turn strengthen links with local communities, demonstrate public accountability and encourage innovative ways of working.
- 2.148. There are also opportunities for people to work on specific projects to protect and enhance heritage assets in their area, in partnership with specialist organisations and groups. Under careful supervision and guidance, individuals may get involved in many ways and with a variety of skills such as 'ground truthing' (looking for structures below the ground detected by lidar surveys), vegetation removal, mapping exercises and researching historic documents.

Example: Dunkeswell Abbey (2017-19)

- 2.149. This Grade I listed building and Scheduled Monument is a ruin and a category 'A' building at risk. A partnership involving Devon County Council, Historic England, The Blackdown Hills AONB, Blackdown Hills Trust, the Abbey Church Trust and the local community will make a bid for funding from the Heritage Lottery "sharing heritage" fund in 2018-19. The partnership hope to work on many activities, including the investigation of a possible historic route for monks from Forde Abbey to Dunkeswell as a long distance walk, activities with primary schools, an earthworks survey with further ground truthing, vegetation removal from the site and the recording of Abbey walls.



Dunkeswell Abbey with the Church of Holy Trinity, Dunkeswell, in the background

Example: Woodbury ‘Castle’ Restoration Project (2017-18)

- 2.150. This is a scheduled monument which is also on the ‘at risk’ register. It is an Iron Age hillfort suffering from erosion, located within the Pebble Bed Heaths of Woodbury Common. A project has been progressed in partnership with Clinton Devon Estates, the East Devon AONB, Devon County Council, the Devon Archaeology Society, the Pebble Bed Heaths Conservation Trust and Friends of the Commons volunteers. Work has included clearing vegetation, providing new access steps, stabilising one of the ramparts and establishing new vegetation for the long term protection of its banks.
- 2.151. The project has been celebrated through guided walks and involvement of the local primary school, learning about the monument and sowing grass seed on the ramparts to help protect them for the future. The partnership hopes to establish a volunteer archaeological monitoring scheme for ongoing conservation work.



Woodbury Castle restoration project 2017- 2018, Woodbury Common.

Neighbourhood Planning

- 2.152. The Localism Act (2011) introduced Neighbourhood Planning, which gave local communities greater powers to make decisions about their area through a Neighbourhood Plan. There is much guidance available through Historic England on how to gather information on, and capture heritage within a plan. Both the Council’s Planning Department and Historic England can advise on the stages of development of a neighbourhood plan.

- 2.153. At the time of writing, 40 neighbourhood plans are designated in East Devon, which represent a large number of plans for a non - unitary Local Authority nationally. Fifteen of these have been 'made' (legally approved), whilst 25 are currently in production.
- 2.154. Within neighbourhood plans, policies can be developed relating to heritage. For example, the setting of heritage assets may be significant when allocating sites for housing development. Early conversations with the Council's Neighbourhood Planning Officer and Historic England can help to raise the awareness of sensitivities regarding heritage assets.
- 2.155. Made neighbourhood plans for Lypstone and Chardstock, for example, have policies relating to new development and their setting in relation to heritage issues. It is important, however, for any evidence provided to be proportionate to the scale of the neighbourhood plan.

Proposed Action:

- *Produce a template to guide neighbourhood planning groups in site assessments, in relation to heritage*

Training and capacity building

- 2.156. There are many sources of information available and training for groups and individuals to participate in managing their local heritage. Publications such as 'Knowing your place', 'Placecheck' and 'Understanding place' provide useful guidance from Historic England, whilst the Oxford Toolkit is a recommended guide on how to undertake a conservation area character appraisal. A Smartphone App 'Rate My View' is currently available for communities to record local points of interest. Devon County Council's Historic Environment Viewer and Heritage Gateway provide much information.
- 2.157. A resource is also available through the Devon Rural Archive (Significance of Place)³⁵ website for communities engaged in Neighbourhood Plans, Conservation Area Appraisals and Management plans, providing guidance and workshops on heritage related matters.
- 2.158. Capacity building, where residents' knowledge and skills in heritage issues are developed through workshops, which may include their training of other residents, can be developed within communities creating a valuable resource of knowledge and expertise.

Proposed Action:

- *Facilitate, or advise on, a range of training opportunities, especially for neighbourhood planning and other community groups with an interest in heritage*

³⁵ <http://www.devonruralarchive.com/Significance-of-Place.html>

Working in partnership

- 2.159. Working in partnership and co-operating with other public bodies, organisations and agencies within and adjacent to the district means that approaches and work programmes can be co-ordinated where possible, and benefits can be maximised. Partners within the economic and tourism sector, for example, combine to regenerate areas and draw visitors and businesses to our towns and seaside resorts.
- 2.160. In the environmental sector partnerships such as those with the two Areas of Outstanding Natural Beauty help us to understand, protect and enhance our outstanding landscapes. For example, the East Devon AONB has produced an action plan based on Historic Landscape Characterisation carried out across East Devon.
- 2.161. The District Council also works in partnership with Devon County Council to fulfil its obligations to have access to Historic Environmental Records and specialist archaeological and non-designated heritage asset planning advice.
- 2.162. Corporate working between Council departments including economic development, environmental health, housing and planning are also important where possible, to help work towards common objectives and overarching priorities. Working with partners and other departments within the Council can help to identify where joint projects may be progressed or bids for funding may be pursued, for example in our historic town centres or areas targeted for regeneration.

Proposed Actions:

- *Increase attendance at meetings or events with partner organisations to work towards common goals*
- *Create working group within the Council to work towards joint objectives and coordinate projects and programmes*
- *Work with partners and other departments to identify joint projects and sources of funding*

Regeneration

- 2.163. Heritage can provide the impetus for regeneration projects, especially where redundant historic Brownfield sites have proved not viable to bring back into use by a private owner due to the additional costs of specialist work. Empty or derelict buildings can have a negative effect on an area. Research has demonstrated the added value of bringing historic buildings into a good state of repair and into use, restoring confidence and attracting further investment. Solutions may need to be creative or innovative in terms of partnerships and sources of funding in order to tackle difficult sites.

Economic Development department

- 2.164. Working with this department we can help to identify heritage-led regeneration projects that will have social, economic and environmental benefits through, for example, improving tourist and town centre sites that are run down. Heritage has an important role to play in place-making and this may be part of a much wider programme working with other partners in the public and private sector.

Environmental Health department and private sector housing

- 2.165. Working with our private sector housing team can help to identify joint projects where heritage assets are in a poor state of repair. Owners may be encouraged to improve their properties through grant funding, loans or advice, or properties may be subject to enforcement action (as described in Theme B, paragraphs 2.85-86).
- 2.166. Listed buildings may become neglected and empty due to the cost of repairs. Owners can be encouraged to bring properties into use through empty homes loans at a beneficial rate, or where the owner may not be able to get a loan otherwise. There is currently (2018) potential through an organisation called AdHoc for empty homes to be occupied by tenants on a short term basis, helping properties not to fall into more disrepair.
- 2.167. Private sector house renovation schemes can be a vital part of a wider programme of regeneration, especially in our town centres, where additional benefits can be realised. For example, funding may be available for 'Living over the Shops' schemes where empty residential or commercial space is converted into living accommodation in our high streets and town centres.
- 2.168. Not only can such schemes improve the appearance of an area, encouraging owners and businesses to invest, but can house and bring in more residents, who are likely to shop locally. Many sustainable outcomes can be achieved through this. For example, with less car use carbon emissions are reduced bringing environmental benefits, health may be improved as walking is encouraged to local shops, bringing social benefits, whilst retailers may have increased local trade bringing benefits to the local economy.

Example: Honiton High Street

- 2.169. A group of flats above commercial buildings within the conservation area are being upgraded (in 2017-8), with the Council working with the fire service to improve safety issues, which will help to keep the buildings occupied. This will in turn help to encourage the sustainable benefits explored above.

Area Regeneration

- 2.170. The historic environment can be a powerful tool for delivering regeneration and providing spaces for local businesses, community facilities and other activities. Areas targeted for regeneration, with co-ordinated programmes for improvement can have an effect on a much wider area as existing residents and businesses are likely to spend more on their properties, whilst new investors move in.





