The Human Habitat

Devon’s Historic Environment

Devon County Council’s Role and Action Programme for the Historic Environment

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The Human Habitat - Devon’s Historic Environment
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Cover photograph: Kingswear Castle. With its counterpart Dartmouth Castle on the opposite side of the estuary, Kingswear is an artillery fort built at the end of the 15th century to defend the excellent natural harbour at the mouth of the river Dart. The castle is now looked after by the Landmark Trust.

We would like to acknowledge our thanks to Devon Tourism for the use of a photograph of Tiverton Castle, and the National Trust for the use of a photograph of Knightshayes Court.

For More Information...

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◆ …view the Historic Environment Role and Action Plan through the Information Devon website at either:
   www.devon.gov.uk/historicenvironment

◆ …about Devon County Council or ‘Life in Devon’, visit the ‘Information Devon’ website:
   www.devon.gov.uk

◆ …about Devon as a tourist destination visit the Discover Devon website:
   www.discoverdevon.com

◆ …other Devon County Council Role and Action Programmes:
   Biodiversity
   www.devon.gov.uk/biodiversity/biodiversity.pdf
   Coast
   www.devon.gov.uk/coast/ourcoast.pdf
   Tourism

Available on request in large print, Braille or on tape. If English is not your first language we can arrange for it to be produced in another language.
Devon is widely and rightly celebrated for the beauty and diversity of its scenery, its historic settlements, ancient buildings and archaeological sites. But not everybody, either resident or visitor, realises quite how much our landscape itself is the product of generations of human activity. In fact there is almost no element of the Devon countryside (except for some granite tors) which is unmodified by human action. At the same time, the fabric of the landscape and its structures can tell us about our own history in ways that nothing else can. The variety of our buildings and their traditional building materials, from cob to granite to flint, reflect the diversity of the landscape itself. The field patterns tell us about the history of landholding and farming. Our mining, maritime and defence heritage have all left their traces. This is why we have called this paper ‘The Human Habitat’, in order to emphasise the interrelationship of Devon’s landscapes and townscapes with its people and its history.

One of Devon County Council’s six Strategic Goals is ‘to look after Devon’s environment, culture and heritage’ and this paper sets out one of the means by which we seek to achieve this. We value Devon’s historic environment for itself, for the information it preserves for future generations, and for the contribution it makes to our economy. It is a major component of the county’s attractiveness to visitors. It should also be a key factor in guiding regeneration objectives: a place’s history forms its character, and this can provide the catalyst for its future development, maintaining its local distinctiveness and sense of place.

This paper sets out how the County Council will work with its partners to understand, protect and present the Devon historic environment for the people of Devon, now and for the future.

Councillor David Morrish
Environment Executive Member

In the preparation of Devon’s Cultural Strategy last year, a sample of the Devon population was asked ‘What cultural activities of the County Council do you consider important?’ 90% replied that they regarded protection of the historic environment to be important or very important – a figure exceeded only by the 96% who favoured protection of ‘wildlife and the countryside’.

Devon was one of the first local authorities in the country to follow government advice in appointing an elected Member as Champion for the Historic Environment, and I was pleased and proud to be given this role. The County Council has a long record of seeking to protect the historic environment, with committed and expert staff to do this work. They work closely with their colleagues in organisations such as English Heritage, the National Trust and Defra and also with the many local bodies and individuals who care about Devon’s environment. Protecting and understanding our history is a team effort.

Nowadays the world around us changes quickly, and people in Devon, as elsewhere, value more and more those traces that link us to the past. Recent years have seen many local groups carrying out surveys, preparing parish maps and studying their own houses, while television programmes on both archaeology and buildings history are increasingly popular. There has never been greater support for the historic environment, and we are committed to playing our part in looking after it. We hope to focus and strengthen our efforts with this Programme.

Councillor Chris Gale
Historic Environment Champion
The Human Habitat
Devon’s Historic Environment

Devon County Council’s Role, Policy and Action Programme for the Historic Environment

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I. INTRODUCTION

1.1 BACKGROUND

Devon County Council is preparing a series of Role and Action Programmes. These set out a strategy for delivering the statutory duties and discretionary services of the County Council under the themes of landscape, biodiversity, tourism, maritime environment and historic environment. They will establish five-year agendas and their action programmes will be reviewed on an annual basis.

The care of the historic environment is shared by many organisations and among these Devon County Council has an important role to play. It is the purpose of this document to record this role, to set out relevant policies and to commit the Council to a continued programme of action. In this area of the County Council’s activities, as in all the others, the strength of partnership is recognised, and the majority of the objectives described in this Programme can only be achieved by working with others.

Understanding of the historic environment is underpinned by museums, libraries and archives which conserve irreplaceable sources of information in the form of documents and objects handed down from the past. Devon County Council has specific responsibility for libraries and archives and supports the County’s many museums. However this Programme is essentially concerned with those aspects of our material past which survive in their original position – particularly buildings, monuments, landscapes and buried archaeology. It does not therefore include discussion of the role of the County’s museums, libraries and Record Office, although their importance cannot be understated.

The past is fundamental to our understanding of the present. The material past in particular provides an essential sense of continuity and place. It gives an anchor in a world of change. Its protection has to be balanced against the demands of a modern society where changes become ever more rapid. It is hoped that this Programme will help to focus on all the issues involved and, where this crucial part of Devon’s heritage is concerned, to enable the best decisions to be made.

1.2 DEVON’S 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. With continuous human activity through the ages, the historic environment comprises virtually all the rural landscape of England.

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.

The rich and distinctive nature of Devon’s historic environment is apparent in its buildings, in its monuments and in the landscape around them. 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. The care, maintenance and protection of both individual historic features and the wider environment are thus very important for Devon’s economic prosperity. Informed appreciation and conservation of the highly varied but special local character of the Devon landscape and its built environment will help maintain Devon’s special attraction. Devon County Council therefore accepts that its protection and enhancement must form an integral part of its role in the administration of the County. It can achieve this in various ways, which are set out in this Role and Action Programme. In particular it can guide and educate the citizens of Devon in the special value of Devon’s historic environment, so that they can appreciate it to its full, and play their part in ensuring that future generations can also share in the unique asset that is their county.

The historic environment provides perhaps the single most important component of what is described as ‘local distinctiveness’ and ‘sense of place’. A proper understanding of the historic character and value of an area can be a key factor in establishing parameters for sustainable regeneration, preventing loss of character through incongruous and inappropriate development. It is also a key component of the ‘sense of place’, through which we relate to our local environment. A full appreciation of the historic dimension can therefore be of the greatest value to the development of appropriate and successful regeneration schemes, rather than the impediment that is sometimes supposed. An area’s past, whether it be picturesque or entirely functional, can be the key to the integrity
of future development. The County Council should therefore ensure that proper consideration of the historic environment and of historic character is made integral to the planning of regeneration proposals.

The protection of the historic environment, a finite non-renewable resource, is also wholly compatible with the principles of sustainability, another keystone of Devon County Council policy. Sustainability is defined as development that meets the needs of present generations without compromising the ability of future generations to meet their own needs and aspirations.

Available resources are very limited for such a wide field of concern and it is essential to focus them to serve the most vital needs of the historic environment. This Programme has been prepared to help this aim. It has emerged from the Devon County Historic Environment Strategy which sets out in detail the administrative framework which applies to the historic environment and places the County Council and its role in this setting. It defines the special character of Devon’s historic environment, explains particular issues which are considered to be most important for these categories, and describes the various modern pressures on the historic environment and their potential impact, whether for better or worse. From this it draws out those objectives which Devon County Council can most reasonably and effectively strive to achieve. These issues and objectives are set out in Sections 2 and 3 below. Section 4, ‘Implementation’, puts forward measures by which these objectives may be achieved and indicates partners for this purpose. These measures are intended to provide a basis from which specific targets and time scales can be established and for which funding may have to be sought.

This document relates only to the administrative area of the present County of Devon. Torbay and Plymouth were historically part of Devon, but are now separate Unitary Authorities within which Devon County Council has no remit.

1.3 DEVON COUNTY COUNCIL’S POLICIES

Devon County Council has long accepted that one of its responsibilities is the protection of the historic environment. This is most recently reflected in the Devon County Strategic Plan 2001-2005: ‘Making a Difference for the People of Devon’. It includes as two of five priorities set out in its section ‘Looking after Devon’s Environment, Culture and Heritage’, the following:

- To promote awareness, support and sustain culture and heritage in the County.

- To promote and conserve Devon’s natural and historic environment.

The expression of strategic principles within the Historic Environment Strategy and this Role and Action Programme builds upon an earlier statement that was adopted by Devon County Council in 2000: ‘Protecting Devon’s Historic Environment: Devon County Council’s Role’ which sets out four primary objectives for the county’s historic environment:

1. Conservation
2. Identification, Recording and Interpretation
3. Provision of Information and Advice
4. Partnership

The Devon Structure Plan, 1995 - 2011 contains Policies C9, C11 and C12 concerning the protection of the historic environment in relation to development proposals. These are again included with some modification and strengthening as Policies CO6, CO7 and CO8 of the Deposit Draft of the First Alteration to the Devon Structure Plan 2001 – 2016. The emerging Minerals and Waste Local Plans also include policies to protect the historic environment.

The County Council’s Local Cultural Strategy, which was adopted in 2002, sets out Aims, Objectives and Actions for the County Council’s cultural services for the next three years. Areas of historic environment and its conservation fall within these Aims, Objectives and Actions.

The County Council also accepts that its own extensive estate needs to be managed in a way that fully respects the historic environment.

1.4 THE ROLE OF DEVON COUNTY COUNCIL IN THE HISTORIC ENVIRONMENT

The County Council plays two significant roles in the historic environment in Devon. In the first place it actually 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. In the first category are notably Stover Country Park, the Grand Western Canal, and Denbury Camp. In the second are many listed buildings, including notably County Hall itself, as well as a large number of schools. As Highway Authority it is responsible for many historic bridges, together with other highway features such as milestones. The 4,600 hectares of the County Farm Estate also contain a significant resource of traditional buildings and archaeological sites. Devon County Council recognises fully its needs to protect and enhance this inheritance. Inevitably the demands
involved in the everyday use of historic structures and sites can be at odds with their conservation needs. The County Council endeavours always to reconcile this potential conflict to the best of its ability.

In parallel to its role as a stakeholder in the historic environment, the County Council has long been recognised as a centre of excellence in the understanding and care of the historic environment. The County Council employs in its Historic Environment Service a small team of specialists in the fields of archaeology, historic building conservation and urban design who play an active role in the conservation and enhancement of the county’s historic environment by both strategic work and direct action.

Until comparatively recently the historic environment has been treated in both national policy and operational aspects in two separate ways – as ‘archaeology’ and as ‘historic buildings’. For this reason the County Council’s service has historically evolved in separate streams and is not currently fully integrated, so that these two branches of the service at present operate in different ways. However, both modern conservation thinking and current government policy (in particular the forthcoming production of a combined Historic Environment Planning Policy Statement linked to a review of conservation designation) will be likely to encourage a more holistic approach, so that the closer integration of the service would be appropriate.

New archaeological sites are discovered in many different ways. This is one of a group of skeletons discovered on the North Devon Coast by local observers. The skeletons are believed to be shipwrecked mariners buried in unconsecrated ground.

The archaeological service of the County Council is concerned with the protection of the wider historic landscape, the buried archaeological resource, archaeological ‘monuments’, industrial, marine and defence sites and the palaeoenvironmental resource. The archaeology team is also responsible for compiling and maintaining the primary database for the County’s archaeological resource: the Sites and Monuments Register (SMR), whose upgrading to a more comprehensive ‘Historic Environment Record’ (HER) is at present under consideration.

The historic buildings team is concerned with the preservation and enhancement of historic buildings, conservation areas and historic parks and gardens. The primary database for this work is the lists of buildings of special architectural or historic interest and the register of historic parks and gardens produced by central government.

The County Council maintains the County Sites and Monuments Register (SMR), which is the principal source of information about the County’s historic environment. It currently contains some 64,000 entries, and a major phase of development is currently under consideration. This would entail creating a ‘Historic Environment Record’, and include moving the record onto a GIS base, integrating all Listed Building records with it, and making it fully compatible with other GIS layers containing the results of the County Council’s Historic Landscape Characterisation programme, historic mapping and aerial photographic cover of the county, as well as other County Council-held information. The question of levels of external access to the database and the necessary safeguards is currently under review.

Currently, for nationally important sites and buildings, English Heritage is the lead body. All works affecting Scheduled Monuments (except cultivation, which on recently cultivated arable sites is permitted) are handled by English Heritage. District Councils and National Parks deal with all proposals affecting listed buildings, but if they wish to approve works relating to Grade I and II* buildings these must be referred to English Heritage. In the past applications affecting Listed Buildings and Conservation Areas were often the subject of consultation with the County Council’s historic buildings officer(s), but since 1996 the County Council no longer routinely offers this advice, and such cases are now usually addressed by District Council and National Park Conservation Officers together with other areas of the historic environment, including the preparation of Conservation Area assessments, the supervision of grant schemes, and design work in historic areas.

The primary workload of the County Council’s two historic buildings officers currently consists of individual casework affecting historic buildings (especially on the County Council’s own estate), strategic planning advice, advice to the Church of England’s Diocesan Advisory Committee, buildings advice to DEFRA, the administration of a building grant budget, giving support to other county building-related organisations (such as the Devon Historic Buildings Trust and the Devon Earth Building Association), project work on recording historic buildings and Buildings at Risk, offering advice to the public on and the promotion of best practice on building repair especially thorough publication. The two officers also at present coordinate the County Council’s Environmental Audit.

