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Historic Environment

Devon County Council's Role and Action Programme

2008-2011



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Devon is widely celebrated for the great beauty and diversity of its landscapes, for its numerous historic settlements, ancient buildings and archaeological sites. This historic environment is worth treasuring for its own sake, for the information and pleasure that it provides now and for future generations, but it is also of great importance to Devon's economy. It is a major reason why people visit Devon and is also a key and growing factor in guiding regeneration.

In an ever-changing world the people of Devon, as elsewhere, value their traditions and physical links to the past. Protection of the historic environment regularly scores highly when the public is questioned on what it values most about the county. Proposed changes to legislation contained in the current Draft Heritage Protection Bill are presenting new obligations, challenges and opportunities that Devon County Council is preparing to meet.

There has never been greater support for the historic environment, and Devon County Council is committed to playing our part in looking after it. Archaeological sites, once lost, can never be replaced, and thus each generation must look after its inheritance for the sake of those to come.

This paper sets out how we will work with our many partners to understand, protect and present the Devon historic environment for the benefit of residents and visitors alike. Our past has provided us with a rich inheritance with which to build a prosperous and sustainable Devon.

Councillor Sheila Hobden

Executive Member for Culture

Councillor Jill Owen

Historic Environment Champion

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1 Introduction

Introduction to Role and Action Programmes

Devon County Council, through its Strategic Plan, has set out its priorities for action to meet the challenges that face us. To help meet its objectives, the County Council has a series of "Role and Action Programmes" for some key areas of its work not covered by formal statutory plans. These include the economy and regeneration, landscape, biodiversity, the historic environment, the maritime environment, the arts and tourism.

The Role and Action Programmes give the strategic context, for the next three years, for each of these areas of work and then set out Devon County Council's role and functions in relation to them. To give a clear purpose, the Role and Action Programmes establish a series of objectives and say which policies the County Council will need to have to achieve these. A clear outcome is stated to enable us to judge when an objective has been reached.

As some objectives may be long-term and outcomes may be delivered over the three year life of the Role and Action Programme, an Annual Action Plan will be published to state clearly, the work the County Council intends doing in its fiscal year. The delivery of the Annual Action Plan and the Role and Action programme overall will be monitored to make sure we are using our resources effectively.

Key Websites

www.devon.gov.uk/historicenvironment
www.english-heritage.org.uk
www.nationaltrust.org.uk
www.britarch.ac.uk
www.exeter.ac.uk/das
www.helm.org.uk
www.devongardenstrust.org.uk
www.dhbt.org.uk
www.exeter.gov.uk
www.dartmoor-npa.gov.uk/laf-archaeology
www.exmoor-nationalpark.gov.uk/index/learning
www.cornish-mining.org.uk



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2 Devon's Historic Environment

The Historic Environment

The 'historic environment' encompasses all those material remains that our ancestors have left in the landscapes of town and countryside. It covers the whole spectrum of human creations from the largest - towns, cathedrals or highways - to the very smallest - signposts, standing stones or buried flint tools. It also includes the palaeoenvironmental resource – evidence of past landscapes and human impacts upon them. With continuous human activity through the ages, the historic environment comprises virtually all the rural landscape of England and its towns and buildings.

Public interest and concern for the historic environment has never been greater. People care deeply about it and will fight vigorously to defend it from damage or destruction. In response to this desire to protect the historic environment from the growing pressures of a modern society, a complex set of charters, laws and regulations have been put in place to provide a set of checks and balances between conservation and necessary change. In the United Kingdom most of these protective measures are linked to the Planning system which has evolved to control and direct new development to the best social purpose. However, some of the activities that have most impact on the historic environment remain subject to very limited control.

Devon's Historic Environment

The rich and distinctive nature of Devon's historic environment is apparent in its buildings, in its monuments and in the landscape around itself. Although most of Devon's historic environment does not enjoy statutory protection, the county does contain a significant proportion of historic landscapes, monuments and buildings that are designated as being of international or national importance. These include the Cornwall and West Devon Mining Landscape World Heritage Site, Scheduled Ancient Monuments, Registered Historic Parks and Gardens, Listed Buildings and Conservation Areas as well as two National Parks and five AONBs. This especially high quality and interest is one of the reasons why this county is such a good place in which to live and why it is so attractive to visitors.



Fort Bovisand and Staddon Heights, 19th century and earlier fortifications protecting Plymouth Sound (Frances Griffith, DCC).

Devon's landscape of fields, moor and heathland, woods, lanes and settlements is one of the most important components of the County's historic environment as it is direct and visible evidence of centuries of human activity. It is vital to local distinctiveness. Much of it was already old by the medieval period. In its pattern of fields, farmsteads and parishes fragmentary elements of earlier agricultural systems can still be seen, such as prehistoric field patterns or "open" early medieval fields. In a few places there are more recently created landscapes, as for instance those of the Tamar Valley mining areas.