Example: Otter Mill, Switchgear factory and site, Ottery St Mary in 2013 and 2017 (previous page) and 2018 (above)

2.171. The regeneration of the listed Town Mill, Mill House and Corn Mill buildings will greatly improve the sustainability of the area. This Brownfield site has been neglected for many years and has been an eyesore at the entrance to the town centre and Conservation Area. The provision of housing will help to sustain local shops and add to town centre vitality. Its proximity to schools, shops and other major services will encourage walking and cycling, contributing to the health and wellbeing of the community whilst reducing carbon emissions. The restoration of these Listed Buildings will improve the local environment and help the town to become a more attractive location for local businesses and visitors.

Example: Seaton seafront

2.172. The World Heritage Coast and an adjacent conservation area combine to make a valuable resource for retail, tourism and day visitors. Seaton town centre and seafront have been targeted for improvement over many years, including a partnership between Devon County Council and the District Council to improve the appearance of the town centre and raise the quality of shop front development. Practice notes were adopted as supplementary planning guidance in 2002 and have been used to determine planning applications in the Conservation Area.

2.173. The renovation of individual sites which may have been an eyesore can also make a huge impact on an area, its heritage, sustainability and local economy, by encouraging investment in a location previously unattractive and subject to uncertainty.



Seaton conservation area shop fronts and adjacent seafront

Town centres and high streets

- 2.174. The use of town centres is important for local communities - residents, businesses, and retailers as well as for visitors, providing a focus for social and communal activities. Historic buildings, streets and spaces can provide an attractive setting and a local identity to these places, contributing to their overall success. Historic England reports³⁶ on how the role of town centres and high streets are changing due to economic, social, demographic and technological trends, which in turn have often had an effect on the local historic character.
- 2.175. Research has revealed a decline in the retail performance in town centres, along with the shift of large retailers away from town centres during the last 20 years. Replacing this is a trend towards leisure, food and drink, with a focus on quality and experience, and the growth of many restaurant groups and fashion retailers. Meanwhile, banks and post offices are closing leaving many prominent and listed buildings with the need for a new use. Emerging successful independent retailers are important for the vitality of town centres.
- 2.176. During the last decade, limited public sector funding combined with a lack of economic viability has been a consistent trend. With a lack of investment, the historic environment will suffer along with economic vitality, so the sensitive development of new shops is very important. Many smaller scale solutions are emerging, often in smaller centres where there is an understanding of the need to enhance local distinctiveness and a willingness to adapt to new challenges.
- 2.177. The publication 'The Changing Face of the High Street' (2013) looks at how local councils, developers and partnerships have sought to improve the vitality of these centres and the public realm by embracing their local heritage.
- 2.178. Cost effective ways of improving town centres include marketing and branding exercises, 'way-finding' and signage schemes, pop up shops, events and street markets. Meanwhile, joint initiatives involving empty properties, including 'Living Over The Shop' schemes or shop front improvement can help to invigorate run down centres.

Branding and Competitiveness

- 2.179. Place branding can help to build the reputation of a place and improve the perception of residents, businesses, investors, workers and visitors. The role of heritage is important in building a brand that reflects local identity and a sense of place and it is estimated that the role of heritage in place making and place branding will grow. Place branding studies³⁷ have revealed that the main resources are heritage assets which help to differentiate places, provide an authenticity which has a wide appeal and can extend visitors 'dwell time'.

³⁶Historic England (2013) The Changing Face of the High Street: Decline and Revival

³⁷ Historic England (2017), Heritage Counts 2016

The historic town centres of East Devon

2.180. In East Devon, the town Centres of Ottery St Mary, Honiton, Budleigh Salterton, Axminster and Seaton are mainly or largely within a conservation area, making these attractive places for visitors. Some, such as Budleigh Salterton, are preserved more than others, while others such as Ottery St Mary are subject to more growth giving them very different identities and priorities for their future.

More information and maps on each historic town centre are in provided Appendix 1



Examples of Historic town centres: Honiton, Seaton and Axminster

Sources of Funding

2.181. The Heritage Funding Directory currently provides comprehensive details of a range of support that may be available for heritage interests through grants, loans, awards, education and training, and “in kind” resources. These are from central government, local authorities, agencies, EU and non-governmental bodies, trusts and corporate or private interests. Some of these organisations and types of funding are outlined below.

Historic England

2.182. The organisation provides grants for heritage assets at risk, though due to high demand, limited qualifying projects can be funded. A condition may be applied that offers public access to a grant aided site for a number of years. Repairs grants may be offered, mainly for urgent repairs to prevent loss or damage to important architectural, historic, landscape and archaeological features.

2.183. Grants for the repair and conservation of War Memorials may be available through the War Memorials Trust, whilst Historic England may offer funding to improve the management of field monuments through agreements with landowners or tenants.

2.184. The ‘heritage protection commission’s programme’ may grant aid projects to develop innovative ways to protect the environment from harm and enrich skills and expertise to help care for it. The ‘capacity building programme’ provides funding for projects which promote the conservation, understanding and enjoyment of the historic environment.

Heritage Lottery Fund

2.185. A share of funds raised through the National Lottery is available through the National Heritage Memorial fund (HLF) for a wide variety of heritage themed projects, including training in heritage skills and the restoration of historic buildings and monuments.

Local Authority

2.186. The Council may have resources available for empty homes through loans to bring them into repair and back into use.

Central Government

2.187. Energy schemes administered by the government are available from time to time with loans towards items such as draft proofing or insulating a property.

DEFRA³⁸

2.188. The Blackdown Hills and East Devon AONBs have secured funding from this organisation through the Sustainable Development Fund. This is aimed at supporting projects that bring social, environmental or economic benefits to the areas and demonstrate innovation and good practice, including training communities in heritage.

³⁸ Department for Environment, Food and Rural Affairs

Theme C Summary

- *The interlinked benefits of heritage can be social, economic and environmental*
- *Tourism and visitors to heritage sites contribute to our economy*
- *Co-ordinated policies can help to enhance our heritage*
- *Communities can be involved in heritage in many ways, bringing a range of benefits*
- *Partnerships can help effective regeneration*
- *Distinctive historic town centres attract visitors and business*
- *There are many sources of funding, detailed in the Heritage Funding Directory, for heritage related projects*

Objectives and actions

1 Work with partners and corporately to identify joint projects and maximise funding. Actions:

- *Increase attendance at meetings or events with partner organisations to work towards common goals*
- *Create working group within the Council to work towards joint objectives and co-ordinate projects and programmes*
- *Work with partners and other departments to identify joint projects and sources of funding*

2 Work with communities. Actions:

- *Facilitate, or advise on, a range of training opportunities, especially for neighbourhood planning and other community groups with an interest in heritage*
- *Produce template to guide neighbourhood planning groups in site assessments in relation to heritage*

Section 3: Implementation



Colyton Conservation Area, from the Grade I listed Parish Church of St Andrew

Introduction

- 3.1. The strategy is proposed for the next 12 years (2019 – 2031) to run alongside the East Devon Local Plan 2013 – 2031. An action plan is provided for implementation of the strategy.
- 3.2. Through the three themes of the strategy, objectives have been identified and proposed actions to meet those objectives are highlighted in red. The themes, objectives and actions form the basis of the action plan, and each theme is colour coded in yellow, blue or green. For each action an estimate is made of the resources needed, its timing and its priority (whether it is a statutory duty).

As the first heritage strategy for East Devon, many of the actions relate to setting up systems and developing programmes, but the action plan also includes broad estimates for the delivery of these programmes over the 12 years. Any pilot schemes will be monitored in detail which will help in the programming of future projects. A review of the strategy is proposed after the first five years.

- 3.3. Resources and benefits are also outlined below. A SWOT analysis then highlights the main strengths, weaknesses, opportunities and threats of the strategy being delivered.