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procedures as well as the Devon Conservation Officers Group.

The arrangements for the delivery of archaeological advice are rather different, although the situation in Devon is similar to that in most other English shire counties. Apart from the County Council, Exeter and the two National Parks (Dartmoor and Exmoor), there are no local authorities within Devon possessing expertise in the archaeological field. Thus for archaeology the County Council is the primary source of advice both to itself and to outside bodies. For the historic environment, although Devon possesses excellent local archaeological and historical societies, there is no outside body (such as the Devon Wildlife Trust for biodiversity matters) that possesses the resources to deal with the majority of casework issues. The County Council is therefore usually the only organisation that can provide effective comment on aspects of Devon’s archaeological resource (beyond those having statutory protection) which may be under threat from whatever cause, so that frequently the County Council’s Historic Environment Service forms both the single point for advice and the single line of defence for non-scheduled archaeological sites. 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. Within Exeter and the National Parks this role is played by their in-house archaeological advisers. Archaeological/wider historic environment advice is provided on strategic and local plans, development control (all planning applications in the county are assessed by the team), site management, highway and utility programmes, Woodland Grant Scheme applications, agri-environment schemes and site management advice. This advice covers wetland, coastal and marine archaeology, industrial and defence sites, and historic landscapes, in addition to conventional archaeological sites. The workload in relation to agri-environment schemes is important and fast growing, and is discussed separately elsewhere. The team is also responsible for the upkeep and development of the SMR and the provision of its information to inquirers (developers, farmers, members of the public, academics etc) in person, by post or by digital means. The archaeological team also engages with local societies and groups, provides training, carries out aerial reconnaissance and post-reconnaissance work, and is undertaking, in partnership with English Heritage, a Historic Landscape Characterisation project for the whole (historic) county.

At present the staff of the County Council’s Historic Environment service consists of two historic buildings officers, four professional archaeologists and one administrative officer, as well as 1.6 temporary project-funded archaeologists. Devon County Council has historically had fewer archaeologists per hectare or per recorded site than any other county of comparable archaeological importance.

1.5 THE NATIONAL LEGISLATIVE AND ADMINISTRATIVE FRAMEWORK

Devon County Council’s role in the care of historic environment sits within a complex framework of national legislation. This is described in summary below as it stands in early 2003. Substantial change is likely in this area in the future and some indication of this is also given.

The protection and management of the historic environment in England is backed by international treaty and convention commitments, including Local Agenda 21. These are set out in the separate Historic Environment Strategy.

The UK Government has recently (December 2001) responded favourably to an English Heritage discussion document on the historic environment and its future - ‘Power of Place’. In its response ‘The Historic Environment: a Force for our Future’, the Government confirms its commitment to the protection of the historic environment and its belief in its overwhelming value to the nation - spiritually, educationally and economically. It identifies five strands in its support for the historic environment: ‘Providing Leadership, Realising Educational Potential, Including and Involving People, Protecting and Sustaining, and Optimising Economic Potential’. These objectives conform with many of the actions proposed in this Programme, albeit at a county rather than at national level.

In England the formal regulation and protection of the historic environment is carried out through two

Eastacott Cross, a Scheduled Monument in North Devon.

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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. More recently the Treasure Act 1996 and its accompanying Code of Practice has replaced the archaic 'Treasure Trove' system and introduced new controls and guidance on the discovery of certain classes of archaeological evidence. Alongside these Acts runs the Town and Country Planning Act 1990 which provides the framework within which development is regulated. These Acts are interpreted through the Government's various Planning Policy Guidance notes (PPGs), particularly PPG1 - General Policy and Principles (1997), PPG 15 - Planning and the Historic Environment (1994) and PPG16 - Archaeology and Planning (1990).

The growth of regional government means that some of the responsibilities of central government are now being devolved to the Government Office for the South West, whose Regional Planning Guidance for the South West (2001) sets out general objectives in regard to the historic environment. County Councils and Unitary Authorities (e.g. Plymouth) form the next tier of administration; Devon County Council has general policies on the historic environment within its Devon Structure Plan 2001 – 2016. These policies are refined and expanded on in the Local Plans prepared by District Councils and National Parks.

This legislative background has provided an extremely complex system of management for the historic environment with responsibility divided among the various tiers of local and national government. It provides for three basic categories of protected buildings, monuments or areas: Scheduled Monuments, Listed Buildings and Conservation Areas.

There are many elements of the historic environment which 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.

The Developing Scene:

The legislative and administrative situation described above is likely to change radically in the near future as a consequence of various proposals now being put forward by the Government. The Planning Green Paper of December 2001 has been followed by the Planning and Compulsory Purchase Bill 2002 which proposes the abolition of Structure Plans and Local Plans as well as other changes to the planning system which may all impact on the historic environment indirectly. The intention is also to encourage much greater involvement of the community in the planning process; this could well prove beneficial to the historic environment. The Government is also considering the revision and amalgamation of PPG 15 and 16, as well as carrying out a review of the various protective designations to examine if these can be combined or altered to make them simpler to understand and administer. It is obviously difficult to anticipate these possible changes but they may well be considerable in their impact.

The future of the countryside and of farming is being examined critically, particularly in the context of the Foot and Mouth outbreak of 2001. Issues had already been highlighted by the Rural White Paper of 2000 that sought to encourage rural regeneration by various means, some of which were likely to have a direct impact on the rural historic environment. This paper has been followed by three reports commissioned by the Government to examine the consequences of the epidemic. The first of these, The Future of Farming and Food, advocates the retargeting of public funds from agricultural subsidy towards environmental and rural development.

The Department for Culture, Media and Sport (DCMS) statement, A Force for the Future, referred to above, will have some impact on the approach to Devon's historic environment, particularly with regard to the development of the Devon County Sites & Monuments Register (see below).

1.6 PARTNERS

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 Section 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, through the District Councils and National Parks at a local government level, to professional bodies such as the National Trust, and to local organisations with an interest in various aspects of the historic environment, such as the Devon Archaeological Association and the Devon Earth Building Association. 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.
1.7 INFORMATION

Fundamental to the effective conservation and management of the historic environment is a sound information base for decision making. In Devon, as in most counties, this is provided by the County Sites and Monuments Register (SMR) and the Listed Buildings records. The SMR contains some 64,000 records at present. However, there are considerable areas of Devon’s historic environment that have never been systematically studied.

The proposed migration of the existing Devon County SMR and historic building records onto a Geographic Information System (GIS), integrating computerised mapping and database, represents both a massive challenge and opportunity. Potentially GIS offers an immense opportunity not only for the presentation of historic environment information to a wider audience, but for the study of historic environment material together with other data sources in ways that have never before been possible.

DCMS, in its document The Historic Environment: A Force for the Future (2002) has stated its view that SMRs should expand into Historic Environment Record (HER) by the integration into existing SMRs of material relating to historic buildings, battlefields, and historic parks and gardens. All of these areas are already in principle components of the Devon SMR, although the Listed Buildings coverage is at present incomplete. The integration of Listed Building records in their entirety will therefore be in accordance with the emerging DCMS policy.

Despite the technical and resource implications the transfer of the SMR onto a GIS ‘platform’ must be regarded as a particularly high priority in the implementation of this Strategy as a whole. Achieving this objective will be in line with the County Council’s strategy for Electronic Government.

1.8 RESEARCH

Much of the Devon County Historic Environment Strategy is concerned with matters relating to the discovery, understanding, and conservation of Devon’s historic environment, and with informing the people of Devon about its meaning and value. However, it should be remembered that our understanding of this material is always interim and partial. The ‘resource’ also forms the raw material for future generations to study their own past, and our own perception of it is always changing. The work that is done is always subject to review, and new questions emerge to be asked of the material. Research promoted or carried out by Devon County Council over the last thirty years has been one major way in which everyone’s perception of Devon’s past has been changed. Today, much effort goes into the formulation of ‘research agendas’, and at the time of writing Devon County Council is one partner in an English Heritage-funded initiative to develop a Research Framework for South West England. More generally, the interaction of Devon County Council staff with scholars of many disciplines contributes to the development of the study of our past, while the Sites and Monuments Register provides a fundamental resource for a wide range of researchers from academics to local historians.

1.9 ISSUES AND OBJECTIVES

The process of describing and analysing Devon’s historic environment in the Historic Environment Strategy has made it possible to define the most important issues which make an impact upon its various areas. From these issues it is possible to derive specific objectives for the County Council to seek to achieve in each of these areas (Section 2 below). A similar analysis of those processes and activities which most impact on Devon’s historic environment then follows (Section 3 below).

The individual objectives are set out in detail below following each section of the discussion. Although within each topic area there are specific objectives, many other objectives share common features or principles and these have been combined into overarching themes. These can be expressed as the following fundamental policy objectives or key objectives defining the essential directions for work for Devon County Council in relation to the historic environment:

It is recognised that the objectives set out below are very extensive, covering all aspects of the historic environment. It is equally recognised that staff and financial resources available to Devon County Council are obviously limited. The objectives therefore are not to be seen as intended to be wholly achieved within the next few years, but as a guide to those areas of the historic environment where the County Council should focus its work. Specific targets and priorities will be determined within these objectives through a rolling programme of annual Action Plans.
Devon County Council will:

KO 1 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. Seek to emphasise the contribution that the historic environment makes to Devon.

KO 2 Seek to identify, record, interpret and publish archaeological sites, landscapes, townscapes and historic buildings.

KO 3 Maintain and enhance the Devon County Sites & Monuments Register and develop it to a full Historic Environment Record.

KO 4 Seek to protect and encourage others to protect Devon's irreplaceable historic environment resource, and to provide planning and site and building management advice.

KO 5 Seek to provide accessible advice and information to promote the protection, understanding, enjoyment and care of the historic environment by everyone.

KO 6 Seek to develop partnerships with all relevant bodies both professional and voluntary, in order to maximise efforts to protect Devon's historic environment.

KO 7 Seek the active involvement of the region's academic institutions and other partners in the study of Devon's historic environment and encourage links between academic projects, national agencies and county/Regional research agendas.
2. DEVON’S HISTORIC ENVIRONMENT RESOURCE

2.1 HISTORIC LANDSCAPES AND HISTORIC LANDSCAPE CHARACTER

Devon’s landscape overlies a varied geology. This 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. The landscape as we see it today had largely evolved by the medieval period. However, its pattern of fields, farmsteads and parishes also includes fragmentary elements of earlier agricultural systems, such as prehistoric field patterns or “open” medieval fields. In a few places there are more recently created landscapes, as for instance those of the Tamar Valley mining areas. Historic landscapes are readily damaged by the removal of boundaries and other development and they only enjoy limited formal legal protection. The properly considered conservation of its historic landscape is essential if Devon’s special rural character is to be maintained. In order to do this it is vital to identify its constituent parts, particularly through “historic landscape characterisation” – the analysis of its historic elements. Characterisation, in combination with an analysis of the landscape’s “natural” components, will facilitate the objective of conserving the distinctive elements of the Devon landscape within the aims of the planning process.

2.1.1 ISSUES

• The proper relationship of the conservation of the historic landscape to the modern needs of agriculture and development.
• The need to achieve wider recognition of historic landscape character and specifically its recognition by local planning authorities and countryside management agencies.

2.1.2 OBJECTIVES

Devon County Council will:

L 1 Promote consideration of historic landscapes and historic landscape characterisation in all planning and land management decisions.

L 2 Promote the integration of the concepts of ‘historic landscape’ and ‘natural areas’ in approaches to landscape characterisation and the application of this integrated approach in the planning system at all levels.

L 3 Undertake and make accessible a Historic Landscape Characterisation Project for Devon.

L 4 Encourage the adoption of historic landscape characterisation as Supplementary Planning Guidance.

L 5 Raise awareness of the historic landscape within itself, among partner authorities and agencies involved in the planning process and in countryside management and among landowners and the public.

2.2 ARCHAEOLOGY, ARCHAEOLOGICAL SITES AND FIELD MONUMENTS

Archaeology is the study of the past through the 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. Archaeology is a finite, non-renewable resource, decaying from its inception. Some sites are durable and visible as on Dartmoor; others are hidden and are only revealed through excavation or aerial reconnaissance. However because the archaeological resource is irreplaceable, excavation is only usually appropriate if the site will otherwise be destroyed without record or if there is a proven research need; non-invasive investigation by such
means as geophysical survey is to be preferred. Many monuments and sites are protected by being designated as Scheduled Monuments, but this protection is limited (for example, scheduling does not prevent continuing cultivation) and only extends to the more important monuments; the majority of complex or lesser sites have no formal protection. New sites are discovered regularly but others are destroyed both by human and by natural processes.

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 finds (10,000 to 4,500 years ago), principally of stone tools, are scattered throughout the county; there are four known examples of Neolithic causewayed enclosures. 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. 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 post-medieval 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.

2.2.1 ISSUES

- Archaeology preserves non-renewable evidence of human history.
- The physical preservation of archaeological deposits is essential if future generations are to be able fully to comprehend and investigate their past.
- The archaeological resource is subject to increasingly rapid degradation.
- Until relatively recently, the lowlands of Devon have been subjected to very much less study and research than the uplands of Dartmoor and Exmoor, resulting in a skewed understanding of the county’s past.
- The vast majority of archaeological sites in Devon have no statutory protection. Their continued survival is secured by the commitment of landowners, through voluntary agreements, and through mechanisms such as agri-environment schemes.