Devon's historic environment preserves the evidence that allows us to reconstruct our history from the furthest past to recent periods. A fuller description is given in Appendix 1, but this evidence includes:

- **Settlement:** Prehistoric encampments; later prehistoric and Romano-British farmsteads; medieval and post-medieval farms, hamlets, villages and market towns; the City of Exeter with its Roman, medieval and more recent archaeology and historic buildings.
- **Historic Buildings, Parks and Gardens:** Medieval and post-medieval farms, cottages and town houses; great houses, their gardens and parkland; urban parks; modern civic and defensive architecture.
- **Defence: Prehistoric hillforts;** Roman camps forts and fortlets; Norman and later medieval castles; post-medieval and Victorian artillery forts; Second World War defences.

- **Industry:** Agricultural and textile mills; potteries; stone quarries; Roman iron smelting; medieval and post-medieval tin and silver/lead mines; modern deep shaft mining; factories and warehouses.
- **Marine and Land Transport:** Wrecks; harbours and quays; shipyards; Roman roads; modern turnpikes and milestones; canals; railways; bridges.
- **Religion and Ritual:** Prehistoric stone rows and circles; Bronze Age burial mounds; medieval and post-medieval churches and chapels.
- **The Palaeoenvironment:** evidence of past environments preserved in marine/estuarine, river and bog deposits.

Trends in the Resource

The historic environment has always been subject to change. However, it is a finite and non-renewable resource, therefore change to and loss of the resource needs to be explicitly considered, carefully managed and recorded. The principal processes that can damage the historic environment are:

- Development
- Agriculture and forestry
- Natural erosion

These have been present for many centuries, if not millennia. However, since the mid 20th century the rate of change and loss has increased significantly, particularly due to the intensification of agriculture and development.



Clovelly Dykes hillfort. The most impressive set of prehistoric earthworks in Devon (Frances Griffith, DCC)

Recent research into the effects of ploughing on archaeological sites has proved just how damaging uncontrolled cultivation is and has been. The introduction of new crops, particularly energy crops such as short rotation coppice and Miscanthus, holds the potential to cause significant damage to the historic environment.

Devon's rich heritage of agricultural buildings continues to be at risk from redundancy and unsympathetic conversion, and the number of surviving traditional farm buildings in good, unconverted condition diminishes.

Residential, retail, infrastructure and recreational development continues to have a major impact on the historic environment. New types of development, such as windfarms, create site specific and wider landscape issues.

Climate change, and our responses to it, are leading to direct and indirect impacts on the historic environment. Rates of coastal erosion, exposure and destruction of the intertidal, coastal and estuarine historic environment resource look set to increase.

Challenges

Over the next three years the County Council and the wider historic environment profession, face a number of key challenges.

- Implementing Heritage Protection reform
- Responding to changing agricultural practices and agricultural support regimes.
- Managing the County Estate.

Preparing for and implementing the new procedures arising from the Heritage Protection Bill will place new responsibilities on local authorities for the provision of historic environment data and the administration of the national designation system. Creating an integrated Geographical Information System (GIS)-based Historic Environment Record that can also be presented in an accessible form is a critical challenge which will require significant resources.

A significant proportion of the rural historic environment depends on the goodwill and positive management of landowners. Ensuring that this continues to be encouraged, in the face

of possible cuts in funding and policy support from central government, will be a significant challenge. Devon County Council will also need to work with others to ensure that the benefits that come from management schemes seeking to address other environmental issues, such as energy crops, catchment sensitive farming and natural habitat creation schemes, do not generate impacts on the historic environment.

Devon County Council owns 4,600 hectares of agricultural land with farmhouses and farm buildings, as well as seventy-three Listed buildings, three hundred and eighty Listed bridges and three Scheduled Monuments. A start has been made on auditing and identifying the historic elements of the farm estate but this work needs to be extended and acted upon to ensure their proper consideration. There are growing pressures on other Devon County Council owned Listed buildings, especially schools.



Okehampton Castle. The Norman motte and ruins of the keep and bailey.
Photo: © Peter Anderson. English Heritage Photo Library.

3 Strategic Context

The National and International Context

Devon County Council's role in the care of the historic environment sits within a complex framework of international, national and local legislation and designation.

Devon currently contains two World Heritage Sites, designated under the 1972 UNESCO Convention for the Protection of the World Cultural and National Heritage for their 'Outstanding Universal Value'. The Cornwall and West Devon Mining Landscape World Heritage Site, designated in July 2006, is specifically designated as a cultural landscape. The protection and management of this landscape depends upon the adoption of a Management Plan by all interested parties, and through the appropriate planning policies at a local level.