Resources

- 3.4. The actions recommended have been carefully considered and our statutory duties are the main priority. Other actions are expected to produce significant beneficial outcomes in the future, whilst minimising resources in the long term. Projects and programmes will be suitably progressed according to available resources.
- 3.5. In order to minimise the demand on resources, the Council has identified some specific tasks that staff within the planning policy section may perform to help manage our heritage assets, with a 'light touch' sign-off by conservation officers.
- 3.6. The participation of the community in helping to deliver parts of the strategy will also provide a valuable resource, contributing to its progress. The impetus of local volunteers in Neighbourhood Planning and specialist historic interest groups may be captured and taken forward for this strategy.
- 3.7. The investment of staff time facilitating and advising on training will be needed especially in the early stages, but as the programme develops, capacity should build within local communities to help manage their own assets. Training is currently available for some projects and the Council is aiming to secure grant funding to support further work.
- 3.8. Cost effective ways of improving knowledge and engagement include circulation of the strategy in an accessible format and the provision of a more comprehensive website resource. New web pages can provide a base for the exchange of information and links to other organisations, guides and training in heritage issues.
- 3.9. An occasional heritage themed event at the Council offices and officer presence at other events are achievable ways of networking and promoting the heritage of East Devon. Local and regional organisations have offered their support for the strategy and these partnerships can be further developed to pool resources and deliver some common objectives in a cost effective way.

Benefits

- 3.10. The benefits that can be sustained or enhanced through delivery of the strategy are wide ranging, and are explored through the three themes.
- 3.11. Theme A aims to improve knowledge and understanding of the heritage of East Devon by making information accessible to a wide audience and by promoting its value. Benefits include increased awareness and appreciation of our heritage, active participation in heritage programmes and a feeling of identity and pride in local areas.
- 3.12. Theme B explores how we can manage our heritage assets through Conservation Area review, monitoring buildings and risk and local listing, all of which help to conserve our heritage. The strategy aims to increase community involvement in programmes, building on the strong neighbourhood planning groups and historic societies in East Devon. This will in turn increase the range of skills, knowledge and experience to help conserve our heritage.
- 3.13. Historic England reports on growing evidence of a positive relationship between heritage participation, wellbeing and quality of life³⁹. This includes findings that both visiting and volunteering in heritage brings happiness. Heritage participation helps to develop connections between people and groups in local areas, whilst building skills and personal development. All of these can contribute to improved mental and physical health.
- 3.14. For organisations, programmes involving the community encourage innovative ways of working, demonstrate public accountability and strengthen links with the community.
- 3.15. Theme C looks at how heritage can boost the economy through tourism and the attraction of our historic town centres, both directly, through the employment of specialised craftsmen and use of local materials, and indirectly through increased appeal for tourists, businesses and residents.
- 3.16. Visitors to heritage-related tourism generate considerable income for the local economy, helping local enterprise. Further, heritage often plays a central role in the regeneration of towns, with both people and businesses being attracted to characterful places.
- 3.17. Environmentally, the positive conservation of our heritage assets helps to reinforce local distinctiveness and encourage high quality design.

Monitoring

- 3.18. The monitoring of actions will be developed further where measurable targets are possible. Some indicators are already included in the local plan and others are collected by Historic England.
- 3.19. Measured outcomes can be detailed for pilot schemes initially to help the Council to monitor and review progress. In the long term the impact of projects delivered through the strategy can be assessed to inform the future planning of programmes.
- 3.20. Benefits may be measured through a range of surveys, questionnaires and interviews. The impact of community programmes may also be assessed using a matrix to explore the value of what has changed, and to what extent, against other programmes.

³⁹ Historic England (2017), Heritage counts 2017: Heritage and Society

| Objectives Theme A | Actions and tasks | Stat. duty | Indicative resources | Delivery: Staff and Partners | Timescale | | | Notes | Indicative monitoring |
|---|---|------------|---|---|-----------|---|---|--|---|
| | | | | | S | M | L | | |
| Enhance understanding of heritage assets and their significance | Provide information and guidance in the Heritage Strategy. | | Produced in-house | Policy team in consultation with conservation team and external partners | X | | | Most tasks completed | Monitor readership on-line |
| | Review Heritage Strategy | | Moderate staff resources | Policy team | | | X | Delivery plan monitored annually | |
| | Provide links to further guidance through the Council's website | | Minimal staff resources | Policy and conservation staff | X | X | | Ongoing | |
| Widen knowledge of the heritage of East Devon and its assets | Develop improved web pages for the provision of information on heritage issues relevant to East Devon, including the Heritage Strategy | | To be developed in-house, moderate staff resources with ongoing updates | Regular updates from policy and conservation staff. Links to, and input from partners | X | X | | Initiate 2019-20, complete 2020-21, with regular updates | Survey on use of website and other programmes |
| | Encourage local groups / museums to engage with local schools | | Moderate staff resources | Policy staff to circulate information | | X | | | |
| Celebrate and promote the heritage of East Devon (raise the profile) | Promote strategy and web pages; develop a publicity plan to include press and social media | | Moderate staff resources | East Devon staff, press office and Heritage Champion | X | X | | | No. of local groups / partners engaged |
| | Support events such as the annual Heritage Open Days and the East Devon AONB Heritage Conference. Promote heritage strategy and website at heritage events. | | Moderate staff resources | Staff and Lead Councillor for Heritage presence at heritage events | X | X | X | | Number of events attended; outcomes recorded |
| | Host an occasional heritage themed event / workshop for members and community representatives | | Use of Council chambers and catering | East Devon staff, Lead Councillor for Heritage and Community Officer. Help from partner organisations | | X | | First event following first year's delivery plan report | Event feedback survey |

| Objectives Theme B | Actions and tasks | Stat. duty | Indicative resources | Delivery: Staff and Partners | Timescale | | | Notes | Indicative monitoring |
|--|--|------------|--|---|-----------|---|---|--|--|
| | | | | | S | M | L | | |
| Positively manage the heritage assets of East Devon: Conservation Areas | Undertake a programme of Conservation Area review: | Yes | | | | | | | |
| | Prepare internal procedural guidance for Conservation Area review and management plans. | | Staff resources, policy team. | Policy officer, in consultation with conservation team | X | | | This work is programmed for 2019 - 20 | Completion of guidance |
| | Develop a process for communities to help deliver reviews, including training and monitoring. Propose a suitable pilot scheme. | | Staff resources, policy team | Policy officer, in consultation with conservation team and local amenity group. | X | X | | | Process developed, pilot scheme proposed. |
| | Deliver a pilot scheme Conservation Area review involving community group/s to include local listed items. Monitor input, output, outcomes and estimate impact to inform future programme. | | Considerable input from staff and community group initially but potential to improve long term resources. Possible external funding / grant. | EDDC staff with assistance from community groups and in consultation with partners | | X | | Pilot scheme proposed 2020-21 | Full criteria to be developed, including impact of community involvement. |
| | Develop a programme to prioritise reviews over 12 years. Consider priorities in Conservation Areas within towns and other Built Up Area Boundaries most subject to change and those with active Neighbourhood Planning and Historic Interest Groups. | | Staff resources, policy and conservation tem | Policy officer, in consultation with conservation team and other planning staff | X | | | This work is programmed for 2019-20 | Completion of report |
| | Undertake the programme of reviews, to include full and interim reviews and other methods where appropriate, some involving neighbourhood planning and local history / amenity groups. Prepare appraisals and management plans. | | Much input from community and staff initially but potential long term investment. Possible funding, see Theme C | Programme managed by policy staff working with communities with input and sign-off by conservation team. Assistance from partners, especially if able to secure funding for training. | | X | X | Long term protection of assets and benefits for the community. | Numbers of reviews and management plans. Other Indicators developed for pilot scheme |
| | Complete Lypstone C A review boundary extension | | Staff resources | Consultation and adoption may be managed by policy staff | | X | | | Adoption |