2.2.2 OBJECTIVES

The Key Objectives (1.9) all apply with particular force as the principal objectives for the treatment of archaeology in Devon.

Devon County Council will:

A 1 Promote the appropriate publication and dissemination of the results of archaeological excavation and field survey in Devon.

A 2 Continue to collaborate with English Heritage’s Monuments Protection Programme.

A 3 Press for amendment of the Class Consent system which permits continuing cultivation of Scheduled Monuments.

Where all above-ground elements of an archaeological site may have been destroyed, the below-ground features may be recognised as ‘crop marks’ in certain conditions. Here in the South Hams the line of ditches surrounding prehistoric settlement enclosures show up as a colour variation in the growing crop.
A 4 Continue its active programme of aerial reconnaissance and support other appropriate archaeological survey and research programmes.

A 5 Work with English Heritage, DEFRA and others to secure regimes of positive management for vulnerable archaeological sites, and strengthen its capacity to carry out this work.

A 6 Encourage individuals, local archaeological societies and other groups to adopt established national codes of practice for the recording and reporting of archaeological sites and finds.

2.3 TOWNS AND RURAL SETTLEMENT

With the exception of Exeter, Devon’s towns have their origins in the later Saxon period and many of the larger towns were in existence by the Norman Conquest. In the 12th and 13th centuries many new settlements were founded with the hope that they would grow into profitable towns, but most did not succeed and remain villages today. 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. The rise of Devon as a resort county in the 19th century promoted the growth of seaside towns such as Sidmouth or Ilfracombe, with distinctive local styles of architecture. In the 20th century pressure on Devon’s towns, especially the larger ones, has been considerable and damage has been done to their historic character by insensitive development. There is a continuing need to protect this character. The archaeology of Devon’s towns is also a substantial resource which needs protection in parallel. When it is threatened by development, then there must be prior proper investigation by excavation and research.

Some 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, which occur throughout the County. 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 C18 or early C19 in date. However, Devon’s villages, hamlets and farmsteads represent a resource of significant archaeological potential. Most Devon villages have substantial modern housing additions to them, often in architectural styles and layouts that are unsympathetic to the character of the older core of the settlement. There are many pressures on traditional villages resulting from recent increases to their population and from a changing, car-based lifestyle.

Devon’s countryside is characterised by isolated farmhouses or small groups of farmhouses in hamlets surrounded by their own buildings and land. This is a medieval pattern and it is reflected in the antiquity of very many of the farmhouses. These are built in characteristic vernacular styles using locally distinctive materials such as cob and wheat reed thatch. The traditional farmstead buildings reflect the historically mixed nature of Devon’s farming. Some types are special to the County, in particular the ‘linhay’.

2.3.1 ISSUES

- The conservation needs of the historic environment are not always met in satisfying the requirements of development.
- The design of new work does not always give sufficient weight to local distinctiveness.
- Lack of comprehensive information on the county’s urban historic environment.
- Competing interest of high-status/economically significant regeneration/redevelopment with scale of impact on the historic environment.
- Traditional farmhouses are being sold separately from their land and face pressures for modernisation and alteration.
- Rapid changes in agricultural practices leading to redundancy for traditional farm buildings which are then threatened either by neglect or by conversion and change of use to other functions.
- Many agricultural works are Permitted Development and are therefore not covered by consent procedures.
• The setting of historic farmsteads often suffers adversely from the impact of modern farm buildings.

• Inappropriate modern development, combined with pressures for road improvements, more car parking and better highway safety in and around villages, erodes their historic character and local distinctiveness.

• Development by building on open spaces in villages erodes their traditional form.

• The difficulty of ensuring adequate ‘developer funding’ for archaeological recording of small-scale village or agricultural developments.

• The decline in use of traditional building techniques and materials, diluting local distinctiveness.

• The use of Directions to enable detailed control of alterations in Conservation Areas is only sporadically applied in the County.

2.3.2 OBJECTIVES

Devon County Council will:

TS 1 Promote the protection of important historic features, buildings, street plans and archaeological evidence and encourage the preservation of the historic character of the county's towns and smaller settlements.

TS 2 Promote the identification and analysis of historic character and local distinctiveness in smaller settlements, and seek their maintenance in new development and in highway works in villages.

TS 3 Seek the appropriate recording of the archaeological and historic building resource where threatened by unavoidable but potentially damaging development.

TS 4 Seek to ensure in partnership with District Councils and National Parks that both below ground and above ground dimensions of the historic environment in towns that are appropriately reflected in all Development Plans, Conservation Area Appraisals, Heritage Economic Regeneration Schemes, Townscape Heritage Initiatives etc.

TS 5 Ensure that awareness of Devon's rich historic environment plays a full part in developing the regeneration potential of Devon's historic towns and settlements. Instigate and support intensive or extensive surveys of Devon's major towns, market towns and coastal resorts.

TS 6 Seek to ensure that new development in historic towns and smaller settlements is appropriate in scale and design, respecting historic character.

TS 7 Support policies to ensure that new development is in scale and character with existing settlements.

TS 8 Promote suitable enhancement of existing public areas within historic towns and smaller settlements.

TS 9 Promote the identification and conservation of the county's traditional farm building resource.

2.4 GREATER HOUSES AND THEIR SETTINGS

Devon has relatively few great houses. The most notable in the county are perhaps medieval Dartington Hall and from the 18th century Castle Hill, Filleigh. In the 19th century Mamhead House 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.

Knightshayes Court the 19th Century seat of the Heathcoat-Amory family at Tiverton.

2.4.1 ISSUES

• Pressures on major buildings that may lead to proposals for changes and new uses which may compromise their historic integrity.

• Threats to the settings of major country houses, especially by fragmentation of their surrounding parks and gardens.

• The adequacy of funding for the repair and maintenance of houses and their gardens.

• The need to ensure that repairs and alterations are carried out appropriately without damaging the historic character of the building.

• Visitor pressure on houses and gardens open to the public can damage their character or fabric.

• The lack of statutory protection for historic parks and gardens.

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2.4.2 OBJECTIVES
Devon County Council will:

GH 1 Support the statutory protection of Registered Parks and Gardens.

GH 2 Work with the Devon Gardens Trust and English Heritage to review the Register to include omitted important sites.

GH 3 Maintain a 'local list' of parks and gardens so that the protection of these can be encouraged.

GH 4 Identify those parks and gardens where restoration would be appropriate and encourage such restoration.

2.5 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 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. Both have left relatively little physical evidence, notwithstanding that the considerable wealth of Devon in the 16th and 17th centuries was based on cloth and that 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. In the countryside, corn mills still commonly survive, as do lime kilns, constructed to provide lime for agricultural improvement. 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.

2.5.1 ISSUES

• The continuing decline of traditional manufacturing industry in Devon.

• Loss of the industrial archaeological resource through land reclamation and decontamination, regeneration schemes and development.

• Failure to ensure the adequate recording of industrial sites before their loss or destruction.

• The perception that redundant industrial buildings, structures and landscapes are 'eyesores' or 'derelict land' and should be removed.

2.5.2 OBJECTIVES
Devon County Council will:

IA 1 Support the ‘Cornwall and West Devon Mining Landscape’ World Heritage Site Bid, and the management of the site both in the period up to and after a successful Inscription.

IA 2 Work with partner agencies to promote the conservation, management, recording and interpretation of Devon’s historic industrial resource.

IA 3 Continue to advise the relevant local authorities, national agencies and land managers on the historic environment implications of mineral planning applications, Review of Old Mineral Permissions, land reclamation schemes and other forms of development or management of former industrial or 'brownfield' sites.

IA 4 Strengthen its own expertise in the area of industrial archaeology.
2.6 LAND 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.

A road bridge originating in the 15th Century over the River Dart.

2.6.1 ISSUES

- Lack of research on roads as a component of the historic environment.
- The use of ancient bridges by large vehicles has led to damage in many instances.
- Pressures from EU and other legislation requiring the strengthening of bridges and other highway works.
- Conflict between the traditional construction of the county’s historic bridges and modern repair and maintenance techniques.
- Road improvements threaten historic roadside features such as milestones.
- The need to ensure that a proper balance is struck between the preservation of Devon canals’ historic character and their modern recreational use.
- Finding sympathetic and sustainable uses for redundant, often specialised, railway buildings and structures.
- Protecting from the harmful effects of modernisation those buildings that are still in use while maintaining them in that use.

2.6.2 OBJECTIVES

Devon County Council will:

**LT 1** Seek to emphasise the historic significance of Devon’s highway network. Continue to ensure that decisions on changes to highways are properly informed by an understanding of their historic significance and character, and to ensure that such changes respect local distinctiveness in their design and materials.

**LT 2** Protect historic highway artefacts.

**LT 3** Ensure that bridge repairs are in sympathy with existing historic character and fabric, and appropriately recorded.

**LT 4** Maintain and strengthen an effective internal audit procedure on County Highway development and maintenance projects.

**LT 5** Produce and maintain an up-to-date database of historic roadside features.

**LT 6** Continue to work with English Heritage on the statutory protection of the most important highway structures and roadside features.

**LT 7** Ensure that within its own highway proposals it will observe best practice in evaluating, modifying and mitigating impacts on the fabric and character of the historic environment.

**LT 8** Ensure that the most important elements of the historic railway system are protected in determining proposals for change to both functioning and closed railways.

**LT 9** Seek to promote restoration schemes and modern recreational uses which are not harmful to and which enhance the historic character and fabric of canals.
2.7 RELIGIOUS SITES

The predominant religion in Devon for 1500 years was Christianity which has left many traces on the County’s historic environment. The earliest surviving physical evidence of Christianity in Devon is slight. There are some ‘Dark Age’ 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. Most of these were built or rebuilt in the perpendicular style in the 15th or early 16th centuries, although many contain elements of earlier structures. 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.

Throughout the 18th and 19th century 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.

The exemptions enjoyed by the major denominations from listed building control puts alterations to churches and chapels in a special category, in part outside the planning system. This is beneficial in some respects but problematic in others. It is important to ensure that the historic character of churches is fully protected within the existing exemption system.

2.7.1 ISSUES

• The redundancy of religious buildings due to declining congregations.
• The proper maintenance of historic religious buildings in the context of declining congregations.
• Pressures for changes to religious buildings in the light of the changing needs/demands of modern congregations.
• Proper investigation and recording of religious buildings when changes are made to them.
• The current system of ecclesiastical exemption from Listed Building control for alterations to many religious buildings.
• The vulnerability of historic church fabric and archaeology, including burials, during building work and other development within and adjacent to churches, churchyards and detached cemeteries.

2.7.2 OBJECTIVES

Devon County Council will:

R 1 Promote the recognition of Devon’s churches, chapels and former monastic houses as a crucial component of the county’s historic environment.

R 2 Encourage the proper consideration (following the principles of PPG 15 and PPG 16) of the historic and archaeological value of Devon’s churches and chapels in proposals for their repair, alteration and conversion, and seek to ensure proper recording.

R 3 Advise the church and chapel authorities in seeking the best solutions for the future of their historic buildings.

R 4 Monitor the effectiveness of the current procedures associated with ecclesiastical exemptions in protecting the historic aspects of churches and their environs, and seek to maintain links with the relevant authorities.
2.8 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. Earthwork 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. Devon’s hills are full of reminders of the ‘early-warning’ fire beacons that were built variously in the medieval and Tudor periods. 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.

Second World War defences, such as this pillbox protecting a beach on the South Devon coast, are increasingly appreciated as the surviving reminders of recent historical events.

2.8.1 ISSUES

• Rapid changes in MOD’s operational requirements leading to new development proposals and the redundancy of modern defensive sites.

• The popular perception that 20th century defensive sites and structures are ‘eyesores’ rather than part of our national heritage.

• Finding new sustainable uses for buildings and structures designed and built specifically for defence purposes.

• The need to protect and positively manage sites still forming part of the Defence Estate.

2.8.2 OBJECTIVES

Devon County Council will:

D 1 Encourage the preservation, positive management and interpretation of Devon’s defence heritage.

D 2 Raise awareness of the diversity and importance of Devon’s defensive sites.

D 3 Develop proposals to enhance public awareness of Devon’s rich 20th century defence heritage.

2.9 PALAEENVIRONMENTAL ARCHAEOLOGY

The study of soils, sediments, peat, pollen, seeds, insects and shells can all throw light on past human influence on the environment. These remains provide evidence of climate and sea-level change, and of the impact humans have had on their surroundings. Such evidence is particularly important in demonstrating the manner in which over many thousands of years we have changed the landscape from its original ‘natural’ form to its present state. It can also throw light on diet and agricultural practices in the past. Such environmental evidence is easily lost through human intervention that inadvertently destroys the conditions necessary for its preservation.

Areas of wetland, such as blanket bogs on Dartmoor, spring 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.

Sampling of peat deposits at Roadford Reservoir. Pollen from peat can allow the reconstruction of the past landscape.
2.9.1 ISSUES
• This resource is not well recognised and documented and thus is subject to loss through casual human agency as well as by natural processes.

2.9.2 OBJECTIVES
Devon County Council will:
P 1 Seek to identify, protect and record the palaeoenvironmental resource.
P 2 Ensure that the palaeoenvironmental resource is considered integrally with other aspects of Devon’s historic environment in decisions affecting land management and land use change.

2.10 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 shipyards to coastal defences. Often submarine deposits are well preserved until exposed, when their deterioration can be rapid. This is a vulnerable resource, subject to many threats.