National legislation is likely to change substantially within the life of this document, as a draft Heritage Protection Bill has recently been published for public consultation. Formal regulation and protection of the historic environment is currently carried out through two Acts. These are the Ancient Monuments and Archaeological Areas Act 1979, and the Planning (Listed Buildings and Conservation Areas) Act 1990, which deal respectively with ancient monuments and archaeology, and with historic buildings and historic areas, although there is considerable overlap between the two. The Treasure Act 1996 and its accompanying Code of Practice introduced new controls and guidance on the discovery of certain classes of archaeological evidence. Many elements of the historic environment do not enjoy formal protection through the above mechanisms. In particular the Register of Historic Parks and Gardens provides no statutory protection to the sites included in it. However, categories such as these can be given at least limited protection through other legislation, particularly the Planning Acts.

Heritage Protection Reform

The Draft Heritage Protection Bill 2008, recently published by the Department for Culture, Media and Sport, proposes the replacement of the



The ruins of a 19th century water pumping station supplying the Rousdon Estate and now part of East Devon's Jurassic Coast (Historic Environment Service, DCC).

above designations with a single national designation of heritage assets for historic buildings and archaeological sites. It is also proposed that the primary responsibility for giving advice on the management of all historic assets will be with local planning authorities, unlike the current situation where English Heritage has responsibility for advising the Department of Culture, Media and Sport. Maintenance of or access to a Historic Environment Record (HER) would therefore become a statutory responsibility for these authorities. In Draft Guidance on Historic Environment Records accompanying the draft Bill, DCMS has set out its view that HERs should be maintained at County level where two tier local government exists. It has also set out a requirement that HERs be made accessible to local authority planners and to the public. Accompanying these legislative changes will be planning guidance aimed at placing the historic environment 'at the heart of an effective planning system', including statutory guidance for pre-application assessment of major developments.

Development Control and Spatial Planning

The Planning Acts set the national framework for development management, augmented by the Government's various Planning Policy Guidance notes (PPGs). These are being replaced by a new suite of Planning Policy Statements (PPS). However, PPG 15 - Planning and the Historic Environment (1994) and PPG16 – Archaeology and Planning (1990) remain current for the time being. Additional planning guidance and a new combined PPS are anticipated with the Heritage Protection Bill.

A regional spatial planning context is provided by the Draft Regional Spatial Strategy for the South West 2006-2026 which has been produced by the South West Regional Assembly. This document states: 'The quality and diversity of environmental and cultural assets is a key strength of the South West. One of the main roles of the RSS is to set out policies which ensure that the quality of these assets is not seriously undermined by future development.' RSS policies, particularly those relating to Sustainable Development, contain reference to the value of the historic environment.

However, the RSS includes the following policies specifically relating to the historic environment:

- ENV1: Protecting and Enhancing the Region's Natural and Historic Environment.
- ENV5: Historic Environment.

Devon to 2016 is the Devon Structure Plan 2001 to 2016. Although destined to be replaced by the emerging Regional Spatial Strategy and Local Development Plans it is a valid document for the time being. It contains Policies CO1, CO6, CO7 and CO8 concerning the protection of the historic environment in relation to development proposals. The current Minerals and Waste Local Plans also include policies to protect the historic environment.

Devon's local planning authorities, including the County Council as Mineral and waste Planning Authority, are currently preparing Local Development Documents to replace their Local Plans. These will be of great importance for the protection and management of the historic environment. They should include both core and



A 17th century pewter chamber pot found during flood alleviation works in the centre of Ottery St. Mary.
Photo © Exeter Archaeology.

detailed development control policies setting out how archaeological sites, historic buildings townscapes and landscapes will be protected and acceptable change managed.

Devon's Sustainable Community Strategy

The 2007 Sustainable Community Strategy for Devon is being developed by the Devon Strategic Partnership. The focus of this strategy is on improvements to the issues that matter most to the people of Devon. These will be delivered through the Local Area Agreement (LAA) which will identify mechanisms and performance indicators. Priorities for 'improving the quality of life for everyone in Devon' are currently been identified in the Strategy, including:

- P1: Supporting our County's world class environments, our built environment and cultural heritage to improve the look and feel of the places where we live.

It is proposed that this will be achieved by;

- SCS2: Improving the built environment and quality of public spaces.
- SCS4: Promoting Devon's cultural heritage and sense of place.

4 DCC's Strategic Role and Functions

Taking forward the County Council's Strategic Plan

Our Devon: A focus on the future is the County Council's Strategic Plan 2006 – 2011. Five priorities are identified as the focus for special attention and effort over this five year period. These are:

- Giving Devon's children and young people the best possible start in life
- Strengthening Devon's economy
- Celebrating Devon's culture
- Improving Devon's environment
- Promoting independence and choice for Devon's adults.

A focus on these priorities will help to tackle many of the key challenges facing Devon and are issues which the County Council believes it should take the lead in addressing. The priorities also reflect the views expressed by the people of Devon when asked what they thought the County Council's priorities should be.