| Objectives Theme B | Actions and tasks | Stat. duty | Indicative resources | Delivery: Staff and Partners | Timescale | | | Notes | Indicative monitoring |
|-----------------------|---|---------------|---|---|-----------|---|---|---|---|
| | | | | | S | M | L | | |
| Conservation Areas | Determine if any parts of the district merit designation as a Conservation Area and if so designate new areas: | Yes | | | | | | | |
| | Conduct annual review of areas that may merit designation | | Staff resources | Annual review by staff | X | X | X | | |
| Heritage at Risk | Provide information and a link to the Historic England register of heritage assets at risk on the Council webpage | Yes | Minimal staff input complete and update | Information supplied by Historic England | X | X | | Minimal input with annual updates | |
| | Liaise with partners and organisations including Building Control, Estate Agents and communities to enable reporting on assets at risk where possible and start a list. | | Staff resources, to provide information on website | Policy staff to facilitate in consultation with conservation team | | X | | Awareness of assets at risk can help to inform programmes and focus action. | Numbers of heritage assets at risk, numbers reported, surveyed or monitored |
| | Include Grade II condition survey within pilot scheme Conservation Area review, where there is a community desire to do so. | | Current Grade II condition survey training material is available through Historic England website. Policy staff to help facilitate. | Policy staff to help facilitate Historic England training for community pilot scheme, if group wish to proceed with this. | | X | | Potential for long term impact on protection of assets | No. of surveys completed, residents trained, HAR improved |
| Local List | Establish a local list of non-designated assets: | No | | | | | | | |
| | Produce a document advising communities on procedures for a Local List, with guidance on selection criteria. Public consultation and adoption. | | Policy officer (most work completed) | Document under consultation March 219 | X | | | | |
| | Following adoption of guide, receive submissions from communities and historic groups. | | Otter Valley and Sid Vale Associations have submitted items for consideration | Submissions from town or parish councils, ward members, neighbourhood planning groups and local amenity groups. | X | | | Ongoing subject to available resources | Number of groups submitting items consideration |

| Objectives Theme B | Actions and tasks | Stat. duty | Indicative resources | Delivery: Staff and Partners | Timescale | | | Notes | Indicative monitoring |
|--|---|---------------|--|---|-----------|---|---|--|--|
| | | | | | S | M | L | | |
| Local List | Set up procedures within the Council for assessing, recording and publishing a list of non-designated heritage assets | | Policy staff resources | Policy officer in consultation with conservation team | X | | | | |
| | Develop and deliver a programme based on items submitted, starting with a pilot scheme. Roll out to other areas subject to available resources. | | Staff resources; considerable input to set up list but less time needed for annual maintenance | Policy officer working with local group and with input from conservation team. | X | | | Positive impact on planning process and benefits for local communities | Number of items approved for local list, other pilot scheme criteria |
| Encourage development which enhances distinctiveness | Provide links to further guidance which address the most common issues, on website, much from Historic England. | | Minimal staff resources to provide links on webpages | Policy officer in consultation with conservation team | | X | | | Feedback survey on information provided |
| | Build in heritage and local distinctiveness themes in emerging Design Guide Supplementary Planning Document, with link to Heritage Strategy | | Moderate staff resources | Policy officer with Design Guide working group, followed by public consultation | X | | | This Guide will carry weight in planning decisions | |
| | Provide information on the website on sourcing of local materials, in particular a stone quarry guide | | Moderate staff resources | Conservation and policy team, available through new webpages | | X | | | Completion of guides, number of guides requested; feedback |
| | Update and publish shopfront and any other relevant guides relating to heritage | | Moderate staff resources | Conservation and policy team, available through new webpages | | X | | | Completion of guides, no. requested; feedback |

| Objectives Theme C | Actions and tasks | Stat. duty | Indicative resources | Delivery: Staff and Partners | Timescale | | | Notes | Indicative monitoring |
|---|--|---------------|---|---|-----------|---|---|--|---|
| | | | | | S | M | L | | |
| Work with partners and corporately to identify joint projects and maximise funding | Increase attendance at meetings or events with partner organisations to work towards common goals | | Staff resources, potential to pool resources with partners for maximum benefit | Policy and/or conservation officer working with external partners such as the East Devon and Blackdown Hills AONBs | X | X | X | Ongoing | Meetings attended, outcomes recorded |
| | Create Council working group to work towards joint objectives and co-ordinate projects and programmes. Provide website links to regeneration, economy and tourism sectors. | | Moderate staff resources | Policy and conservation team staff working with other sections such as private sector housing, building control and regeneration. | | X | | Set up regular meetings and continue according to outcomes | Meetings attended, outcomes recorded |
| | Work with others to identify projects and sources of funding | | Potential to attract grant funding for heritage projects or programmes, especially those involving the community | Policy staff working with external partners and EDDC departments | X | X | X | | Projects and funds identified |
| Work with communities | Facilitate, or advise on, a range of training opportunities especially for neighbourhood planning / community groups with an interest in heritage. | | Moderate staff resources to develop training opportunities for pilot scheme. Capacity building within community can provide a valuable long term resource of trained residents. | Policy staff working with external partners and local community groups. | X | X | | | Criteria to be developed, along with pilot scheme |
| | Produce a template to guide neighbourhood planning groups in site assessments in relation to heritage | | Minimal staff resources | Policy staff | X | | | | |

SWOT Analysis

| | |
|---|--|
| <p>Strengths</p> <p>Rich history and culture Wealth of varied heritage assets Active neighbourhood planning and specialist historic groups Expertise within communities Support from other organisations</p> | <p>Weaknesses</p> <p>Lack of local government resources Lack of partnership working Some developers with lack of knowledge Unsympathetic development Tendency towards ‘anywhere’ design</p> |
| <p>Opportunities</p> <p>Increase knowledge Involve communities Develop partnerships Corporate working Improve webpages Encourage distinctive development</p> | <p>Threats</p> <p>Lack of support from communities or partners Training for communities not available Lack of staff resources Lack of resources for website</p> |

Analysis:

- 3.21. The table indicates that there are great strengths to drive our strategy forward. A district with a rich historic environment and a wealth of heritage assets, many specialist historic societies and groups, knowledgeable residents and active community groups. There is also excellent support from partner organisations such as Historic England, Devon County Council (Historic Environment Team) and the AONBs.
- 3.22. Through the themes of the strategy we have identified opportunities to promote the strategy and increase our knowledge and understanding of the district’s heritage. There are also opportunities to work more closely with communities, Council departments and other partners.
- 3.23. A lack of local government resources and opportunities for partnership working may have restricted more proactive work on heritage issues in the past, whilst unsympathetic design in new development has in some cases diluted the distinctiveness of local places.
- 3.24. In the future, threats to delivery of the strategy mainly involve lack of support for the strategy and staff resources to deliver it, however suggestions for cost effective ways of delivering the objectives of the strategy and the potential for grant funding have been included in the action plan. Programmes can be tailored to suit available resources during the 12 year term of the strategy.