2.10.1 ISSUES
• The implications for the coastal and marine historic environment of sea level change, and changes in policy on matters such as coastal defence and managed retreat.
• The impact of coastal erosion and sea level changes on the historic resource of the coastal environment, and the impact of other works such as coastal defence measures, or the deepening of harbours and channels by dredging.
• Lack of baseline information on the historic environment resource for much of Devon’s intertidal zone and estuaries.

2.10.2 OBJECTIVES
Devon County Council will:
M 1 Seek to identify, survey and record the marine, estuarine and coastal archaeological resource, to protect it from damage by development and by natural forces, and to secure its positive management.
M 2 Ensure historic environment input to coast and estuary management services and to the Environment Agency in the production of coast and estuary management plans.
M 3 Encourage national, regional and local agencies, local interest groups and diving groups in the implementation of codes of conduct regarding maritime archaeology.

The wreck of a ship partially buried in the sands at Westward Ho!

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3. FACTORS AFFECTING DEVON’S HISTORIC ENVIRONMENT

3.1 NATURAL PROCESSES

The historic environment is subject not only to damage from human action, but also from natural processes. Coastal erosion destroys sites on the land’s edge as well as submerged sites. Climate change may produce various damaging effects, from rising sea levels to the drying-out of waterlogged deposits. Soil erosion exposes buried sites, frost and rain erode monuments and buildings which can also be damaged by animal activity. Efforts to counter processes that are the product of environmental change may themselves damage the historic environment.

3.1.1 ISSUES

• The historic environment is constantly subject to degradation from natural processes such as erosion, vegetation growth and animal activity. These problems are likely to be exacerbated by the effects of global warming and by current efforts to counter these.

3.1.2 OBJECTIVES

Devon County Council will:

NP 1 Anticipate and monitor the impact of natural processes on the historic environment. Where such threats cannot be controlled or mitigated, appropriate archaeological recording will be sought in partnership with relevant authorities and agencies.

3.2 AGRICULTURE AND FORESTRY

Much of Devon’s historic environment lies within the countryside, the product of centuries of farming practice. It is only partly protected by legislation and by management schemes. Agriculture activity has been demonstrated to pose the greatest single threat to England’s archaeological resource. Most forms of modern agriculture can be damaging to buried archaeology and to field monuments (the most benign regime is grazing, especially by sheep). Many changes increase this problem. Larger machines put pressure on field boundaries and compact the soil. Increasing arable cultivation and new energy crops erode buried deposits. Forestry involves much ground disturbance. The uplands, including Dartmoor and Exmoor, are sensitive to agricultural pressures through both under and over grazing. Traditional farm buildings are faced with redundancy. Farming practices are at present heavily influenced by subsidy through the Common Agricultural Policy (CAP). Only small amounts are available for agri-environmental schemes, which limits the potential for management schemes. Nevertheless, there are continuing initiatives in this area.

3.2.1 ISSUES

• Agricultural intensification and changes in holding size.

• The decline in traditional stock farming, increasing arable cultivation and free-range pig rearing, the introduction of novel crops.

• The fact that ‘Class Consent’ permits continuing cultivation on Scheduled Ancient Monuments.

• The fact that agri-environment scheme payments are in direct competition with agricultural support payments but with great disparity in levels of payment.

• Land abandonment leading to undergrazing and resulting growth of scrub.

• Continuing removal and deterioration of field boundaries.

• Rapid changes in agricultural practices leading to redundancy for traditional farm buildings which are then threatened either by neglect or by conversion and change of use to other functions.

• The twin effects of erosion and compaction of soils caused by ploughing results in year-on-year damage to buried archaeology.

3.2.2 OBJECTIVES

Devon County Council will:

AF 1 Work with national, regional and local partners to identify, protect, and promote the rural historic environment.
AF 2  Strengthen its own capacity to provide positive management advice.

AF 3  Promote the removal of vulnerable archaeological sites from cultivation and their benign management.

AF 4  Ensure the proper integration of historic environment considerations in agri-environmental schemes, at policy and delivery levels. Provide archaeological management advice to landowners, statutory undertakers, and partner organisations involved in the agri-environment programmes.

AF 5  Continue to provide advice to landowners and land managers, including the national forestry agencies, on the management of existing woodland, new planting schemes and energy crops.

AF 6  Support the introduction of whole farm management plans, integrating historic environment and historic landscape considerations with other environmental management issues.

AF 7  Promote the identification and protection of the historic environment on its farm estate.

AF 8  Support research into the mitigation of damage caused by agricultural activity to archaeological sites.

3.3  CONSTRUCTION AND DEVELOPMENT

Development in all its forms has created much of the historic environment but at the same time destroys many of its elements, particularly below ground archaeology. A balance has to be sought between it and the preservation of the historic environment on a case-by-case basis. PPG15 and PPG16 set out the guidelines for achieving this balance. When the benefits of new development are considered to outweigh the merits of conservation, they supply the mechanism for influencing the design of a scheme or for recording what is to be lost. The Devon County Structure Plan sets out the likely amount of new development up to 2011, updated to 2016 in the latest deposit draft, and this provides a coarse indication for this period of the likely pressures on the historic environment which will be caused by development. Within the advice of the PPGs, it is found to be easier to argue for the retention of historic buildings than for the preservation of archaeological deposits. Although the latter can be excavated and recorded, their preservation in situ is preferable. In order to ensure that a proper balance is achieved between development and conservation, full information on the historic environment is essential, whether it be of individual buildings and structures, or an assessment of overall character, either rural or urban. The historic environment makes a major contribution to the character and distinctiveness of towns and villages and is a key component in urban regeneration. Devon County Council through its historic environment service plays an important role in its protection.

3.3.1 ISSUES

- Planning officers, developers and decision-makers are insufficiently conscious of the importance of the historic environment.
- Guidelines for the protection of the historic environment set out in PPG 15 and 16 are not fully followed by planning officers and developers.
- Inconsistent levels of available information on the historic environment against which development proposals can be assessed.
- The proper balance between development and the protection of the historic environment is not always achieved.
- Elements of the historic environment that are destroyed in the development process are not always recorded.
- The inadequacy of some policies in strategic and local plans for the protection of the historic environment.
- The uneven quality of new design in historic areas and contexts.
- Locally distinctive elements are damaged or lost in the development process.
- PPG 15 and 16 are currently under review and the nature of revised guidance is not yet known.
- The decline in use of traditional building techniques and materials, diluting local distinctiveness (see also 2.3.1).

3.3.2 OBJECTIVES

Devon County Council will:

C 1  Unless exceptional circumstances apply Devon County Council will oppose development that would harm the most important archaeological sites, historic buildings, settlements and landscapes.

C 2  Monitor all development proposals in the county in order to assess their impact on the archaeological resource and other aspects of the historic environment, and provide advice on the mitigation of such impacts.
C 3 Identify, record and interpret archaeological sites, townscapes, historic buildings and historic landscape character as an aid to effective planning control, and provide accessible advice and information on these internally and to other local planning authorities, developers, statutory undertakers and others.

C 4 Develop partnerships with the national heritage agencies, local planning and conservation authorities, amenity groups and local communities in order to integrate efforts to protect the historic environment.

C 5 Promote the sustainable reuse of historic buildings and structures.

C 6 Ensure that future development plans, or their successors, contain appropriate and robust policies on planning and the protection of the historic environment.

C 7 Develop a strategy for the recording of historic buildings and encourage its adoption by Devon’s local authorities.

C 8 Promote higher standards in archaeological and building recording commissioned by developers, and better provision for the archiving and publication of the results of such work.

C 9 Secure better arrangements for the publication, storage of records and finds from archaeological excavations and building recording work commissioned by developers.

3.4 CARE AND REPAIR OF BUILDINGS

Historic buildings need to be maintained in a good condition and repaired in a suitable manner. The majority are listed which enables local authorities to intervene to ensure that they are properly cared for, as well as to control the nature of alterations. Repairs - as opposed to alterations – to historic buildings are not always controlled by law, and are often carried out using inappropriate materials and techniques, despite advice being available from both local authorities and non-statutory organisations. Grants can help to meet the additional cost of carrying out repairs using correct, traditional techniques. Some listed buildings nevertheless fall into disrepair and are considered to be at risk. ‘Buildings at Risk’ surveys in Devon are largely incomplete and the current number at risk in Devon is not known. A survey in this area is much needed. Local authorities have the potential powers to compulsorily purchase listed buildings at risk, so as to achieve their repair. More widespread awareness of the appropriate means to care for historic buildings remains the key to prolonging their existence for the enjoyment of future generations.

3.4.1 ISSUES

- Historic buildings are still repaired and altered using inappropriate methods and materials.
- Some historic buildings are neglected by their owners and fall into disrepair. No full survey of the County has been carried out to determine how many of these buildings there are and where they are located.
- There are inadequate funds and resources properly to grant aid repairs to all the historic buildings at risk.
- Traditional farm buildings are at particular risk through changing patterns of agriculture.
- Historic buildings are altered without proper record being made.
- The decline in use of traditional skills and building materials (see also 2.3 and 3.3).

3.4.2 OBJECTIVES

Devon County Council will:

CR 1 Support programmes to identify, rescue and repair Buildings at Risk.

CR 2 Seek to ensure through advice and publication that repairs to historic buildings are carried out using appropriate techniques and materials and are not damaging to their character and fabric.

CR 3 Encourage the supply of suitable materials (especially traditional materials) for the repair of historic buildings.

CR 4 Promote policies for the identification, protection, study and recording of historic buildings in the county.

CR 5 Contribute towards and encourage grant schemes (in particular Townscape Heritage Initiatives and Heritage Economic Regeneration Schemes) for the repair of historic buildings in the county.
3.5 MINERAL WORKING AND WASTE MANAGEMENT

Mineral working is a significant industry in Devon. Four thousand hectares have planning permission, principally for the extraction of sand, gravel, stone and clay. Such quarrying can destroy archaeological sites and monuments either directly or indirectly - the latter especially by the tipping of mineral waste. The Devon County Minerals Local Plan has recognised that the protection of the historic environment should be a prime consideration in decision-making on mineral extraction proposals. The Review of Old Mineral Permissions (ROMPs) process has resulted in a number of sites of archaeological potential being identified and protected.

The emerging Devon County Waste Local Plan identifies about half of the existing waste disposal sites as being suitable for further development, as well as five areas of search for new facilities. There are specific policies within the Plan intended to mitigate any impacts on the historic environment caused by this development.

Funds are now potentially available from both the Landfill Tax and the Aggregate Levy for the conservation and interpretation of the historic environment.

3.5.1 ISSUES

- Damage caused to archaeological sites and historic landscape features on greenfield mineral or waste sites from mineral extraction, landfilling or landraising and other ancillary works.
- Damage to archaeological sites and historic landscapes on greenfield sites due to the removal of topsoil, either to engineer landfill sites, or to provide capping material for landfill sites.
- Damage or loss of historic mining and quarrying structures and features through the working of waste and mineral sites and in the process of reclaiming these sites.
- The potential threat to the historic environment in areas of known mineral reserve, which commonly enjoy a high quality of archaeological and historic landscape preservation, particularly in the gravel and china clay reserve areas.

3.5.2 OBJECTIVES

Devon County Council will:

MW 1 As Mineral and Waste Planning Authority work with the mineral and waste industries to secure protection of the historic environment through the Mineral and Waste Planning and ROMPs processes.

MW 2 Ensure that the importance of historic mining and quarrying remains is assessed and their significance considered when deciding on afteruse.

MW 3 Ensure that derelict land reclamation schemes on former mineral and waste sites allow for conservation opportunities to be fully developed without unnecessary loss of historic features.

MW 4 Work with English Heritage and other partners, including local community groups, to identify and develop historic environment focussed initiatives utilising the Landfill Tax and the Aggregate Levy Fund.

3.6 TRANSPORT, INFRASTRUCTURE AND UTILITIES

The provision of new transport routes and new energy, water, sewerage and communications infrastructure, and associated developments, creates both threats and opportunities to the historic environment of Devon.

New infrastructure projects often involve major works that have the potential for damaging or destroying the historic environment over extensive areas. However, when properly resourced mitigation is in place, they also present an opportunity to undertake significant recording of the historic environment.

Early consultation on the location and route of transport and other infrastructure projects is crucial for the protection of the Historic Environment.
3.6.1 ISSUES
• Increasing pressures to build new roads and to alter existing ones inevitably impact upon the historic environment.
• The mitigation of impacts on the historic environment is made difficult by decisions made in advance on the route or location of a transport or infrastructure development.
• The large scale of many infrastructure projects involves the total destruction of archaeology, buildings and historic landscape over a wide area.
• There needs to be greater use of locally distinctive materials, particularly in highway design.

3.6.2 OBJECTIVES
Devon County Council will:
TI 1 Promote the protection of the historic environment through the adoption of appropriate codes of practice and the implementation of existing codes and environmental audit procedures.
TI 2 As a Highway Authority and in partnership with other national and local agencies work to minimise the impact of transport developments on the historic environment.
TI 3 Encourage early consultation on route planning and other infrastructure projects and make available historic environment information to assist decision-making.
TI 4 Work with highways authorities, partner agencies and the utilities to design and monitor the implementation of appropriate excavation and recording programmes for archaeology and the built environment.

3.7 THE COUNTY ESTATE
Devon County Council owns 4,600 hectares of agricultural land with farmhouses and farm buildings, as well as seventy-three listed buildings, and three hundred and eighty listed bridges. The historic elements of the farm estate have not been researched and identified and this is an urgent requirement for this work to be carried out to ensure their proper consideration. There are pressures on other Devon County Council owned listed buildings, especially schools, which need to be carefully considered so as not to damage these buildings’ historic character.