Giving the best possible start in life to Devon's children and young people: With some of the most scenic and highly designated countryside in the country and the local character and heritage of its towns and villages, Devon offers children and young people a unique range of environmental learning opportunities. Devon's historic environment is a resource that provides an ideal vehicle to enrich the wider learning experience by giving young people a real and



Fun for all the family. The Archaeology Fair at Beer Head, part of National Archaeology Week 2006 (Historic Environment Service, DCC).

often locally accessible context for learning. Numbers of out of classroom visits to the historic environment in the South West form a significant proportion of all such visits in England and are rising steadily.

Strengthening Devon's economy: The historic environment is a key economic driver within the county. Its contribution to Devon's £400 million annual mean tourism income is significant, with many visitors drawn to Devon because of its historic sites, towns and landscapes. Businesses are also drawn to Devon because of the quality of life it offers, to which the historic environment contributes greatly.

Celebrating Devon's Culture: The historic environment is a key component of, inspiration for and backdrop to Devon's culture. Devon's landscape itself is a cultural artefact, created by thousands of years of human activity. Individual historic buildings, archaeological sites and landscapes are cultural icons in their own right. They have also provided, and continue to provide, inspiration for literature, the visual and performing arts, television and other forms of modern media, and are key platforms for cultural events and activity. The historic environment provides a range of opportunities for direct community engagement with Devon's culture, both through everyone's daily interaction with buildings and landscapes and through Devon's sizeable number of county and local societies dedicated to archaeology, buildings and local history, as well as conservation and other amenity groups.

Improving Devon's environment: Archaeology, historic buildings and landscapes are a fundamental part of Devon's environment. The protection and enhancement of the historic environment is therefore key to achieving this objective.

Promoting independence and choice for Devon's adults: Interest in and enjoyment of the historic environment is widespread and growing. Providing access to the historic environment, both physical and intellectual, through site management, site interpretation, the provision of information in a range of media and support for local amenity groups will all contribute to this objective.



Roman fortlet at Ide, south-west of Exeter.
Photo: Frances Griffith, DCC

Making Devon Greener

The County Council is committed in making Devon 'England's greenest county'. Making Devon Greener is a cross cutting theme that spans the breadth of the Strategic Plan. Each priority within the plan is assessed to see how it contributes towards this agenda.

Devon County Council's Role

Devon County Council owns or manages important parts of the County's heritage either as sites which it conserves and maintains for their historic and amenity significance, or as buildings or land which it occupies for working purposes. Devon County Council recognises fully the need to protect and enhance this inheritance.

The County Council employs in its Historic Environment Service a small team of specialists who play a central role in the conservation and enhancement of the county's historic environment by both strategic work and casework.

Apart from the County Council, Exeter, Dartmoor and Exmoor National Parks and the Unitary Authorities of Plymouth and Torbay, there are no local authorities within Devon possessing specialist staff in the archaeological field. Thus for archaeology the County Council is the primary source of advice both to itself and to outside bodies. Cooperation with the District Councils is key to this task, as through them suitable conditions can be attached to planning

permissions to protect or investigate the archaeology of development sites.

Archaeological/wider historic environment advice is provided on strategic and local development framework documents, development control (all planning applications in the county are assessed by the team), site management, highway and utility programmes, Woodland Grant Scheme applications, land management schemes and site management advice.

For statutorily designated Scheduled Monuments and Listed Buildings, English Heritage is currently the lead body. However, the draft Heritage Protection Bill proposes that the new unified heritage asset consent system will be devolved to local authorities, apart from marine heritage assets.

The Devon Historic Environment Service is responsible for compiling and maintaining the primary database for the County's historic environment resource: the Historic Environment Record which is the principal source of information about the County's historic environment. It currently contains over 70,000 entries.

The Devon Historic Environment Service also works with a wide range of academic institutions, local amenity groups and individual amateur archaeologists and local historians who make significant contributions to the study and recording of Devon's historic environment.



Knightshayes Court, the 19th century seat of the Heathcoat-Amory family at Tiverton (Bill Horner, DCC).

5 Strategic Objectives

Strategic Objectives

The following objectives and policies will guide Devon County Council's conservation and promotion of the historic environment.

Objective 1

Devon County Council will seek in all its undertakings to protect, conserve, make accessible and, where appropriate, enhance the areas, sites, buildings and landscapes that are of importance to the historic environment and contribute to Devon's local distinctiveness.

Policy Statement:

The County Council will play a central role in the protection and enhancement of the historic environment. It will continue to maintain a skilled and dedicated Historic Environment team and to provide advice and information on a range of historic environment matters. The County Council will also identify a councillor as Historic Environment Champion.

Outcomes:

- Increased awareness of the importance of the historic environment across Devon County Council's own activities, particularly the County Estate.
- A strong and effective Historic Environment Service compliant with the requirements of the Heritage Protection Bill.



Excavation of the Roman road from Exeter to Dorchester before the construction of the A35 Axminster bypass.
Photo: © Exeter Archaeology.