Section 4: Appendices



Whimple conservation area

Appendix 1: The historic town centres of East Devon

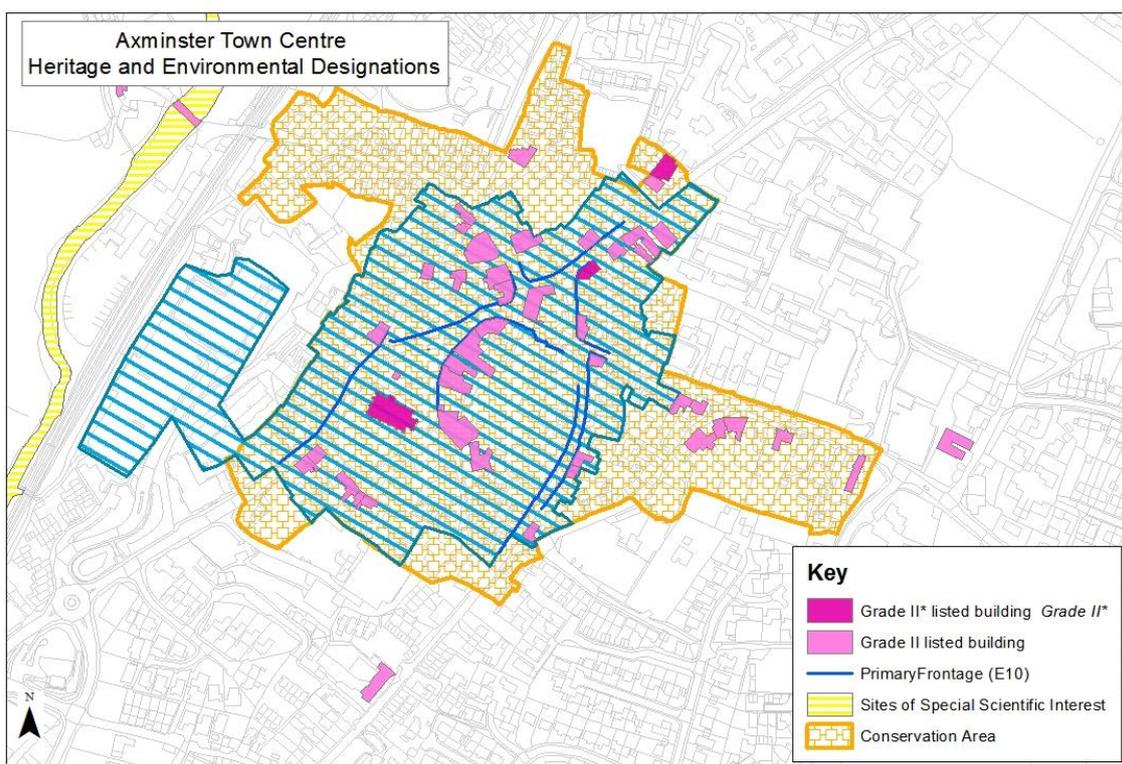
Axminster

Axminster has a long and rich history from its origins as a Roman roadside town, then Saxon, Royal and ecclesiastical centre reflected in its character, and is noted for its textiles and carpet manufacture which started in the mid-18th century.

Most of the town centre area (policy E9) and all of the primary frontages are within the conservation area. Growth is proposed with town centre regeneration and improvements to access with provision of a new road to relieve traffic pressure on the historic town centre.

The vision for Axminster in the Local Plan is to conserve and enhance the fine built heritage of the town and surrounding countryside. There are good levels of food retail shopping but low levels of non-food retail which will be encouraged. Growth should support the range of independent shops in the town centre.

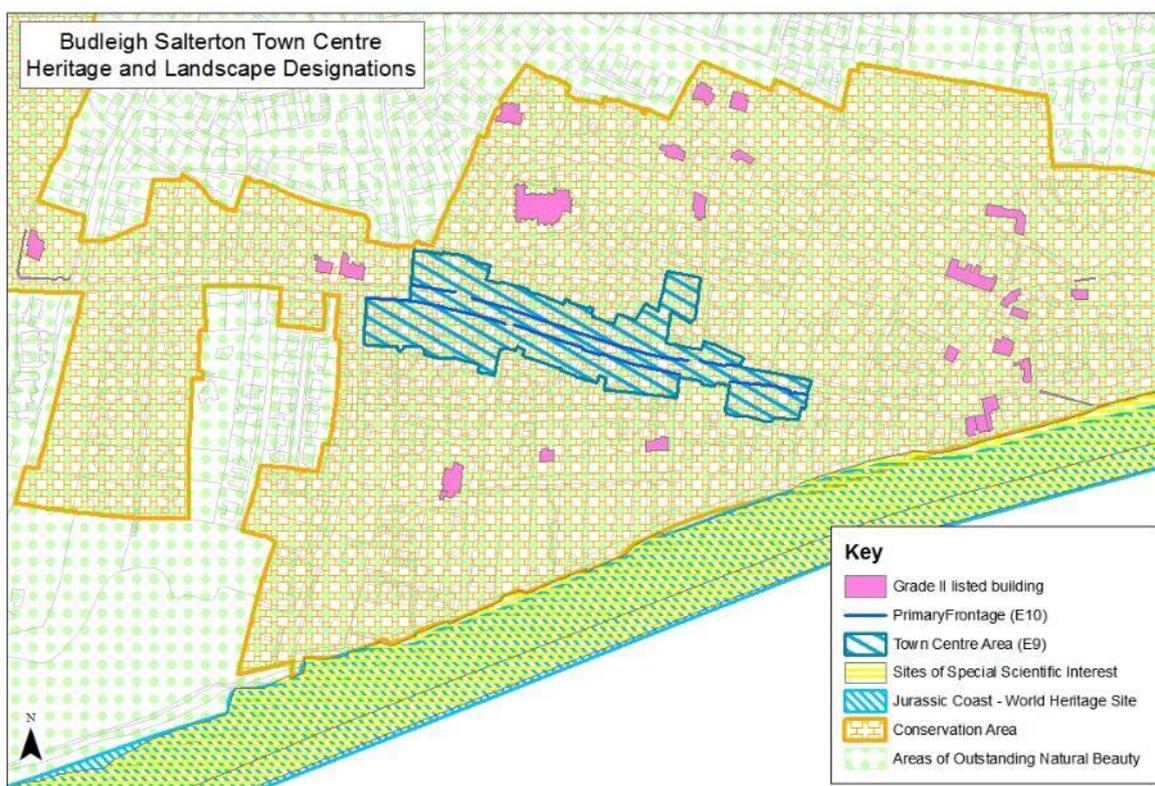
The local plan expects “that developments within the built up area, particularly in the town centre, will enhance the townscape quality, reinforce its independent market town character and so contribute to a sense of place”.



Budleigh Salterton

The town has a large conservation area which encompasses all of the Policy E9 town centre shopping area and primary frontage as well as a long stretch of the promenade at the seafront. It is the only town in East Devon which is completely within an AONB. The whole beach and adjoining coastline form part of the World Heritage Site and the town acts as a 'gateway entrance' to the site. The Otter estuary to the east is a Site of Special Scientific Interest. It is also known for "its rich and varied domestic architecture and absence of usual seaside commercialism"⁴⁰. As a result there are strict constraints on development within and adjoining the town.

The town centre contains many important building groups and stretches of unspoilt frontages within the conservation area (adopted in 2007). The town, which originated as a fishing hamlet particularly flourished between the early 19 and 20th centuries, and contains many attractive houses of the late Georgian and Regency period, as well as houses inspired by the Arts and Crafts movement.



⁴⁰ EDDC Conservation Area Appraisal (2007)

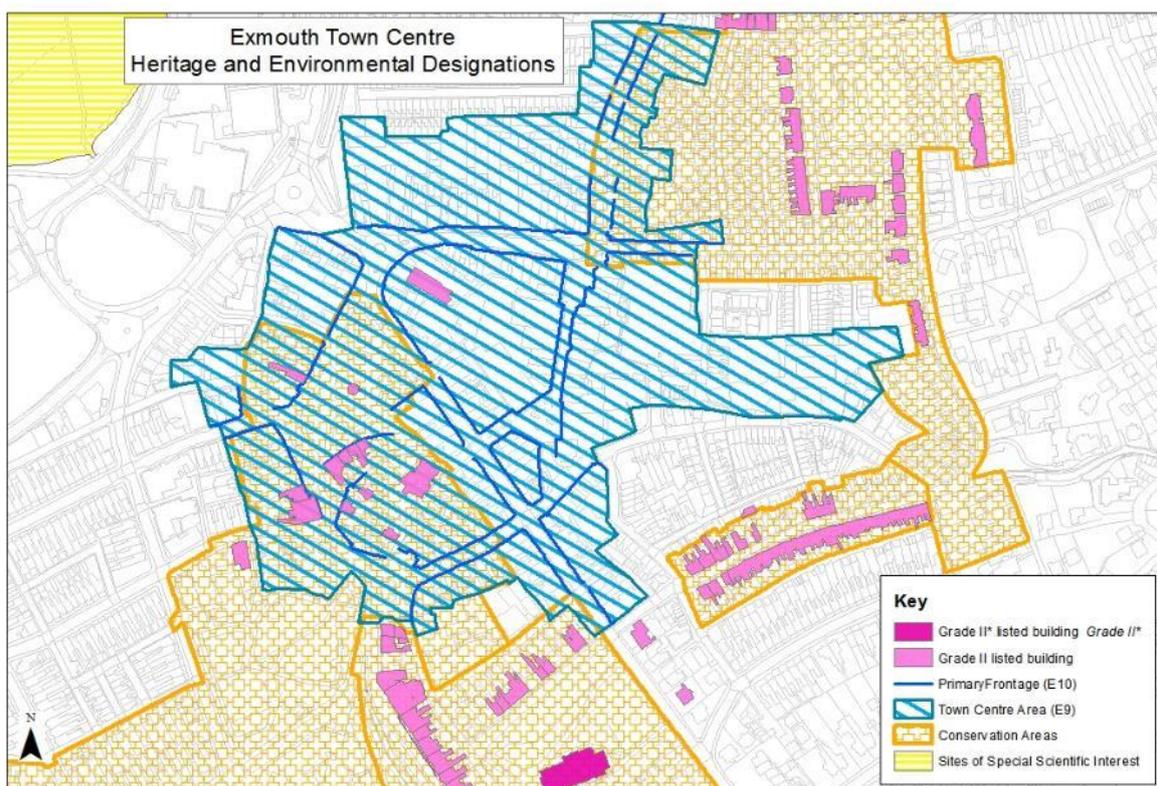
Exmouth

Only a small proportion of Exmouth town centre shopping area (Policy E9) and its primary frontages (E10) are within a conservation area, mainly the eastern side of Exeter Road on the outer fringe of the town centre. However conservation areas adjacent to the south and east borders of the centre include many terraces of listed buildings, mainly residential.