3.7.1 ISSUES
• The absence of adequate information and agreed policies on components of the historic environment contained within the County Estate.
• Financial and other pressures on the buildings and land in the Estate which threaten its historic elements.

3.7.2 OBJECTIVES
Devon County Council will:
CE 1 Establish sound mechanisms for the identification and management of the historic environment in the County’s own estate.
CE 2 Ensure that those elements are fully considered and best protected in the process of the County Council’s activities and in considering proposals for change to the Council’s estate.
CE 3 Monitor the condition of those elements on a regular basis.

3.8 THE DEFENCE ESTATE
The Ministry of Defence occupies extensive land in the south west, mostly for training purposes, in particular on Dartmoor. These areas of historic landscape contain significant archaeological and historic elements, in particular prehistoric monuments. Military activity can damage these and “eyesore” removal can impact on more recent military heritage. The MOD is however becoming more conscious of the need to protect the historic elements of its estate.

3.8.1 ISSUES
• The need to ensure positive management of archaeological and historic sites and buildings still in the care of the Defence Estate.
• Rapid changes in MOD’s operational requirements leading to new development proposals and the redundancy of existing sites.

3.8.2 OBJECTIVES
Devon County Council will:
DE 1 Encourage the protection and positive management of the Historic Environment within the Defence Estate.
3.9 TOURISM

Tourism is a major industry in Devon and the historic environment is a key component of the County’s attractiveness to visitors. Income from tourism can support the maintenance of historic buildings and settlements, both directly and indirectly. Access to the historic environment needs to be expanded to accommodate all social groups, but it needs to be monitored, controlled and managed to prevent undue damage and disturbance from over-use.

3.9.1 ISSUES

• The tourism potential of Devon’s historic environment, other than certain established attractions, is not understood or appreciated.

• Recognition of the fact that Devon’s historic environment, visible in its countryside, towns and villages, is of fundamental importance to Devon’s image as a tourist destination and therefore contributes greatly to the County economy.

• There is a need to achieve a sustainable balance between encouraging access and enjoyment of the historic environment and protecting archaeology and buildings from damage by visitor numbers.

• The direct threat to the historic environment by specific tourism activities such as unregulated metal-detecting holidays, off-road cycling/driving and wreck diving.

3.9.2 OBJECTIVES

Devon County Council will:

TO 1 Work with national, regional and local partners to promote the appropriate use of Devon’s historic environment as a recreational and educational resource.

TO 2 Protect the historic environment from inappropriate leisure development and damaging levels of visitor pressure.

TO 3 Promote economic regeneration through appropriate tourism based upon the historic environment, provided that this does not compromise the special character of the historic environment.
### 4. STRATEGIC ROLE, OBJECTIVES AND PRIORITIES FOR ACTION

The Historic Environment Strategy sets out Objectives for the County Council service for each area of the historic environment in Devon. The measures necessary for the implementation of the Objectives of the Strategy are set out in the final column of the table that follows. For each of these, a more detailed Implementation Plan will in due course be needed, but this will necessarily be done gradually and in a prioritised way. It is recognised that the objectives set out below are very extensive, covering all aspects of the historic environment. It is equally recognised that staff and financial resources available to Devon County Council are limited. The objectives therefore are not to be seen as wholly achievable within the next five years, but to indicate those areas of the historic environment where the County Council will play an active role. Specific targets and priorities will be determined within these objectives through a rolling programme of annual Action Plans.

A glossary of abbreviations in this section is attached at its end.

Implementation proposals for the objectives identified in the Devon Historic Environment Strategy. Sections refer to Sections in the strategy, while the Key Objectives are over-arching.

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| KO 1 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. Seek to emphasise the contribution that the Historic Environment makes to Devon. | The key objective that informs all the proposed actions that follow. The Government urges Local Authorities to appoint a Champion for Historic Environment and to provide appropriate training for Members in Historic Environment matters. | • Adopt appropriate policies in all areas of County Council activities.  
• Appoint a Historic Environment Champion  
• Establish a suitable programme of training for Members.  
• Maintain and enhance the Historic Environment Record (HER).  
• Provide advice on all forms of change to Devon historic landscapes, buildings and archaeological sites.  
• Resource and manage adequate budgets for schemes of direct work and grants.  
• Deliver objectives both directly and through advice to third parties.  
• Ensure that where change is inevitable a proper record is made.  
• Ensure the provision of adequate staffing to achieve previously adopted objectives.  
• Improve casework recording systems and develop, in conjunction with national initiatives, performance indicators. | • DCC  
• DCC  
• DCC (HES)  
• DCC (HES)  
• DCC (HES)  
• DCC  
• DCC (HES)  
• DCC (HES) and partners (English Heritage)  
• DCC (HES) |
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| KO 2 Seek to identify, record and interpret archaeological sites, landscapes,  | Excellent recording measures are in place for some classes of development. However, the quality of record for other areas of the historic environment is still variable. A sound information base is the key to consistent decision making. | - Identify geographic and subject areas where survey is necessary, as detailed in the following pages.  
- Commission and encourage surveys, research, rescue recording etc both by DCC and outside bodies, whether professional or part time, into Devon’s Historic Environment.  
- Enhance the Historic Environment Record (HER).  
- Contribute to English Heritage’s Monument Protection Programme (MPP) and other protection measures.  
- Complete the Historic Landscape Characterisation of the county. | DCC (HES) and partners  
DCC (HES) and partners  
DCC (HES)  
DCC (HES)  
DCC (HES)/English Heritage |
| townscapes and historic buildings.                                               |                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                                                                                             |
| KO 3 Maintain and enhance the Devon County Sites & Monuments Register and develop it to a full Historic Environment Record. | One of the fundamental tasks of the HES. Government, in A Force for Our Future, requires expansion of SMRs to cover the entire Historic Environment.  
A major review of the SMR’s data structure and content is in progress, in conjunction with national initiatives in this area and the County Council’s own e-govt project.  
Consideration needs to be given as to whether it remains appropriate for the County Council to maintain the SMR for the two National Park Authorities, given their increasing autonomy | - Develop proposals for full Historic Environment Record.  
- Consider carrying out data audit.  
- Address backlog.  
- Develop and resource GIS base and digitise necessary information sources.  
- Develop appropriate layers of information for wider access.  
- Integrate buildings records.  
- Review maintenance of records for National Park Authorities in the context of the need for a countywide record. | DCC (HES)  
DCC (English Heritage funding may be available)  
DCC (HES)  
In progress under e-govt initiative  
In progress, as English Heritage makes information available  
DCC (HES)/English Heritage/ NPs  
DCC (HES) |
| KO 4 To protect and encourage others to protect Devon’s irreplaceable Historic Environment resource, and to provide planning and site and building management advice. | Both the present fabric and the underlying structure of Devon landscapes and townscapes derive from their past and this is not always recognised. Individual archaeological sites are not always recognised for their real importance. | - Create and maintain an excellent HER.  
- Promote excellent policies at national, regional and local level.  
- Maintain a strong DC/advisory service.  
- Expand capacity for outreach. | DCC (HES) with partners. (all KO4 measures) |
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| KO 5 Seek to provide accessible advice and information to promote the protection, understanding, enjoyment and care of the historic environment by everyone. | For archaeology in particular, the HES is normally the only source of advice under PPG16 in the County. | • Make the HER more accessible.  
• Expand outreach work.  
• Provide advice on site/building conservation and management.  
• Undertake and foster the publication of both scholarly and popular material and promote the reduction for the backlog of unpublished excavations in the County. | DCC (HES) with partners. (all KO5 measures ) |
| KO 6 Seek to develop partnerships with all relevant bodies both professional and voluntary, in order to maximise efforts to protect Devon’s historic environment | The development of new initiatives in the past with diverse funding sources can lead to fragmentation of effort and information. DCC has a key role in integrating the results of such work. | • Expand partnership working with local, regional and national partners. | DCC (HES) with partners |
| KO 7 Seek the active involvement of the region’s academic institutions and other partners in the study of Devon’s historic environment and encourage links between academic projects, national agencies and county/regional research. | Engagement with other branches of archaeological study is important for DCC's capacity to look after the Historic Environment in Devon, as well as the standing of the HE service, and for the professional development of staff. Maintaining contact with developments in the subject is vulnerable to pressure of work. | • Contribute to the forthcoming ALGAO/English Heritage ‘Research Framework’ project.  
• Maintain and expand individual research interests and contacts.  
• Contribute to the Historic Farm Buildings Group conference in Devon 2003.  
• Maintain networks of contacts in particular with local and external enthusiasts and scholars.  
• Continue to contribute to policy development at regional and national level. | DCC/ALGAO/English Heritage  
DCC (HES)  
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<td><strong>LANDSCAPE</strong></td>
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| L 1 Promote consideration of historic landscapes and historic landscape characterisation in all planning and land management decisions. | Too often the Devon landscape is seen either as ‘natural’ (whereas in fact it is almost entirely a product of human action) or solely as a visual phenomenon. A greater understanding of its evolution will permit more informed decisions to be taken about its character and the proper consideration of projected changes (e.g. in determining areas where more tree planting may be appropriate). | • Engage with land use planners at earlier stages of Plan development.  
• Outreach and explanation of Historic Landscape Character approaches.  
• Develop the appropriate dissemination of Historic Landscape Characterisation information.  
• Promote the use of Historic Landscape Characterisation and landscape characterisation based approaches in policy development and casework at all levels. | • DCC (HES)  
• DCC (HES)  
• See L3  
• DCC (HES) |
| L 2 Promote the integration of the concepts of ‘historic landscape’ and ‘natural areas’ in approaches to landscape characterisation and the application of this integrated approach in the planning system at all levels. | At present the schemes of ‘Character Areas’, ‘Natural Areas’ and ‘Historic Landscape Characterisation’ run parallel. However, they all describe facets of the same landscape, and methods to reconcile their combined or integrated use must be developed. | • Maintain dialogue with colleagues in The Countryside Agency, English Nature and within the planning process.  
• In particular, establish closer liaison with Devon’s AONB services, establishing regular meetings or seminars with them. | • DCC (HES)  
• DCC (HES) |
| L 3 Undertake and make accessible a Historic Landscape Characterisation Project for Devon. | This highly successful programme is now in the second year of three. | • Confirm external funding for third year to complete project.  
• Plan for and resource extension of project to develop outreach tools.  
• Develop and resource mechanisms to make information available on corporate GIS. | • English Heritage  
• DCC/English Heritage  
• DCC/English Heritage |
<p>| L 4 Encourage the adoption of historic landscape characterisation as Supplementary Planning Guidance | This will be appropriate when L3 is complete, in 2004. | • In collaboration with planning authorities, prepare draft Supplementary Planning Guidance. | • DCC (HES)/District Councils |</p>
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<td>L 5 Raise awareness of the historic landscape within itself, among partner authorities and agencies involved in the planning process and in countryside management and among landowners and the public.</td>
<td>At present the historic component of landscape character, even in a county where so much of its cherished landscape character is of great antiquity (e.g. Devon hedges), the cultural, as opposed to the natural, origin of these features is not always appreciated.</td>
<td>- When the HLC exercise is complete (see L3), use this for a programme of education and outreach.</td>
<td>DCC (HES)/ English Heritage</td>
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**ARCHAEOLOGY**

The Key Objectives all apply with particular force as the principal objectives for the treatment of archaeology in Devon.

| A 1 Promote the appropriate publication and dissemination of the results of archaeological excavation and field survey in Devon. | A continuing responsibility of the HES is to foster sound archaeological work in the county. The review of unpublished work is an ongoing task. | - Promote publication of outstanding Barnstaple excavations. <br> - Bring Great Torrington excavation to publication. <br> - Foster the publication of the Roadford Reservoir project. <br> - Ongoing review of other projects, both initiated through DCC and external work in Devon and the promotion of proper publication projects. | DCC/English Heritage/North Devon DC/ local and academic organisations <br> DCC/Royal Albert Memorial Museum/local organisations <br> DCC (HES)/South West Water/South West Lakes Trust/English Heritage <br> DCC (HES) in partnership |

| A 2 Continue to collaborate with English Heritage’s Monuments Protection Programme. | The SMR is the primary source of information of this process. | - Continue to provide data and recommendations to English Heritage. <br> - Contribute to the current (2003) review of designations by DCMS and respond to its outcomes. | DCC (HES) <br> DCC (HES) |