Objective 2

Devon County Council will maintain and enhance the Devon County Historic Environment Record.

Policy statement:

The Devon County Historic Environment Record is the primary public record of information on the county's historic environment. As such it is fundamental to achieving Devon County Council's and partners' objectives for planning and landscape management. Devon County Council has maintained and made this information accessible since 1979 and will continue to do so. In addition the County Council will enhance this service in line with the requirements of the emerging Heritage Protection legislation.

Outcomes:

- A comprehensive GIS-based Historic Environment Record matching or exceeding national best practice, compliant with the requirements of emerging Heritage Protection legislation.
- Information on Devon's historic environment made accessible in appropriate form to the public, academics and professionals and promoted widely (see Objective 6).

Objective 3

Devon County Council will seek to protect and encourage others to protect Devon's irreplaceable historic environment resource, and to provide planning and site and building management advice.

Policy statement:

The County Council plays a key role in informing decisions on statutory designation of historic and archaeological sites, strategic planning, development management, planning and implementation of highways and utility company works. This work contributes directly to the social, economic and environmental well being of Devon and the County Council will

work with partners to ensure that the historic environment is protected and promoted through the designation, strategic and local planning process. The County Council will also follow best practice in the management of its own properties and in its own development schemes.

Outcomes:

- County Historic Environment Service input to policies for protecting and, where appropriate enhancing the historic environment in all relevant regional, County and local planning documents and strategies.
- An increase in the proportion of the historic environment that is protected through statutory designation.
- Effective monitoring of development, highway and utility infrastructure proposals within the county. Appropriate planning advice given to developers, utility companies and planners. Suitable planning conditions introduced and implemented.

Objective 4

Devon County Council will seek to protect and encourage others to protect the historic environment through positive land management.

Policy Statement:

Devon County Council recognises that much of the work of protecting the historic environment depends on the understanding and goodwill of



Morwellham Quay, once the greatest copper ore port in the world and now part of the Cornwall and west Devon Mining Landscape World Heritage Site.

Photo: © Barry Gamble.

landowners and land managers. The County Historic Environment Service will fulfil its key role in providing appropriate information and management advice to landowners and partner agencies engaged in national land management schemes, forestry and local environmental initiatives. This work contributes directly to the social, economic and environmental well being of Devon. The County Council will also follow best practice in the management of its own properties.

Outcomes:

- County Council input to the development of national and local land management schemes and protocols for protecting and enhancing the historic environment.
- Effective input to forestry, woodland and energy crop grant schemes and Higher Level Stewardship proposals within the county. Appropriate management advice given to landowners, agents and partner agencies.
- An increase in the proportion of the historic environment that is protected through land management schemes or benign management practices.

Objective 5

Devon County Council will seek to identify, record and interpret archaeological sites, landscapes, townscapes and historic buildings.

Policy statement:

The County Council will promote and support the survey and recording of and further research on Devon's historic environment and encourage the collation, archiving, updating, use and dissemination of this information. This will be achieved by working in partnership with a range of organisations, including English Heritage, Natural England, the National Trust, academic institutions, amenity and special interest groups, Devon's AONBs, National Parks and Local Authorities.



Limekiln on the shore of the Kingsbridge estuary (Historic Environment Service, DCC).

Outcomes:

- Active research projects across the county that address the priorities of the South West Archaeological Research Framework as well as County and community research agendas.
- Effective response where recording of the historic environment is necessitated by chance discoveries, natural erosion etc.
- Proper archiving and appropriate publication and public presentation of historic environment research and recording in the county, including increased and enhanced flow of information to the Historic Environment Record.

Objective 6

Devon County Council will promote the awareness, understanding, enjoyment and care of the historic environment by everyone.

Policy statement:

The effective protection of the historic environment depends upon popular understanding and appreciation of it. The

historic environment resource is also an asset that should be shared and enjoyed by all of Devon's citizens and by visitors to the county. The County Council will work with partners at a national, regional and local level to ensure that information on Devon's rich heritage is made available to as wide an audience as possible through outreach events and other activities, on-site interpretation, printed and electronic media.

Outcomes:

- County Council support for the publication and dissemination of archaeological reports including high quality and appropriate on-site interpretation.
- Enhancement of the Devon County Historic Environment Service website.
- The Historic Environment Service leading or engaging with a range of outreach events.

6 Implementing and Review

Implementing the Action Programme

This document sets out how Devon County Council proposes to protect and enhance the historic environment of the county and to fulfil its obligations under current and emerging national legislation as well as national regional and local planning policies.

The policy statements and objectives contained in the document are intended to guide the work of the County Historic Environment Service and also to influence corporate thinking to ensure that the historic environment is fully considered in the activities of other teams and Directorates. Future decision making and ongoing operation of the County Council's services should reflect these commitments as far as resources and other practical constraints allow.