There is a focus on town centre enhancement, this area is close to the sea and estuary which are the main tourist areas. This includes an uninterrupted terrace of fine properties from the late 18th and early 19th centuries with sea views. At the nearby seafront, terraces of stuccoed buildings from the late 19th also contribute to the character of Exmouth.

Nearby, the Exe Estuary is a 'Ramsar' site while the World Heritage Site coastline begins further east beyond the promenade.

An Extensive Urban Survey project has been completed for Exmouth, recording the history, archaeological potential and historic character of the modern town. This is available online via the Devon County Council Historic Environment webpages.

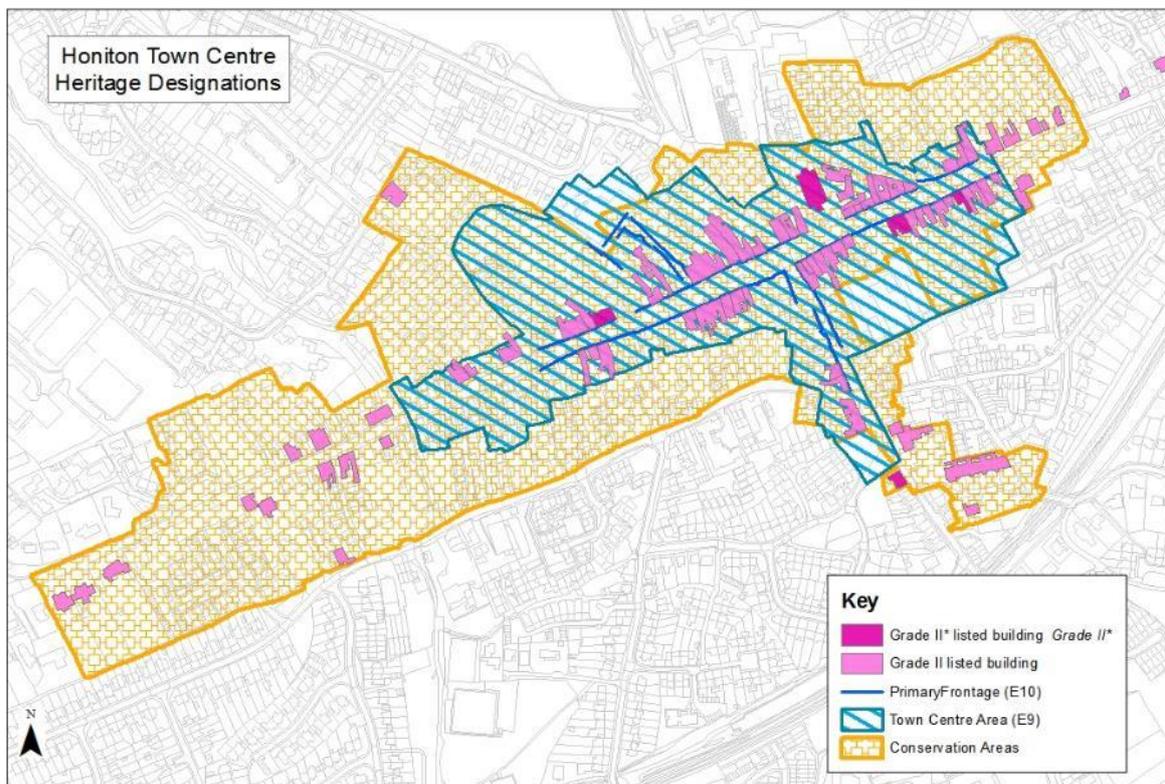


Honiton

The town centre of Honiton, mainly along one route, lies completely within a conservation area. This High Street is the former Exeter to Dorchester Road, and is flanked by listed buildings, mainly grade II but including some grade II*, and includes a concentration of heritage assets in the medieval planned town. A fire in the centre of the High Street led to many of the medieval cottages being replaced by Georgian houses although the much of the burgage plot layout still survives. One of the town's main functions was as a coaching stop, and many large inns remain, although some no longer function as such.

Honiton is noted for its antique shops that attract visitors to the town, access is excellent with a direct link to the adjacent A30 and a railway station serving the Exeter to Waterloo line.

The local plan aims to enhance the environmental quality of the town centre as a major asset for visitors and resource for residents (Strategy 23).



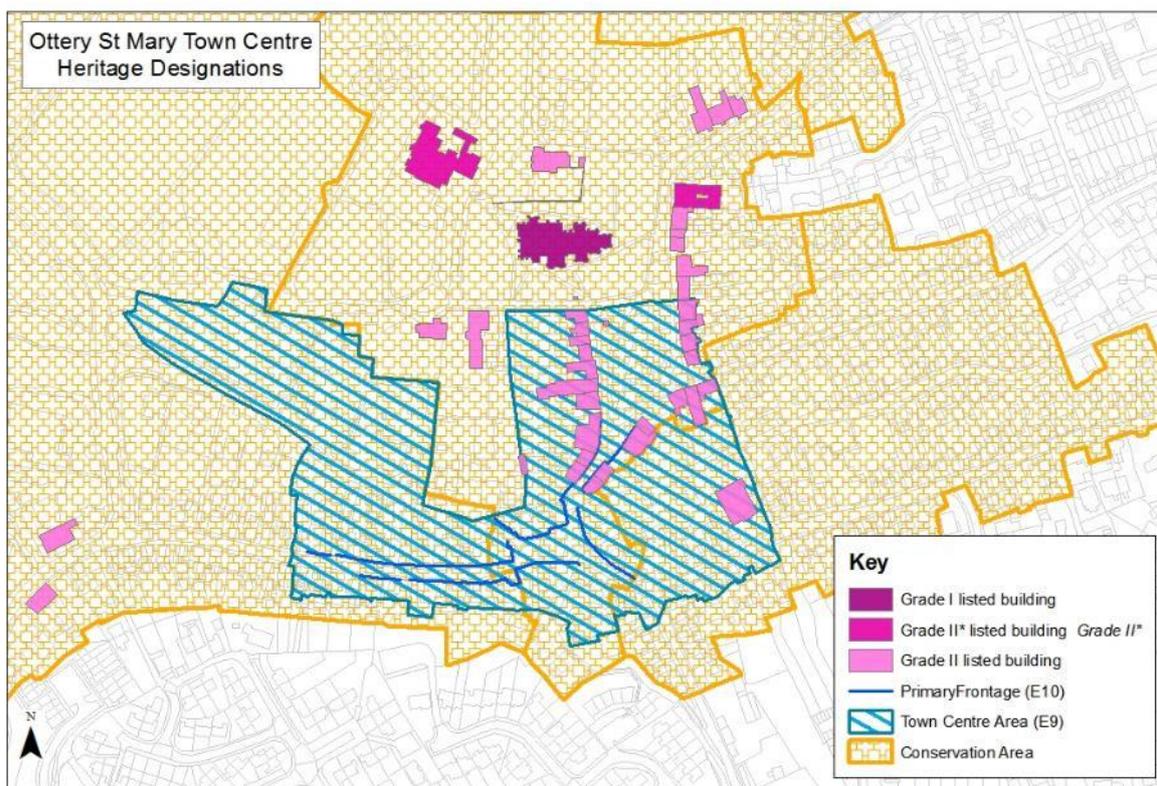
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Ottery St Mary

The town is well known for its 'Tar Barrels' cultural event every November, which is believed to have originated in the 17th Century. It has a range of heritage assets where evidence from its early Saxon development, medieval town mill, parish church and collegiate, 18th century industrial development and 19th century literary greats can all be seen. It has a large conservation area, with an historic core of great architectural value within which lies the whole of the town centre including three rows of fine Georgian terraces and the Grade I St Mary's Parish Church.