<p>| A 3 Press for amendment of the Class Consent system which permits continuing cultivation of Scheduled Monuments. | The cumulative effect of cultivation is the single greatest cause of loss of archaeological sites in the countryside. | - Continue to make submissions at technical and political level to government for reform of this anomaly. | DCC and local bodies |</p>
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<td>A 4  Continue its active programme of aerial reconnaissance and support other appropriate archaeological survey and research programmes.</td>
<td>Aerial reconnaissance is the single most important source of new information to the SMR in the last twenty years. Many area of Devon and many specific topics require detailed study. The HES can promote such work.</td>
<td>• Continue Aerial reconnaissance programme as conditions permit.</td>
<td>• DCC (HES)</td>
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<td>• Maintain post-reconnaissance fieldwork programme as necessary.</td>
<td>• DCC (HES)</td>
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<td>• Promote rescue survey at Westward Ho!</td>
<td>• DCC (HES)/English Heritage</td>
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<td>• Promote further extensive survey of Culm Measures and Blackdown Hills.</td>
<td>• DCC (HES)/English Heritage</td>
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<td>• Promote fieldwork at Mothecombe.</td>
<td>• DCC (HES)</td>
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<td>• Continuing review of other survey needs.</td>
<td>• DCC (HES)/English Heritage</td>
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<td>• Support the DCC/University of Exeter Community Landscapes Project.</td>
<td>• DCC (HES)/ Exeter University</td>
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<td>and partners</td>
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<td>A 5  Work with English Heritage, DEFRA and others to secure regimes of positive management for vulnerable archaeological sites, and strengthen its capacity to carry out this work.</td>
<td>See A3 above.</td>
<td>Measures to achieve this objective are set out in detail in section AF (Agriculture and Forestry) below.</td>
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<tr>
<td>TOWNS AND SMALLER SETTLEMENTS</td>
<td>DCC’s own role in this is confined to guidance and exhortation.</td>
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<td>TS 1  Promote the protection of important historic features, buildings, street plans and archaeological evidence and encourage the preservation of the historic character of the county’s towns and smaller settlements.</td>
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<td>• Establish dialogue with District Councils, National Parks and other bodies engaged in change in the town and village environment.</td>
<td>• DCC (HES)District Councils/ National Parks</td>
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<td>• Support the creation of lists of buildings of local significance where appropriate.</td>
<td>• DCC (HES)/ District Councils/National Parks</td>
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| TS 2  Promote the identification and analysis of historic character and local distinctiveness in smaller settlements, and seek their maintenance in new development and in highway works in villages. | Local distinctiveness is easily lost as a consequence of the standardisation of design in private and public realms. | • In conjunction with District Councils, foster high quality in the programme of Conservation Area Appraisals, and ensure that archaeological considerations are included as per English Heritage guidance.  
• Encourage the development of Supplementary Planning Guidance.  
• Ensure inclusion of these aspects in DCC Environmental Audit process. | • DCC HES/English Heritage/District Councils  
• DCC HES/District Councils  
• DCC HES and ECG |
| TS 3  Seek the appropriate recording of the archaeological and historic building resource where threatened by unavoidable but potentially damaging development. | The historic resource is irreplaceable and therefore should not be lost or destroyed without record. | • Maintain and strengthen the capacity of the HES to examine and effectively to comment on the archaeological dimension of planning applications as required under PPG16, and other proposals having an impact on Devon's HE. | • DCC (HES) |
| TS 4  Ensure that both below- and above-ground dimensions of the historic environment in towns are appropriately reflected in all Development Plans, Conservation Area Appraisals, Heritage Economic Regeneration Schemes, Townscape Heritage Initiatives etc. | The majority of such studies and plans are not prepared by the HES. Success in this Objective will therefore depend on achieving dialogue with other bodies and input to or influence in their plan production. At present SMR resources do not permit positive archaeological contribution to Conservation Area Appraisals, and advice on how this should be achieved is not usually followed. | • Endeavour to influence the scoping of such plans through dialogue, seminars, promulgation of best practice, etc.  
• Consider developing the capacity to provide direct archaeological input into these studies. | • DCC (HES) , English Heritage/ District Councils/ National Parks  
• DCC (HES) |
| TS 5  Ensure that awareness of Devon's rich historic environment plays a full part in developing the regeneration potential of Devon's historic towns and settlements. Instigate and support intensive or extensive surveys of Devon's major towns, market towns and coastal resorts. | Some regeneration initiatives in the past have not always taken cognisance of the historic environment dimension. It is sometimes hard to ensure that historic environment input is sought and available at an early enough stage in the development of the project. | • Explore the possibility of carrying out an `Extensive Urban Survey' with English Heritage grant aid.  
• Explore the possibility of market town/coastal town surveys with Objective 2 support.  
• Endeavour to provide appropriate input to regeneration plans developed by third parties. | • DCC (HES)/English Heritage  
• DCC (HES)/English Heritage  
• DCC (HES) |
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<td>TS 6</td>
<td>Apart from its own estate, DCC can only be effective in this area through influencing the decisions of others.</td>
<td>• Develop and make available appropriate design advice, and enter into dialogue with District Councils and National Parks &lt;br&gt; • Develop appropriate polices and guidance. &lt;br&gt; • Provide appropriate advice in Local Plan process.</td>
<td>DCC (HES)/urban design team &lt;br&gt; DCC (HES)/urban design team &lt;br&gt; DCC (HES)/urban design team</td>
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<tr>
<td>TS 7</td>
<td>Apart from its own estate, DCC can only be effective in this area through influencing the decisions of others.</td>
<td>• Address in comments on draft Local Plans.</td>
<td>DCC</td>
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<td>TS 8</td>
<td>DCC has a crucial role as the Highway Authority responsible for maintenance and improvement of the public highway.</td>
<td>• Ensure that enhancement is fully included within the Environmental Audit process. &lt;br&gt; • Maintain dialogue with urban design team. &lt;br&gt; • Maintain dialogue with District Councils and National Parks.</td>
<td>DCC urban design team &lt;br&gt; DCC (HES)/urban design team &lt;br&gt; DCC(HES)/District Councils/ National Parks</td>
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<td>TS 9</td>
<td>Traditional farm buildings are under considerable threat from redundancy and conversion.</td>
<td>• Identify fully the extent and nature of the county’s traditional farm building resource. &lt;br&gt; • Promote policies for the best conservation of this resource.</td>
<td>DCC(HES)/ District Councils/ National Parks/English Heritage &lt;br&gt; DCC(HES)/ District Councils/ National Parks/English Heritage</td>
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<tr>
<td>GREATER HOUSES AND THEIR SETTINGS</td>
<td>At present this is a 'non statutory' designation by English Heritage</td>
<td>• Press for this in responses to government consultations.</td>
<td>DCC (HES)</td>
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<td>GH 1</td>
<td>Important sites are still not included in the Register.</td>
<td>• Maintain dialogue and develop a programme to review this.</td>
<td>DCC (HES)/English Heritage/Devons Garden Trust</td>
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<td>GH 3 Maintain a 'local list' of parks and gardens so that the protection of these can be encouraged.</td>
<td>Integrating existing drafts into emerging Historic Environment Record. Keep this up to date.</td>
<td>DCC HES DCC HES / Devon Gardens Trust</td>
<td></td>
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<td>GH 4 Identify those parks and gardens where restoration would be appropriate and encourage such restoration.</td>
<td>Develop proposals for such a study. Investigate the potential for the restoration of Stover Park.</td>
<td>DCC (HES)/English Heritage/Devon Gardens Trust/ District Councils/ National Parks DCC (HES) Stover Country Park</td>
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<tr>
<td><strong>INDUSTRIAL ARCHAEOLOGY</strong></td>
<td><strong>This is a complex issue being undertaken with numerous other partners.</strong></td>
<td>Continue appropriate input to programme and specialist advocacy for Devon areas. Develop public awareness of proposals. Explore regeneration potential for Devon. Promote targeted Conservation study of Tavistock to inform future management of WHS resource.</td>
<td>DCC (HES) DCC (HES)/West Devon BC/Tamar Valley Countryside Service/Dartmoor National Park Cornwall County Council study West Devon BC/DCC/English Heritage/ South West Regional Development Agency</td>
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<td>IA 1 Support the 'Cornwall and West Devon Mining Landscape' World Heritage Site Bid and the implementation of its management plan after inscription.</td>
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<tr>
<td>IA 2 Work with partner agencies to promote the conservation, management, recording and interpretation of Devon’s historic industrial resource.</td>
<td>There are a number of discrete bodies carrying out valuable work with whom DCC are not always in communication. Provide input to English Heritage Monument Protection Programme. Promote further surveys as necessary, including using the development control process to require these in appropriate circumstances. Maintain close liaison with other land management bodies, whether owners or local authorities, to emphasise the importance of the resource.</td>
<td>DCC (HES) (see A5) DCC (HES) and partners DCC (HES)/English Heritage</td>
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<td>IA 3</td>
<td>Continue to advise the relevant local authorities, national agencies and land managers on the historic environment implications of Mineral Planning Applications, Review of Old Mineral Permissions, land reclamation schemes and other forms of development or management of former industrial or 'brownfield' sites.</td>
<td>• Maintain existing planning inputs, and where appropriate contribute relevant polices to Local Plans.</td>
<td>DCC (HES)/ District Councils/ National Parks</td>
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<td>IA 4</td>
<td>Strengthen its own expertise in the area of industrial archaeology.</td>
<td>• Bear in mind in making new appointments. • Consider consultancy if necessary.</td>
<td>DCC (HES)</td>
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**LAND TRANSPORT**

<p>| LT 1 | Seek to emphasise the historic significance of Devon's highway network. Continue to ensure that decisions on changes to highways are properly informed by an understanding of their historic significance and character, and to ensure that such changes respect local distinctiveness in their design and materials. | • Ensure this forms part of design and environmental audit process for DCC. • Liaise with Highways Agency and others on trunk road schemes. | DCC ECG/(HES)/Environmental Audit |
|      | Devon has a particularly significant and historically interesting highway network. | • Maintain the Environmental Audit process. • Review the management requirements of such features. | DCC (HES)/ Environmental Audit |
| LT 2 | Protect historic highway artefacts. | See LT1 | DCC Network Maintenance/(HES) |</p>
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| LT 3  Ensure that bridge repairs are in sympathy with existing historic character and fabric, and appropriately recorded. | Conflict sometimes arises between the need for repairs to meet contemporary standards with the need to protect historic character. | • Maintain the Environmental Audit process for bridge repair work.  
• Provide specialist design advice. | • DCC (HES)/Audit  
• DCC (HES)/ENGLISH HERITAGE |
| LT 4  Maintain and strengthen an effective internal audit procedure on County Highway development and maintenance projects. | DCC must maintain the highest standards with regard to the historic environment in its projects. | • Maintain and extend where appropriate the existing Environmental Audit process. | • DCC Network Maintenance/HES/Development Control |
| LT 5  Produce and maintain an up-to-date database of historic roadside features | Some earlier work in this area has not been followed through. | • Review state and adequacy of previous inventory of historic roadside features.  
• Consider whether this should be integrated in the emerging Historic Environment Record or maintained by Network Maintenance. | • DCC (HES)/ Network Maintenance  
• DCC Network Maintenance/HES |
| LT 6  Continue to work with English Heritage on the statutory protection of the most important highway structures and roadside features. | See A 5. | • See A 5 | |
| LT 7  Ensure that within its own highway proposals it will observe best practice in evaluating and mitigating impacts on the fabric and character of the historic environment. | See LT 4 | • Expand dialogue between Historic Environment and design staff.  
• Maintain the Environmental Audit process.  
• Where necessary, commission assessments and evaluations as part of the EIA process, and obtain any necessary mitigation measures. | • DCC Engineering Design Group/HES  
• DCC Audit  
• DCC Engineering Design Group/HES |
### OBJECTIVES

| LT 9 | Seek to promote restoration schemes and modern recreational uses which are not harmful to and which enhance the historic character and fabric of canals. |

| ISSUES | Significant work is currently proposed for historic canals (e.g. under HLF funding) yet proposals often by-pass the planning system. |

| ACTIONS- FIVE YEAR PROGRAMME | • Develop mechanisms for early consultation on proposals affecting historic canals.  
• Use external specialists to evaluate such proposals if necessary, to ensure no loss of historic integrity is involved.  
• Support proposals for the conservation and enhancement of the Grand Western, Stover, Bude and Tavistock Canals. |

| By whom | • DCC (HES) and partners  
• DCC (HES)  
• DCC (HES)/Countryside Policy Team/ Grand Western Canal, Stover countryside Park and partners. |

### RELIGIOUS SITES

| R 1 | Promote the recognition of Devon’s churches, chapels and former monastic houses as a crucial component of the county’s historic environment. |

| ISSUES | In most Devon parishes the church is the oldest and most important building and the original focus of the community. |

| ACTIONS- FIVE YEAR PROGRAMME | • Strengthen the HER’s coverage of this resource, by commissioning surveys.  
• Promote appropriate Local Plan policies.  
• Consider whether additional survey of this resource is required.  
• Encourage awareness among religious authorities, District Councils, National Parks and owners of religious buildings, of the exceptional quality of Devon’s heritage of religious buildings. |

| By whom | • DCC (HES)  
• DCC (HES)  
• DCC (HES) (possible resource implications)  
• DCC (HES)/religious authorities/District Councils/National Parks (HES) |

| R 2 | Encourage the proper consideration (following the principles of PPG 15 and PPG 16) of the historic and archaeological value of Devon’s churches and chapels in proposals for their repair, alteration and conversion, and seek to ensure proper recording. |

| ISSUES | Many changes can be very destructive of historic detail and evidence. |

| ACTIONS- FIVE YEAR PROGRAMME | • Identify such proposals through the normal development control process, and offer appropriate advice to Local Planning Authorities.  
• Provide advice on the need for, nature and scope of recording of historic fabric and archaeological deposits. |

| By whom | • DCC  
• DCC (HES) and specialists |
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| R 3 Advise the church and chapel authorities in seeking the best solutions for the future of their historic buildings. | It is most important that a historical approach informs functional decision-making. | • Participate in the Anglican Diocesan Advisory Committee process, providing informed contributions.  
• Offer advice to both church and Local Planning Authorities through development control process.  
• Seek to expand dialogue with both established and other churches and faiths. | • DCC (HES)  
• DCC (HES)  
• DCC (HES) |
| R 4 Monitor the effectiveness of the current procedures associated with ecclesiastical exemptions in protecting the historic aspects of churches and their environs, and seek to maintain links with the relevant authorities. | In some cases there are still problems in ensuring that changes made to fabric are adequately recorded. | • Consider the establishment, in partnership with English Heritage, of a project to explore this topic. | • DCC (HES)/English Heritage |