To this end a series of Actions and projects are proposed through an annual Action Plan. Where relevant, these actions include initiatives that can be taken forward by a range of the Council's six Directorates. The list of actions is not exhaustive but focuses on new initiatives or significant ongoing activities and is intended to cover a wide range of the County Council's services and functions.

Resources required to deliver the Programme

The Devon Historic Environment Service has 10 (full-time equivalent) staff based in Exeter at County Hall. In 2007/8 it had an operating budget of £301,000 supplemented by an Archaeological Projects Budget of £37,800 and funds from the EEC Directorate's EMP Budget, the Service Level Agreement with Devon IT Services and some income from Higher Level Environmental Stewardship advice.

The resources needed to achieve the Objectives set out above and in the accompanying annual Action Plans – both in terms of direct expenditure and human resources – will be derived from internal budgets and supplemented, as far as possible, through external funding opportunities.

Implementation through Partnership

This Historic Environment Role and Action Programme is primarily an internal Devon County Council planning document. However, the County Council is only one of many bodies, from national to local level, involved in the care of the historic environment. The County Council's Historic Environment team is perhaps uniquely placed to facilitate the implementation of national and regional strategies at a local level and has demonstrated that Devon County Council can probably be most effective by acting through and in co-operation with such partner bodies. These range from central government organisations such as English Heritage and Natural England, through the District Councils, AONBs and National Parks at a local government level, to professional bodies such as the National Trust, academic institutions such as the universities of Exeter, Bristol and Bournemouth, and to local organisations with an interest in various aspects of the historic environment, such as the Devon Archaeological Society and the Devon Buildings Group. The private owners of the county's buildings and land must always be the front line in the protection of the historic environment. Without their good will this would not be possible

Monitoring and review

Achievement against action needs to be monitored to justify the expenditure of resources and to enable new actions to be taken forward. This document's Action Programme will be reviewed annually, with this review informing the development of the following year's programme. Each new annual Action Plan will include a summary of the previous year's achievements and both of these elements will be approved by the lead Executive Member. The Environment, Economy & Culture Directorate's Overview and Scrutiny Committee will maintain an ongoing interest in the RAP.

Appendix 1

Devon's Historic Environment

The rich and distinctive nature of Devon's historic environment is apparent in its buildings, in its monuments and in the landscape around them. Although most of Devon's historic environment does not enjoy statutory protection, the county does contain a significant proportion of historic landscapes, monuments and buildings that are designated as being of international or national importance. These include the Cornwall and West Devon Mining Landscape World Heritage Site, Scheduled Ancient Monuments, Registered Historic Parks and Gardens, Listed Buildings and Conservation Areas as well as two National Parks and five AONBs. This especially high quality and interest is one of the reasons why this county is such a good place in which to live and why it is so attractive to visitors.

Historic Landscape Character: Devon's landscape of fields, moor and heathland, woods, lanes and settlements is one of the most important components of the County's historic environment as it is direct and visible evidence of centuries of human activity. It is vital to local distinctiveness. Much of it was already 'old' by the medieval period. In its pattern of fields, farmsteads and parishes fragmentary elements of earlier agricultural systems can still be seen, such as prehistoric field patterns or "open" early medieval fields. In a few places there are more recently created landscapes, as for instance those of the Tamar Valley mining areas.

Archaeological Sites and Field Monuments: Archaeology is the study of the past through the



Pottery from Roman Exeter.
Photo: © Exeter Archaeology.

material remains left by our ancestors. This evidence can be buried or upstanding, deliberately constructed or the by-product of other activities such as agriculture. The evidence can be as slight as a few artefacts cast up by ploughing, or an ancient place name. Devon's archaeological resource preserves the evidence that allows us to reconstruct our history from the furthest past to recent periods. Hand-axes from the Lower Palaeolithic (up to half a million years ago) are found in the Axminster area, while cave finds from the Upper Palaeolithic (over 10,000 years ago) are known from South Devon. Mesolithic and Neolithic sites and finds (10,000 to 4,500 years ago) are scattered throughout the county; there are at least four known examples of Neolithic causewayed enclosures mainly known from aerial reconnaissance. Dartmoor is particularly notable for its upstanding prehistoric remains, domestic, agricultural and ritual, dating from throughout the prehistoric period and beyond. Bronze Age (4,500 to 2,700 years ago) barrows are found not only on Dartmoor but also elsewhere throughout the county, as are Iron Age (2,700 to 2,000 years ago) hill forts, some of which are major field monuments. Alongside these forts are lesser, enclosed settlements of farmstead scale. Of these, many only survive below ground, and are therefore only visible as crop marks, a high proportion of which have been discovered in DCC's own aerial reconnaissance in the last 25 years. This type of settlement lasted through the Roman period (roughly AD43 to 400), continuing to exist alongside the much less common Roman sites, especially those of the town of Exeter with its legionary fortress, walls and bathhouse. Outside Exeter other evidence of the influence of the Roman conquest consists of camps, forts and fortlets, a few villas and fragments of the imperial road system. Evidence of the post-Roman inhabitants of Devon is slimmer, although there are remarkable finds of imported 6th century Mediterranean pottery from South Devon, but increasingly discoveries shed light on a vital but archaeologically elusive period. Medieval and postmedieval archaeology is all around and beneath us in Devon's towns and villages, farms and fields as well as in prominent monuments such as Norman and later castles.