The local plan has identified Ottery St Mary as a place for new homes and gives priority to the enhancement of the environment and the promotion of business opportunities in the town centre shopping area. Development is focussed on making the town a more vibrant area and the town centre more attractive for residents, businesses and visitors.

Close to the town centre a major regeneration project is centred on redevelopment of the listed 18th century flour mill and wool manufacturing unit. This will improve the setting of the main route into the town. Increased homes within the building and at nearby new developments will in turn help to enhance the viability of the town centre. Conserving the historic qualities of the town and especially the town centre, and promoting these as assets for residents and visitors to the town is a priority (Strategy 24 Local plan).



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Seaton

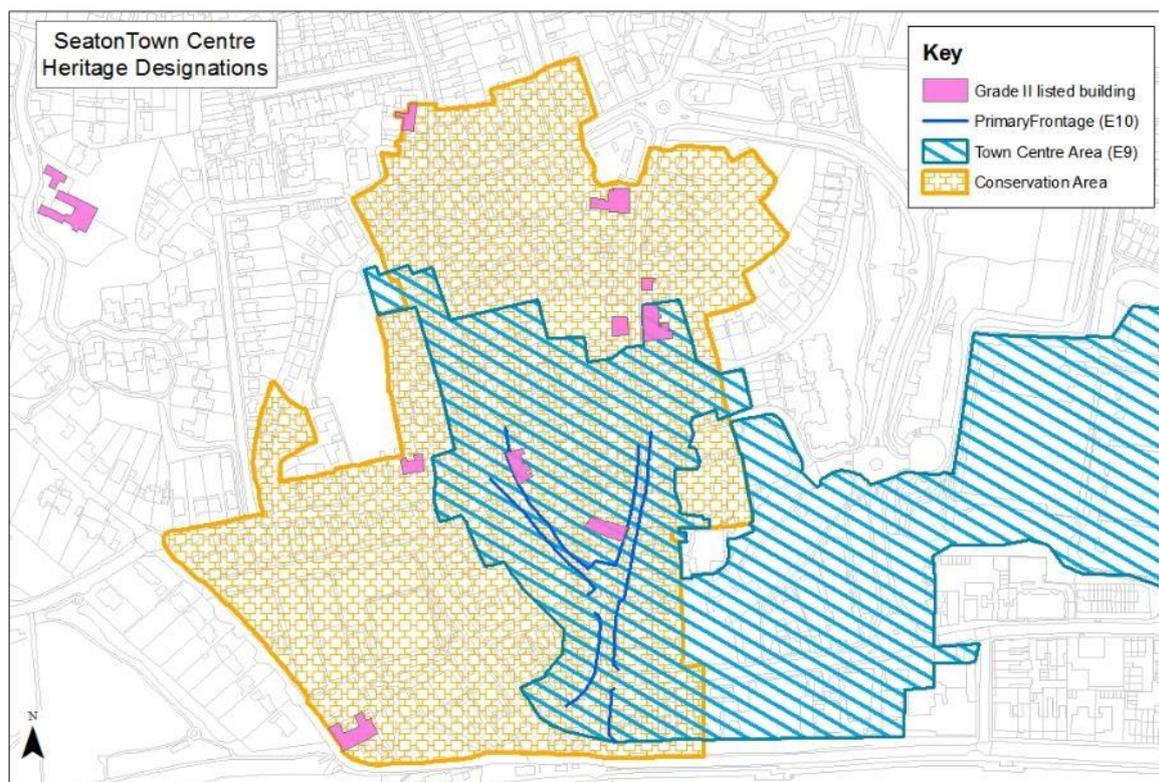
The local plan recognises the importance of the Jurassic Coast world heritage site and exceptional surrounding coastline as assets integral to the future success of the town. The town is surrounded by an AONB and a number of county wildlife sites.

The town centre contains distinct areas, the recent eastern half being dominated by a large supermarket, a central area which is a focus for regeneration and the western part of the site which lies almost entirely within a large conservation area. The southern part of this conservation area is adjacent to the beach and is a tourist site with distinctive street furniture celebrating the Jurassic Coast. To the west of the Conservation Area items of historic interest include a fine terrace of 19th Century three storey stucco villas.

The local plan emphasises the importance of conserving the natural environment and surrounding ancient heritage assets as well as traditional seaside heritage, including the esplanade and harbour to make the most of 'leisure, cultural and commercial opportunities'.

Strategy 25 proposes that the Council work with partners to promote the town as a tourist destination and secure completion of the regeneration area. This includes the enhancement of existing fabric, design improvements, the expansion of commercial opportunities and promotion of businesses in the town centre to improve attraction of the town.

An Extensive Urban Survey project has been completed for Seaton, recording the history, archaeological potential and historic character of the modern town. This is available on-line via the DCC Historic Environment webpages.

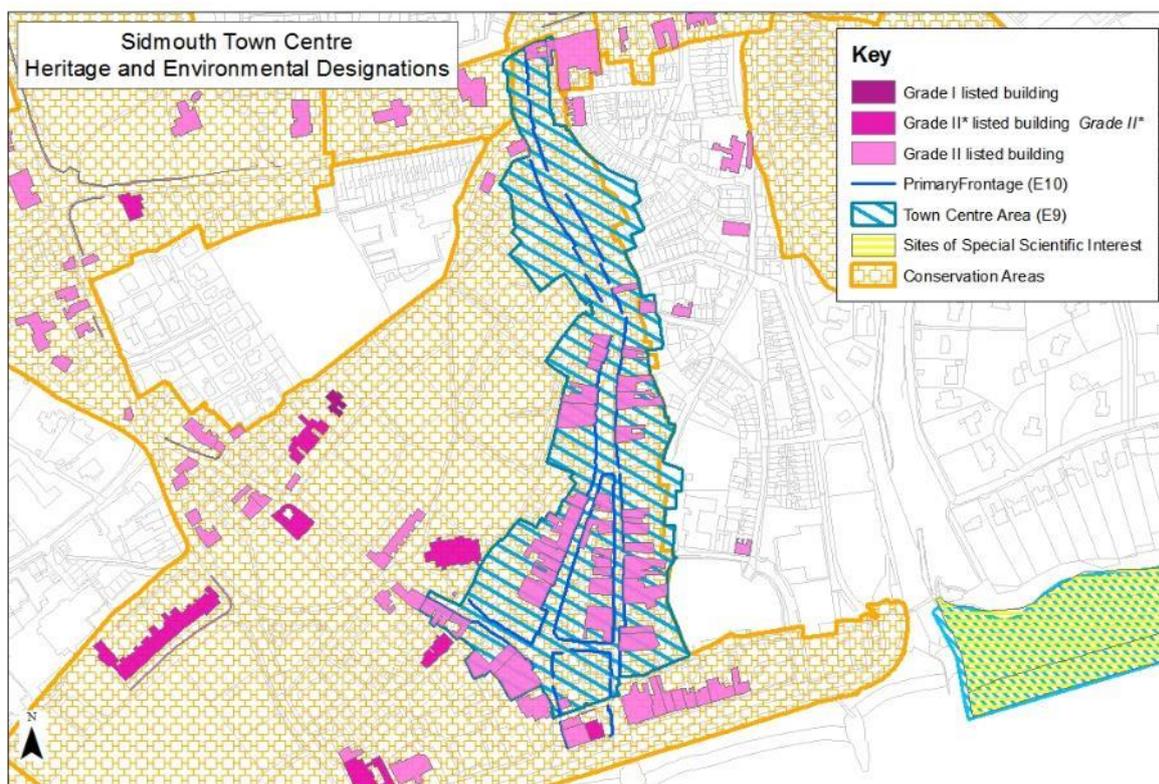


Sidmouth

The town centre is almost entirely within a conservation area. Many listed buildings line the primary retail frontage, making an attractive shopping area and tourist destination.