**DEFENSIVE SITES**

| D 1 Encourage the preservation, positive management and interpretation of Devon’s defence heritage. | Devon has an important defence heritage of many periods. | • Expand dialogue with the Ministry of Defence.  
• Develop a project to offer positive management advice to owners/occupiers of important defence sites no longer in military use (relates to A5, etc). | • DCC (HES)/English Heritage/ MoD/ District Councils/National Parks  
• DCC (HES)/ENGLISH HERITAGE |
<p>| D 2 Raise awareness of the diversity and importance of Devon’s defensive sites. | Some aspects of the historic significance of the defence heritage are not always recognised. | • Ongoing dialogue with District Councils, local amenity societies etc. | • DCC (HES) |</p>
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| D3  Develop proposals to enhance public awareness of Devon’s rich 20th century defence heritage. | While features such as pillboxes, military airfields etc are more appreciated than perhaps 20 years ago, they pose particular management issues. As very evocative remains of a major episode in British history, their physical survival and recognition is important. | • Ensure all material from Defence of Britain project and local surveyors is incorporated into the HER.  
• Contribute to programmes for statutory protection of these sites.  
• Build on results of Plymouth Defences Survey.  
• Develop site management proposals for important sites.  
• Develop schemes of interpretation for Taunton Stop Line, military airfields etc.  
• Encourage and foster further survey and research in this area. | • DCC (HES)  
• DCC (HES)/English Heritage  
• DCC (HES)  
• DCC (HES) and partners  
• DCC (HES) and partners |

| PALAEOENVIRONMENTAL ARCHAEOLOGY  
  P1  Seek to identify, protect and record the palaeoenvironmental resource. | Waterlogged deposits such as peat preserve parts of the archaeological record which do not survive in any other circumstances. | • Review existing records.  
• In conjunction with partners, develop schemes of survey to rectify gaps in knowledge.  
• Commission surveys.  
• Upgrade the HER in this area. | • DCC (HES)  
• DCC (HES)/English Heritage/ others  
• DCC (HES)/English Heritage  
• DCC (HES) |

| P 2  Ensure that the palaeoenvironmental resource is considered integrally with other aspects of Devon’s historic environment in decisions affecting land management and land use change. | This aspect of the historic environment is not always recognised. | • Include this dimension in development control and other land use change consultations.  
• Provide appropriate policies for inclusion in Local Plans, in guidance documents, and in the regulations of grant giving bodies and other relevant bodies. | • DCC (HES)/ District Councils/National Parks  
• DCC (HES)/ District Councils/National Parks and partners |
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<td><strong>THE MARINE AND COASTAL HISTORIC ENVIRONMENT.</strong></td>
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| M 1 Seek to identify, survey, and record the marine and coastal archaeological and historic resource, to protect it from damage by development and by natural forces, and to secure its positive management. | At present the HER is strikingly weak in this area. English Heritage has recently expanded its responsibility in this area, which may strengthen provision of information and advice. The threats to this resource are increasing | • Review existing records.  
• In conjunction with partners, develop schemes of survey to rectify gaps in knowledge.  
• Commission surveys.  
• Upgrade HER. | • DCC (HES)  
• DCC (HES)/English Heritage/ marine organisations  
• DCC (HES)/English Heritage  
• DCC (HES) |
| M 2 Ensure historic environment input to coast and estuary management services and to the Environment Agency in the production of coast and estuary management plans. | Policy and resource problems often mean that the historic environment is insufficiently integrated in such plans. | • Establish more robust working links with coastal services and other bodies involved in managing coastal areas with protective designations, and establish appropriate input to estuary and other coastal management plans.  
• Continue to maintain links with English Nature’s Oil Spill Emergency Planning Group. | • DCC (HES)  
• DCC (HES)/English Nature |
| M 3 Encourage national, regional and local agencies, local interest groups and diving groups in the implementation of codes of conduct regarding maritime archaeology. | At present there is insufficient dialogue with sport divers, and the historic environment dimension of other coastal management policies is not adequately appreciated. | • Promote dialogue with diving groups. | • DCC (HES) |
| **NATURAL PROCESSES** | | | |
| NP 1 Anticipate and monitor the impact of natural processes on the historic environment. Where such threats cannot be controlled or mitigated, appropriate archaeological recording will be sought in partnership with relevant authorities and agencies. | Natural change is inevitable and can often be detrimental to the historic environment. | • In conjunction with other bodies, carry out scoping exercise to understand areas of concern.  
• Subsequently develop management strategy and mitigation measures.  
• Ensure consideration of the impacts of flooding on the built heritage within the DCC Emergency Plan. | • DCC various parts/English Heritage/ English Nature/Environment Agency  
• As above  
• DCC (HES)/ Emergency Planning Officer) |
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<td><strong>AGRICULTURE AND FORESTRY</strong></td>
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| AF 1 Work with national, regional and local partners to identify, protect, and promote the rural historic environment. | A high proportion of all Devon’s cherished historic sites and landscapes are to be found in the rural environment. | • Maintain and strengthen existing activities and partnership links in this field.  
• Continue to monitor proposals for hedgerow removal. | • DCC (HES)  
• DCC(HES/Countryside Management/District Councils/ National Parks |
| AF 2 Strengthen its own capacity to provide positive management advice. | This work is expanding greatly, and the demand for such advice is about to expand further due to changes in the agri-environment schemes. | • Secure the future of the Countryside Historic Advice post at present due to end in June 2003.  
• Establish additional post to meet demand for advice adequately and to permit proactive work.  
• Develop measures to expand historic buildings advice in AE schemes (see also TS9). | • DCC and/or English Heritage  
• DCC and/or English Heritage  
• DCC (HES) |
| AF 3 Promote the removal of vulnerable archaeological sites from cultivation and their benign management. | See A5 | • Provide positive advice to DEFRA, and proactively encourage occupiers of sensitive sites and buildings to enter into management agreements. | • Dependent on AF2. |
| AF 4 Ensure the proper integration of historic environment considerations in agri-environment schemes, at policy and delivery levels. Provide archaeological management advice to landowners, statutory undertakers, and partner organisations involved in the agri-environment programmes. | This is one of the most important ways in which DCC can conserve the historic environment resource. | • Engage with development of AE schemes at policy level nationally and locally.  
• Maintain adequate staffing to ensure proper input to all scheme proposals. | • DCC (HES) continuing  
• See AF2 |
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| AF 5  Continue to provide advice to landowners and land managers, including the national forestry agencies, on the management of existing woodland, new planting schemes and energy crops. | Tree cultivation (and that of novel crops) can have a seriously damaging effect upon the above-ground and buried archaeological resource. | • Engage with all relevant public and private bodies to ensure that adequate management advice is available.  
• Press at policy level for the need for archaeological assessment in advance of determination of tree planting proposals in areas of high archaeological potential, and for grant aid only to be available where proposals are not damaging. | • DCC (HES)  
• DCC |
| AF 6  Support the introduction of whole farm management plans, integrating historic environment considerations with other environmental management issues. | Only by taking an integrated approach to the historic environment on a particular farm can maximum benefit to the historic environment be achieved. | • Input at policy level to development of new agri-environment schemes.  
• Use Entry Level pilot scheme to develop new approaches.  
• Endeavour to pilot other approaches in both existing ESA/CSS and for new schemes. | • DCC (HES)/DEFRA  
• DCC (HES)/DEFRA  
• DCC (HES)/DEFRA/ENGLISH HERITAGE |
<p>| AF 7  Promote the identification and protection of the historic environment on its farm estate. | DCC does not have a full picture of its own historic resource within the County Estate. | • Prepare and execute implementation programme for survey and management plans as agreed in the revised Management Strategy Document for the County Farms Estate. (See section CE) | • DCC (HES)/Property Practice |
| AF 8  Support research into the mitigation of damage caused by agricultural activity to archaeological sites. | Agriculture is the single greatest cause of loss of archaeological sites in the countryside. | • Continue DCC input into the design and implementation of such research commissioned by English Heritage, DEFRA and other bodies. | • DCC (HES) |</p>
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<td>C 1 Oppose development that would harm the most important archaeological sites, historic buildings, settlements and landscapes.</td>
<td>Much of the HES’ input is through advice to third parties. The soundness and authority of advice to planning authorities and others is crucial to the conservation of key elements of the Historic Environment.</td>
<td>• Ensure appropriate and sound responses to consultations on strategic and Local Plan planning proposals, on other policies affecting the Historic Environment, and on individual proposals as appropriate, whether within or outside the planning process.</td>
<td>• DCC/ District Council/National Parks/ Development Agencies etc</td>
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<tr>
<td>C 2 Monitor all development proposals in the county in order to assess their impact on the historic environment.</td>
<td>A core task on the landscape and archaeological, but not the buildings, side.</td>
<td>• Achieve and maintain adequate levels of staffing for DC task.</td>
<td>• DCC (HES)</td>
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<tr>
<td>C 3 Identify, record and interpret archaeological sites, townscapes, historic buildings and historic landscape character as an aid to effective planning control, and provide accessible advice and information on these internally and to other local planning authorities, developers, statutory undertakers and others.</td>
<td>The full identification of the historic resource is an essential pre-requisite for its protection. The full dissemination of this information to all involved in the development process will help to ensure that the historic environment will be properly considered.</td>
<td>• Continue to accession into the County Sites and Monuments Register (becomes HER) all available information on the historic environment in Devon. (see KO3) • Continue to provide appropriate information from the County HER to all those involved in the development process. • Complete the historic landscape characterisation of Devon.</td>
<td>• DCC (HES) • DCC (HES) • DCC (HES)</td>
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<td>C 4 Develop partnerships with the national heritage agencies, local planning and conservation authorities, amenity groups and local communities in order to integrate efforts to protect the historic environment.</td>
<td>Pressure on staff time can inhibit maintaining full dialogue with all relevant parties.</td>
<td>• Ongoing task.</td>
<td>• DCC (HES)/English Heritage/ District Council/National Parks/ Amenity groups/ Town and Parish Councils etc</td>
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<td>C 5 Promote the sustainable reuse of historic buildings and structures.</td>
<td>Virtually all buildings require a use to make them viable.</td>
<td>• Support Buildings at Risk surveys and seek to find new uses for buildings identified in these surveys.</td>
<td>• DCC (HES) District Council/National Parks.</td>
</tr>
<tr>
<td>C 6 Ensure that future development plans, or their successors, contain appropriate and robust policies on planning and the protection of the historic environment.</td>
<td>A policy base is essential for full protection of the historic environment.</td>
<td>• Ongoing task.</td>
<td>• DCC (HES)/ District Council/National Parks</td>
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<td>C 7 Develop a strategy for the recording of historic buildings and encourage its adoption by Devon’s local authorities.</td>
<td>Adequate building recording as advised in PPG15 is not currently fully achieved.</td>
<td>• Construct and promote a policy and detailed advice on building recording.</td>
<td>• DCC (HES)/ District Council/National Parks.</td>
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<tr>
<td>C 8 Promote higher standards in archaeological and building recording commissioned by developers, and better provision for the archiving and publication of the results of such work.</td>
<td>Such work is of little value unless to adequate standards.</td>
<td>• Strengthen capacity provide detailed Briefs for work. • Strengthen capacity to monitor work in progress. • Strengthen oversight of subsequent report production and publication where appropriate.</td>
<td>• DCC (HES) • DCC (HES) • DCC (HES)</td>
</tr>
<tr>
<td>C 9 Secure better arrangements for the publication, storage of records and finds from archaeological excavations and building recording work commissioned by developers.</td>
<td>This is now a problem of national concern.</td>
<td>• Engage with English Heritage /Area Museums Council/individual museums/archaeological units and building recording contractors to address this problem. • Address final deposition of records and finds rigorously through planning conditions.</td>
<td>• DCC (HES) and partners • DCC (HES) and planning authorities</td>
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<td>CARE AND REPAIR OF BUILDINGS</td>
<td>There is no up-to-date information on Buildings at Risk in the county.</td>
<td>• Promote Buildings at Risk surveys</td>
<td>• DCC (HES)/English Heritage/ District Councils/National Parks</td>
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<td>CR 1 Support programmes to identify, rescue and repair Buildings at Risk.</td>
<td>The skilled use of the right materials is essential to the long-term survival of historic buildings.</td>
<td>• Promote information on best repair practice through publication. • Support specialist organisations involved in building repair. • Ensure that DCC grant-aided work is carried out to proper standards.</td>
<td>• DCC (HES) District Council/National Parks • DCC (HES) and partners • DCC (HES)</td>
</tr>
<tr>
<td>CR 2 Seek to ensure through advice and publication that repairs to historic buildings are carried out using appropriate techniques and materials and are not damaging to their character and fabric.</td>
<td>CR2 is dependent on appropriate materials being available.</td>
<td>• Assist and encourage existing and new suppliers of local and traditional building materials.</td>
<td>• DCC (HES)</td>
</tr>
<tr>
<td>CR 3 Encourage the supply of suitable materials for the repair of historic buildings.</td>
<td>These are fundamental actions in the protection of the built historic environment.</td>
<td>• Support thematic surveys of historic buildings. • Encourage more recording and participation in survey by informed volunteers. • Identify those areas of the built environment most at threat from contemporary pressures. • Support dendrochronology research in Devon. • Promote policies for the protection of the built historic environment.</td>
<td>• DCC (HES)/ English Heritage/ District Councils/ National Parks • DCC(HES)/ County Societies • DCC(HES)</td>
</tr>
<tr>
<td>CR 4 Promote policies for the identification, protection and recording of historic buildings in the county.</td>
<td>Even relatively small amounts of funding for building repair can be very effective.</td>
<td>• Support on-going and future Heritage Economic Regeneration Schemes, Townscape Heritage Initiatives and other partnership schemes for building repair.</td>
<td>• DCC/(HES)/English Heritage/HLF/ District Councils/National Parks</td>
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<td>CR 6</td>
<td>Inform and educate the owners of historic buildings, builders and other craftsmen, and the general public on the value and significance of historic buildings and on the best techniques and approaches for their repair and maintenance.</td>
<td>The availability of good information is vital to ensure that buildings are fully cared for and properly repaired.</td>
<td>Publish and disseminate information on historic buildings. Promote a Devon Building Centre in partnership.</td>
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<td>MINERAL WORKING AND WASTE MANAGEMENT</td>
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<td>MW 1</td>
<td>This is a primary responsibility of DCC as Mineral and Waste Planning Authority.</td>
<td>Ensure the excellence of County Council policies in the Mineral and Waste Local Plans. Ensure full historic environment input to new applications and to ROMPs cases. Respond to changes in historic environment policies in the Inspector’s report on the Minerals Local Plan. In particular, guide the preparation of the historic environment aspects of the Environmental Statement for the SW Dartmoor china clay area.</td>
<td>DCC</td>
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<td>MW 2</td>
<td>Sometimes the archaeological dimension can be overlooked in the decision-making process.</td>
<td>Ensure satisfactory planning conditions/Section 106 agreements etc.</td>
<td>DCC (HES)/Mineral and Waste Planning Authority</td>
</tr>
<tr>
<td>MW 3</td>
<td>Integrated conservation opportunities should be maximised.</td>
<td>Ensure satisfactory planning conditions/Section 106 agreements etc.</td>
<td>DCC (HES)/ Mineral and Waste Planning Authority</td>
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<td>MW 4 Work with English Heritage and other partners, including local community groups, to identify and develop historic environment focussed initiatives utilising the Landfill Tax and the Aggregate Levy Fund.</td>
<td>To date the allotment of such funding has sometimes been opaque.</td>
<td>• Continue to participate (with University of Exeter and others) in the development of the proposal for study of the archaeological potential of gravel areas in the South West, under the Aggregate Levy Fund.</td>
<td>DCC/English Heritage/Univ. of Exeter and others</td>
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<td>THE COUNTY ESTATE</td>
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<td>CE 1 Establish sound mechanisms for the identification and management of the Historic Environment resource in the County's own Estate.</td>
<td>The historic resources of the County Estate, particularly in the areas of archaeology and farm buildings, have never properly been assessed so as to be able to ensure their proper care and protection</td>
<td>• Identify all elements of the historic environment which are in the ownership or care of Devon County Council. • Agree policies and mechanisms for their protection. • Monitor regularly the condition of these elements. • Implement emerging English Heritage Guidance Making the Most of our Heritage: Managing the Civic Estate</td>
<td>DCC (HES)/Property Practice DCC (HES)/Property Practice DCC (HES)/Property Practice DCC (HES)/Property Practice</td>
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| **THE DEFENCE ESTATE** | Operational pressures can conflict with conservation objectives. | • Work with the Defence Estates Organisation and individual military land managers to establish provision for the positive management of the historic environment.  
• Support production of management plans for the HE of the Defence Estate.  
• Encourage survey and assessment of the historic environment of those parts of the Defence Estate that are under potential threat of damage or change of use but are not the subject of management plans.  
• Provide specialist advice on survey requirements for landscapes, sites and structures.  
• Provide information from Devon HER as needed.  
• Encourage the Defence Estates Organisation to give due consideration to the protection of historic buildings and structures when undertaking repair and safety works. | • DCC (HES)/English Heritage  
• DCC (HES)/English Heritage/Defence Estates Organisation  
• DCC (HES) Defence Estates Organisation  
• DCC (HES)  
• DCC (HES) / Defence Estates Organisation |
| **TRANSPORT, INFRASTRUCTURE AND UTILITIES** | Procedures that do exist are not always followed at present. | • Provide high quality advice to DCC and outside bodies.  
• Continue dialogue with SWW, Transco and other utilities and offer guidance on existing and proposed codes of practice.  
• Expand dialogue with DCC Local Service Groups.  
• Monitor the implementation and review effectiveness of codes of practice. | • DCC (HES)  
• DCC (HES)/ENGLISH HERITAGE/Utilities  
• DCC (HES)/ Local Service Groups  
• DCC (HES) |
<table>
<thead>
<tr>
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<th>ACTIONS - FIVE YEAR PROGRAMME</th>
<th>By whom</th>
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</table>
| **TI 2** As a Highway Authority and in partnership with other national and local agencies work to minimise the impact of transport developments (including proposals for new roads) on the historic environment. | Many problems can be resolved by satisfactory consultation at an early stage. | • Ensure that DCC environmental audit process is effective.  
• Continue discussions within and outside DCC on highway proposals.  
• Monitor more effectively the archaeological dimension of proposals and schemes. | • DCC EDG/(HES)/Audit  
• DCC (HES)  
• DCC (HES) |
| **TI 3** Encourage early consultation on route planning and make available historic environment information to assist decision-making. | Sometimes strategic consideration of roads does not involve the DCC HES at an early enough stage (e.g. South West Area Multi Modal Study (SWARMMS), Sustrans) | • Endeavour through dialogue and influence to ensure that Historic Environment considerations are fully taken on board at as early a stage as other environmental considerations.  
• Develop measures for provision of information. | • DCC at both strategic highway and (HES) levels.  
• DCC (HES) |
| **TI 4** Work with highways authorities, partner agencies and the utilities to design and monitor the implementation of appropriate excavation and recording programmes for archaeology and the built environment where these will be affected by highway works. | As TI 2. | • Endeavour to be more fully engaged in South West Area Multi Modal Study (SWARMMS) process.  
• Endeavour to keep in touch with developments on A303.  
• Continue to oversee the rescue archaeology programme for Barnstaple Western Bypass.  
• Design and oversee the revision of EIA for Kingskerswell Bypass and subsequent mitigation work.  
• Seek to strengthen Environmental Audit in relation to small-scale highway improvement schemes.  
• Seek to integrate Environmental Audit (including Historic Environment) into planning for South West Cycle Network. | • DCC (HES)  
• DCC (HES)/EDG/Parsons Brinckerhoff  
• DCC (HES)/Engineering Design Group/ Parsons Brinckerhoff  
• DCC (HES)/Engineering Design Group/ Parsons Brinckerhoff  
• DCC (HES)/Engineering Design Group/Local Service Groups  
• DCC (HES)/EDG/ Local Service Groups |
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<tr>
<td><strong>TOURISM</strong></td>
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<tr>
<td><strong>TO1</strong> Work with national, regional and local partners to promote the appropriate use of Devon’s historic environment as a recreational and educational resource.</td>
<td>The historic environment is a key but fragile element in the County’s heritage.</td>
<td>• Liase with tourism bodies on the use of appropriate areas of the historic environment for tourism (this issue is also addressed in the Tourism RAP).</td>
<td>• DCC (HES)</td>
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<tr>
<td><strong>TO2</strong> Protect the historic environment from inappropriate leisure development and damaging levels of visitor pressure.</td>
<td>Unsympathetic or excessive use of the historic environment can cause permanent damage to it.</td>
<td>• Continue to monitor the impact of tourism proposals on the historic environment (this issue is also addressed in the Tourism RAP).</td>
<td>• DCC (HES)</td>
</tr>
<tr>
<td><strong>TO3</strong> Promote economic regeneration through appropriate tourism based upon the historic environment, provided that this does not compromise the special character of the historic environment.</td>
<td>An approach based upon the historic characterisation of an area can be a sound starting point for regeneration projects.</td>
<td>• Promote visits to suitable historic sites (for instance the Templer Way and sites within the Cornish and West Devon Mining Landscape WHS) through interpretation and restoration where appropriate</td>
<td>• DCC/ Dartmoor National Park/ District Councils</td>
</tr>
</tbody>
</table>