Towns and rural settlement: With the exception of Exeter, Devon's towns have their origins in the later Saxon period; most of the larger towns were in existence by the Norman Conquest. The medieval pattern of town walls, street and house plots survive well in some towns such as Totnes, although few actual buildings, apart from parish churches, survive from earlier than the 16th century. Extensive rebuilding took place in the 17th and 18th centuries in most of Devon's towns. Urban timber-framed houses of a particular West Country style are notable. In the 19th century seaside towns such as Sidmouth and Ilfracombe developed with distinctive local styles of architecture. The archaeology of Devon's towns is also a substantial resource which needs protection. Most of Devon's villages were in existence by the 10th and 11th centuries; they usually lie at the heart of their own parish and contain the parish church. This administrative function distinguishes them from other small groups of houses or hamlets. The form and plan of most Devon villages is irregular. Most villages historically contained only one or two substantial farms; the rest of the dwellings were on a smaller scale. Apart from the parish church (and the church house where it survives), these farmhouses are likely to be the only buildings of antiquity in the village; the other traditional buildings are likely to be 18th or early 19th century in date. However,

Devon's villages, hamlets and farmsteads represent a resource of significant archaeological potential. Devon's countryside is characterised by the medieval pattern of isolated farmhouses or small groups of farmhouses in hamlets surrounded by their own buildings and land. Farmhouses are built in characteristic vernacular styles using locally distinctive materials such as cob and wheat straw thatch. The traditional farmstead buildings reflect the historically mixed nature of Devon's farming. Some types are special to the County, in particular the lincay (a two-storey open-fronted shed). Designed landscapes such as public parks, cemeteries and the grounds of lesser houses are important historic and landscape features, as well as being important public amenities.

Greater houses and their settings: Devon has relatively few great houses. The most notable in the county are perhaps the medieval Dartington Hall and from the 18th century Castle Hill, Filleigh. In the 19th century Powderham and Killerton and in the 20th century Castle Drogo are perhaps Devon's greatest houses, but more characteristic of the county at all periods are more modest medium sized houses. The parks and gardens that surround these houses are similarly relatively modest, although the park at Castle Hill and the gardens at Bicton House are notable exceptions to this.



The landscape of the Blackdown Hills, looking west across Luppitt Common. Photo: © Sam Turner.

Industrial archaeology: Devon has a continuous history of mineral exploitation from flint in East Devon in prehistoric times to china clay in south and west Devon today. The tin industry of Dartmoor lasted from prehistory to the 19th century and the copper, tin and arsenic mines of the Tamar Valley flourished in the 19th century. Iron ore was mined in the Blackdown Hills and in north Devon and Exmoor in prehistoric, Roman and later times. Stone has been quarried since the Roman period, notably Beer stone, Dartmoor granite and roofing slate in south Devon. The most important manufacturing industries of Devon's past were the wool and cloth industry and pottery making. The ceramics of North Devon were exported to the New World. A few larger 18th century cloth mills still stand; some towns have 19th century workers' industrial housing. The warehouses of Exeter and the quays of Dartmouth, Barnstaple and Bideford are among the best evidence for Devon's long and extensive involvement in maritime trade.

Transport: Devon has a number of Roman roads, most notably the road from Dorchester to Exeter and at Axminster its junction with the Fosse Way from Lincoln. Devon's present huge network of roads and lanes evolved in the Middle Ages and is largely unstudied. Road improvement through turnpiking commenced after 1750 and influenced the modern main road system we have today, besides leaving evidence in the form of tollhouses and milestones. Devon has a very high number of historically significant road bridges including two major medieval bridges at Barnstaple and Bideford. Devon never had an extensive canal system, although the Exeter Canal is the oldest in the country. The Stover Canal, the Grand Western Canal and the Bude Canal survive in various states of preservation. At its peak c.1900, Devon's railway network was very extensive, but most of the branch lines have now been closed. The remains of Brunel's Atmospheric Railway in South Devon are historically important and interesting railway buildings and features survive on both open and disused lines. As a maritime county, coastal and seaborne trade and transport has historically been a significant component of Devon's economy. Ports such as Exeter (with Topsham), Dartmouth and Barnstaple ranked amongst the wealthiest in England in the 17th century. This has left a legacy of fine architecture, ancillary industries



The west face of Exeter Cathedral (DCC).

such as boat buildings and waterfront archaeology in many of the settlements around Devon's coast and estuaries.