Sidmouth is nationally renowned as a fine Regency seaside town of ‘exceptional charm, character and architectural value’⁴¹. Like Seaton, the town is flanked by the Jurassic Coast World Heritage Site to the east and west and surrounded by an AONB. There are also extensive National Trust areas in and around the town, adding to its interest for tourists and visitors.

Sidmouth is designated as a “Gateway Town” for the Jurassic Coast World Heritage Site. The town centre is vibrant commercially with many independent shops, bars and cafes and is an important focal point socially for both residents and visitors. Strategy 26 emphasises that commercial development will be focussed on complimenting the high quality of the town and its importance as a year-round tourism destination. The conservation, enhancement and sensitive management of Sidmouth’s heritage, and promotion of these assets, especially in the town centre and Seafront, should be continued.



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⁴¹ From East Devon Local Plan (2013-31)

Appendix 2: The Conservation Areas of East Devon

This appendix provides a very brief description of the Conservation Areas of the District but detailed information on Conservation Areas can be found in each appraisal on the East Devon District Council website.

Villages / small towns:

Beer and extension: this covers most of the village centre and is adjacent to World Heritage Site and AONB. Comprising 20.09 hectares.

Broadclyst: the conservation covers the centre of a larger village. The village is surrounded by National Trust land, which is also designated for more than 50% of the conservation area. Includes 2 complete rows of listed buildings and grade I place of worship. Comprising 9.56 hectares.

Broadhembury: this takes up most of the small village and is totally within an AONB. There are a large proportion of listed buildings including a Grade I place of worship and 4 grade II* buildings. Comprising 7.2 hectares.

Bramford Speke: On the western borders of East Devon to the north of Exeter, this small village is mainly within the conservation area. To the east and partly inside the conservation area is an SSSI, and to the south a county wildlife park. The conservation area has a good proportion of listed buildings including a Grade I and a Grade II*. Comprising 14.93 hectares.

Chardstock has a Grade II* listed place of worship and is totally within an AONB. Comprising 8.1 hectares.

Colyford: follows a linear pattern along the main route, the eastern end is flanked by an AONB and a county wildlife site to the southeast. Comprising 14.31 hectares.

Colyton and extension: occupying the northern section which is the centre of this small town. It has been extended especially to the north and contains part of an AONB. Some larger listed buildings within the original area include a Grade I Place of Worship. Comprising 20.23 hectares.

Dunkeswell: the conservation area is centred on a cluster of farm buildings, cottages and a church.

East Budleigh: the conservation area covers the north western centre of this larger village, with terraces of listed buildings, a Grade II* and a Grade 1 place of worship. It is entirely within an AONB. Comprising 4.7 hectares.

Gittisham: is totally within an AONB, with a large proportion of listed buildings including a Grade I place of worship and a Grade II* building including a wall. Part of a registered park. Most of this small village is within the conservation area, of 4.7 hectares.

Kilmington: is the smallest conservation area, a large part is within an AONB and includes a Grade II* place of worship. Comprising 3.46 hectares.

Lympstone: the conservation area occupies the village centre and along the main route through the village to the river where the western boundary is adjacent to a special protection area, and just south of a National Trust site. There is a large proportion of listed buildings in this area including a Grade II* place of worship. Comprising 10.35 hectares.

Musbury: is totally within an AONB with many listed buildings and a Grade I place of worship; comprising 5.65 hectares

Otterton and extension: this is a large conservation area covering at least half of this larger village, mainly along the linear route through the village. It is totally within an AONB and has a good proportion of listed buildings, a terrace of workers cottages and a Grade II* place of worship. Comprising 13.98 hectares.

Salcombe Regis: is a very small village almost completely contained within the conservation area and completely within an AONB. There is a grade II* building. The south and south east boundaries of the conservation area are adjacent to a National Trust and a county wildlife site. The north of the area is dominated by a caravan site and farm. Comprising 6.82 hectares.

Sidbury and extension: this area covers about half of this medium sized village, is completely within an AONB and has a large proportion of listed buildings. It is overlooked by the prominent hill site of the Iron Age Sidbury Fort. Comprising 11.37 hectares.

Sowton: This small village close to junction 29 is almost entirely within the conservation area with a large proportion of listed buildings including a Grade I place of worship. 10.68 hectares.

Stockland: lies totally within an AONB, the conservation area covers most of this small village and includes a Grade I listed place of worship and a grade II* building (the reading room); comprising 8.12 hectares.

Whimble: One of the larger villages, the conservation area includes the village centre and main route, and a grade II* place of worship. Comprising 4.38 hectares

Woodbury: this is a large conservation area covering nearly half of this large village with a number of listed community buildings including the 2 pubs and primary school, a Grade I place of worship and a smaller row of grade II* buildings. Comprising 19.34 hectares.

Towns:

Axminster: the conservation area covers the town centre with a Grade II* church and many listed buildings along street frontage, comprising 10.58 hectares.

Budleigh Salterton: this is adjacent to the World Heritage Site, it contains all of the town centre, and is completely within an AONB, comprising 30.27 hectares.

Exmouth areas 1 and 2: a residential esplanade towards the seafront includes a continuous terrace of late 18th and early 19th century properties and a Grade II* place of worship. Behind this a street of listed small terraced properties – the complete row on one side. Comprising 13.02 hectares.

Exmouth area 3: this is mainly a residential area, with Victorian terraces and villas but including part of the town centre and retail frontage. Comprising 6.75 hectares.

Honiton: includes most of town centre and all of the primary retail frontage, with a large number of listed buildings along the high street. This was a Roman road and includes 6 Grade II* listed buildings. Comprising 21.09 hectares.

Ottery St Mary and extension: see town centres, theme C; comprises 52 hectares.

Seaton: This includes part of town centre, retail area and all of primary frontage, see Theme C. Comprises 11.48 hectares.

Sidmouth: Bickwell Valley and extension, in the western part of the town. This is a residential area partly designated as an AONB and partly a National Trust site. Contains 4 listed building and comprises 27.27 hectares.

Sidmouth: Elysian Fields, including Grade II* listed church, this comprises 8.53 hectares

Sidmouth: Sidford: The conservation area is to the northern part of Sidford, along two main routes and includes a complete terrace of listed buildings. It is just to the south of an AONB. Comprising 4.04 hectares.

Sidmouth: Sid Vale and extension: Comprises 20.59 hectares.

Sidmouth: Town centre see Theme C; includes all of the town centre and primary frontage and comprises 28.91 hectares.

Compyne Rousdon: most of this conservation area, comprising 85.13 hectares, is also a Registered Park including Grade II* buildings. It is adjacent to the World Heritage Site, a Site of Special Scientific Interest and a Special Area of Protection. It is totally within an AONB.

Appendix 3: Partners, local history organisations & museums

Partners

East Devon AONB
Blackdown Hills AONB
Devon and Cornwall Police
Devon County Council
Historic England
Jurassic Coast Trust
National Trust

Local History Organisations

Axminster Historical Society
Axe Vale and District Conservation Society
Axe Valley Heritage Association
Branscombe Project
Broadclyst Local History Society
Chardstock Historical Record Group
Colyton Parish History Society
Devon Gardens Trust and Devon Gazeteer
Devon Historic Buildings Trust
Devon Historic Churches Trust
Exmouth Civic Society
Exmouth Historical and Archaeological Society
Feniton History Group
Hawkchurch History Society
Honiton History Society
Lympstone History Society
Membury History Society
Newton Poppleford Local History Group
Otter Valley Association
Ottery St. Mary Heritage Society
Sidmouth Local History Group
Sid Vale Association
The Devonshire Association
Whimble History Society
Woodbury Local History Society

East Devon Museums and Heritage Centres include:

Allhallows Museum, Honiton
Axminster Heritage Centre
Axe Valley Heritage Museum, Seaton
Dunkeswell Airfield Heritage Centre
Exmouth Museum
Fairlynch Museum, Budleigh Salterton
Sidmouth Museum
Upottery Airfield Heritage Centre
Whimble Heritage Centre