**GLOSSARY**

- ALGAO: Association of Local Government Archaeological Officers
- AONB: Area of Outstanding Natural Beauty
- DCC: Devon County Council
- DCMS: Department of Culture Media and Sport
- DEFRA: Department of Environment Food and Rural Affairs
- EH: English Heritage
- EIA: Environmental Impact Assessment
- GIS: Geographical Information System
- HER: Historic Environment Record
- HER: Heritage Economic Regeneration Scheme
- HES: Historic Environment Service [of Devon County Council]
- ROMPS: Review of Old Mineral Permissions
- SMR: Sites and Monuments Register
# Contacts and Links

<table>
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<tr>
<th>Organisation</th>
<th>Address</th>
<th>Website</th>
<th>Telephone</th>
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<tbody>
<tr>
<td>English Heritage</td>
<td>29, Queen Square, Bristol. BS1 4ND</td>
<td>english-heritage.org.uk</td>
<td>0117 975 0683</td>
</tr>
<tr>
<td>DEFRA Rural Development Section</td>
<td>5, Hanover Court, Manaton Close, Matford Business Park, Exeter. EX2 8QJ</td>
<td>defra.gov.uk</td>
<td>01392 824434</td>
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<tr>
<td>National Trust Devon Office</td>
<td>Killerton, Broadclyst. EX5 3LE</td>
<td>nationaltrust.org.uk</td>
<td>01392 881691</td>
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<tr>
<td>Church of England (Diocesan Advisory Committee)</td>
<td>Diocesan House, Palace Gate, Exeter. EX1 1HX</td>
<td>exeter.anglican.org</td>
<td>01392 272686</td>
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<tr>
<td>Royal Albert Memorial Museum</td>
<td>Queen Street, Exeter. EX4 3RX</td>
<td>exeter.gov.uk/residents/arts/museums/ramm/index.xml</td>
<td>01392 265858</td>
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<tr>
<td>Devon’s Museums</td>
<td></td>
<td><a href="http://www.devonmuseums.net">www.devonmuseums.net</a></td>
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<tr>
<td>Westcountry Studies Library</td>
<td>Castle Street, Exeter. EX4 3PQ</td>
<td>devon.gov.uk/library/locstudy</td>
<td>01392 384216</td>
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<tr>
<td>Devon Archaeological Society</td>
<td>C/o Royal Albert Memorial Museum, Queen Street, Exeter. EX4 3RX</td>
<td><a href="http://www.ex.ac.uk/das">www.ex.ac.uk/das</a></td>
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<td>Devon Historic Buildings Trust</td>
<td>4, Curlew Way, Exeter. EX4 4SW</td>
<td></td>
<td>01392 833846</td>
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<tr>
<td>Devon Gardens Trust</td>
<td>7, The Close, Exeter. EX1 1EZ</td>
<td>devon-gardens.org.uk</td>
<td>01392 252404</td>
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<tr>
<td>Devon Records Office</td>
<td>Castle Street, Exeter. EX4 3PU</td>
<td>devon.gov.uk/dro</td>
<td>01392 384253</td>
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<tr>
<td>Devonshire Association</td>
<td>Bowhill, Dunsford Road, Exeter. EX4 1LQ</td>
<td></td>
<td>01392 252461</td>
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<td>Dartmoor National Park Authority</td>
<td>Parke, Haytor Road, Bovey Tracey, Newton Abbot. TQ13 9JQ</td>
<td>dartmoor-npa.gov.uk</td>
<td>01626 832093</td>
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<tr>
<td>Exmoor National Park Authority</td>
<td>Exmoor House, Dulverton, Somerset. TA22 9HL</td>
<td>exmoor-nationalpark.gov.uk</td>
<td>01398 323665</td>
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<tr>
<td>East Devon District Council</td>
<td>Council Offices, Knowle, Sidmouth. EX10 8HL</td>
<td>eastdevon.gov.uk</td>
<td>01395 516551</td>
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<td>Exeter City Council</td>
<td>Civic Centre, Exeter. EX1 1JN</td>
<td>exeter.gov.uk</td>
<td>01392 277888</td>
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<td>Mid Devon District Council</td>
<td>Ailsa House, Tidcombe Lane, Tiverton. EX16 4DZ</td>
<td>middevon.gov.uk</td>
<td>01884 255255</td>
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<tr>
<td>North Devon District Council</td>
<td>The Museum of Barnstaple and North Devon, The Square, Barnstaple. EX32 8LN</td>
<td>northdevon.gov.uk</td>
<td>01271 388392</td>
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<td>South Hams District Council</td>
<td>Follaton House, Plymouth Road, Totnes. TQ9 5NE</td>
<td>south-hams-dc.gov.uk</td>
<td>01803 861234</td>
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<td>Teignbridge District Council</td>
<td>Forde House, Newton Abbot. TQ12 4XT</td>
<td>teignbridge.gov.uk</td>
<td>01626 361101</td>
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<tr>
<td>Torridge District Council</td>
<td>Riverbank House, Bideford. EX39 2QG</td>
<td>torridge.gov.uk</td>
<td>01237 428700</td>
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<td>West Devon District Council</td>
<td>Kilworthy Park, Tavistock. PL19 0BX</td>
<td>westdevon.gov.uk</td>
<td>01822 813600</td>
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<td>Town and Parish Councils</td>
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<td>devon.gov.uk/terms/parishes.shtml</td>
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