Religious sites: The predominant religion in Devon for 1500 years has been Christianity which has left many traces on the County's historic environment. There are first millennium AD memorial stones in north, south and west Devon and also some Saxon cross shafts across the county. Archaeological evidence from Exeter's Cathedral Close suggests that Christian practice continued from the late Roman into the Saxon period. Devon had some 30 medieval monastic houses in the medieval period, although the remains of these are now mostly fragmentary. The County's 600 parish churches are one of the most important and visible components of its historic heritage. Few new churches were built after the Reformation until the later 19th century when not only were many new, usually urban, churches erected, but most of the rural medieval churches were heavily restored. The rise in nonconformism led to the extensive construction of chapels in both town and country so that the County now has an outstanding inheritance of these buildings. Many of these are simple structures, but there are some large and fine examples in towns. Exeter also possesses one of the county's few surviving historic synagogues; it has a fine 18th century interior. Falling congregations have led to difficulties for churches in terms of

maintenance, while changing social and religious demands put pressure on church buildings for change and alteration, which may affect their historic integrity. The development of historic settlements around and encroaching on the focal point of the church can often mean that below ground archaeology extends beyond the currently defined churchyard.

Defensive sites: Warfare and defence have left a considerable mark on Devon's landscape. Large hillforts of Iron Age date occupy strategic positions on hills and promontories. Traces of some Roman forts survive, as do parts of the Roman defences at Exeter. Lydford has Saxon defensive banks, and there are many Norman motte and bailey castles, although only a few of these developed into medieval masonry castles as at Okehampton. Coastal artillery fortifications begin in the Tudor period and reached their peak in the 19th century around Plymouth, with chains of forts and batteries, facing both out to sea and inland. Dartmoor contains some of the county's oldest military training areas. The Second World War has left a legacy of anti-invasion defences, such as pill boxes, anti-tank devices, radar stations and anti-aircraft emplacements, alongside evidence of the air and sea counter-offensive, especially airfields and D-Day training and embarkation areas.



Clovelly Harbour. © English Heritage Photo Library.

Palaeoenvironmental archaeology: The study of soils, sediments, peat, and the many plant and animal remains they preserve such as pollen, seeds, insects and shells throws light on how Devon's environment has changed over thousands of years. This evidence of climate, vegetation and sea-level change is a fragile archive and provides a landscape setting for monuments and settlements. It documents human impact which has changed the landscape from its original 'natural' form to its present managed state. Such evidence can also throw light on diet and agricultural practices in the past. Areas of wetland, such as blanket bogs on Dartmoor, spring-line mires in the Blackdown Hills, Culm Measures and estuarine marshes, probably represent the most extensive areas of palaeoenvironmental potential in Devon. However such evidence may also be found in more localised areas such as infilled wells, abandoned river channels and ancient soils sealed beneath hedgebanks.

The marine and coastal historic environment: The coastal zone, both below and above the water's edge, is historically very important in a maritime county such as Devon. Its archaeology extends from wrecks to submerged landscapes, from quays and shipyards to coastal defences. Often submarine deposits are well preserved until exposed, when their deterioration can be rapid.

Appendix 2

Glossary of Abbreviations

AONB	Area of Outstanding Natural Beauty
DCC	Devon County Council
DCMS	Department of Culture, Media and Sport
EEC	Environment Economy & Culture (Directorate of)
EH	English Heritage
ELS	Entry Level Stewardship
EMP	Environmental Management Projects
GIS	Geographic Information System
HE	Historic Environment
HER	Historic Environment Record
HES	Historic Environment Service
HLC	Historic Landscape Characterisation
HLS	Higher Level Stewardship
TVMHP	Tamar Valley Mining Heritage Project
WDBC	West Devon Borough Council
WHS	World Heritage Site (Cornwall & West Devon Mining Landscape)

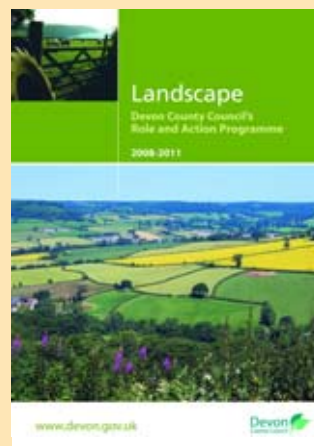
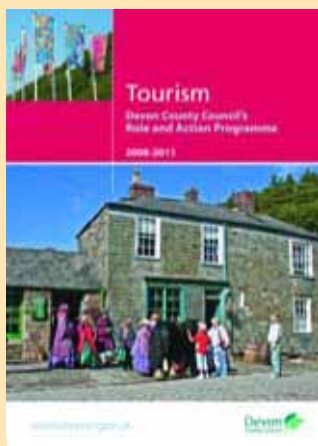


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Further information about the work undertaken by the Culture Group can be found in the following publications:



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