

# Holcombe Conservation Area

Village and Coastal Area



## Management Plan



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TEIGNBRIDGE DISTRICT COUNCIL

# Holcombe Management Plan

## CONTENTS

<b>1.0</b>	<b>Introduction and Statement of Objectives</b>
<b>2.0</b>	<b>The Conservation Area</b>
<b>3.0</b>	<b>Conservation Value</b>
<b>4.0</b>	<b>Proposed Changes to the Conservation Area Boundary</b>
4.1	Holcombe Village
4.2	Holcombe Coastal
	Map: Holcombe Conservation Area Boundary Review
<b>5.0</b>	<b>Threats: Actual and Potential</b>
<b>6.0</b>	<b>Action Points</b>
<b>7.0</b>	<b>Buildings or Sites requiring enhancement</b>
<b>8.0</b>	<b>Grant Schemes</b>
<b>9.0</b>	<b>Planning Policies and Guidance</b>
9.1	National Policy and Guidance
9.2	The Adopted Local Plan and Local Development Framework
9.3	Principle of Sustainability
9.4	Local Plan Policies
<b>10.0</b>	<b>Other Planning Controls and Measures</b>
10.1	Additional Conservation Area Controls
10.2	Article 4 Directions
10.3	Repairs Notice
10.4	Technical Guidance Document and Supplementary Planning Document
10.5	Enforcement
10.6	Trees
<b>11.0</b>	<b>Building Regulations and Historic Buildings</b>
<b>12.0</b>	<b>Enabling Development and Historic Buildings</b>
<b>13.0</b>	<b>Recommendations for Statutory Listing</b>
	<b>List of Photographs and Maps</b>
	<b>Bibliography</b>

## 1.0 Introduction and Statement of Objectives

The Conservation Area Management Plan builds on the descriptions and findings of the Conservation Area Appraisal. By adopting its proposals, utilizing the local plan policies and instigating the additional planning controls, the Council will seek to preserve, enhance and improve the Conservation Area's character and appearance. The Conservation Area Management Plan was adopted by Executive Committee on 14 February, 2013.

## 2.0 The Conservation Area

Holcombe village occupies a secluded setting, near the estuary of the Teign while Holcombe Drive has a coastal setting along the hillside and red cliffs. The Conservation Area is one of thirty-six in the Teignbridge district and was originally designated in December 1972 to cover 1.5 hectares. The modifications proposed in the Appraisal would enlarge the area to 1.97 hectares with an additional 5.05 hectares at Holcombe Drive.

The principle of designating Conservation Areas was established in the 1967 Civic Amenities Act to enable the protection of whole areas of architectural or historic interest, rather than individual buildings.

A Conservation Area is an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance [section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990].

The District Council is obliged to designate these areas and, by section 71 of the Act, to formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas and this combined appraisal and management plan fulfils this statutory duty.

Government policy relating to conservation areas and listed buildings is set out in the National Planning Policy Framework, March

2012, and also the Historic Environment Planning Practice Guidance Note that accompanied the now cancelled Planning Policy Statement 5 – Planning for the Historic Environment. This advises that local authorities should define a Conservation Area's 'special architectural or historic interest' as a basis for local plan policies and development control purposes, and again, this appraisal and management plan fulfils that duty. The format and content accords with the advice and guidance issued by English Heritage (and endorsed by Government) including 'Conservation Area Practice' (1995), 'Conservation Area Appraisals' (1997) and 'Conservation Area Management Plans' (2005/6).

## 3.0 Value of the Conservation Area

Holcombe Village has a strong grouping of thatched and cob dwellings tightly grouped around the main street. Minadab though outside of the Conservation Area marks the entrance to the village. The steeply rising levels along the main street give it the picturesque feel of a traditional Devon village. The leat that runs through it is a strong feature in the village.



Fig 1 Lobster Cottages, Holcombe Village

Holcombe Drive is a later mainly Victorian development of spacious large villas and lodge house which face out onto the estuary and contributes to the setting of the coastal Dawlish to Teignmouth walk. It is knit together with complimentary boundary walls, kerb stones and established planting and trees. Though separated from the main village it represents the development of the village following the advent of the Brunel railway.





Fig 2 Holcombe Drive



Fig 3 Hall Lane

## 4.0 Proposed Changes to the Conservation Area Boundary

While the current boundary of the Village Conservation Area is considered entirely appropriate in terms of including the parts of Holcombe that characterise its tight-knit historic core, there is nevertheless scope for extending it to cover to other parts of the village and include buildings and structures that contribute towards the settlement's special interest and character.

In this regard, the following extensions are considered both desirable and appropriate:

### 4.1 Holcombe Village

4.1.1 To include 14 Fordens Lane as a late (perhaps earlier) Victorian villa that still retains an attractive setting.



Fig 4 14 Fordens Lane

4.1.2 To include Southcot, Hall Lane. The building though modern, sympathetically reflects the local identity of the village in form and materials and attractively adds to the setting of 17-21 Hall Lane.

### 4.2 Holcombe Coastal

4.2.1 To include Sunnylands as a grade II listed building and the Victorian villas and lodge due to their coastal setting, group value, architectural value and due to them representing the development of the village following the introduction of the railway.



Fig 5 Holcombe

## Holcombe Conservation Area

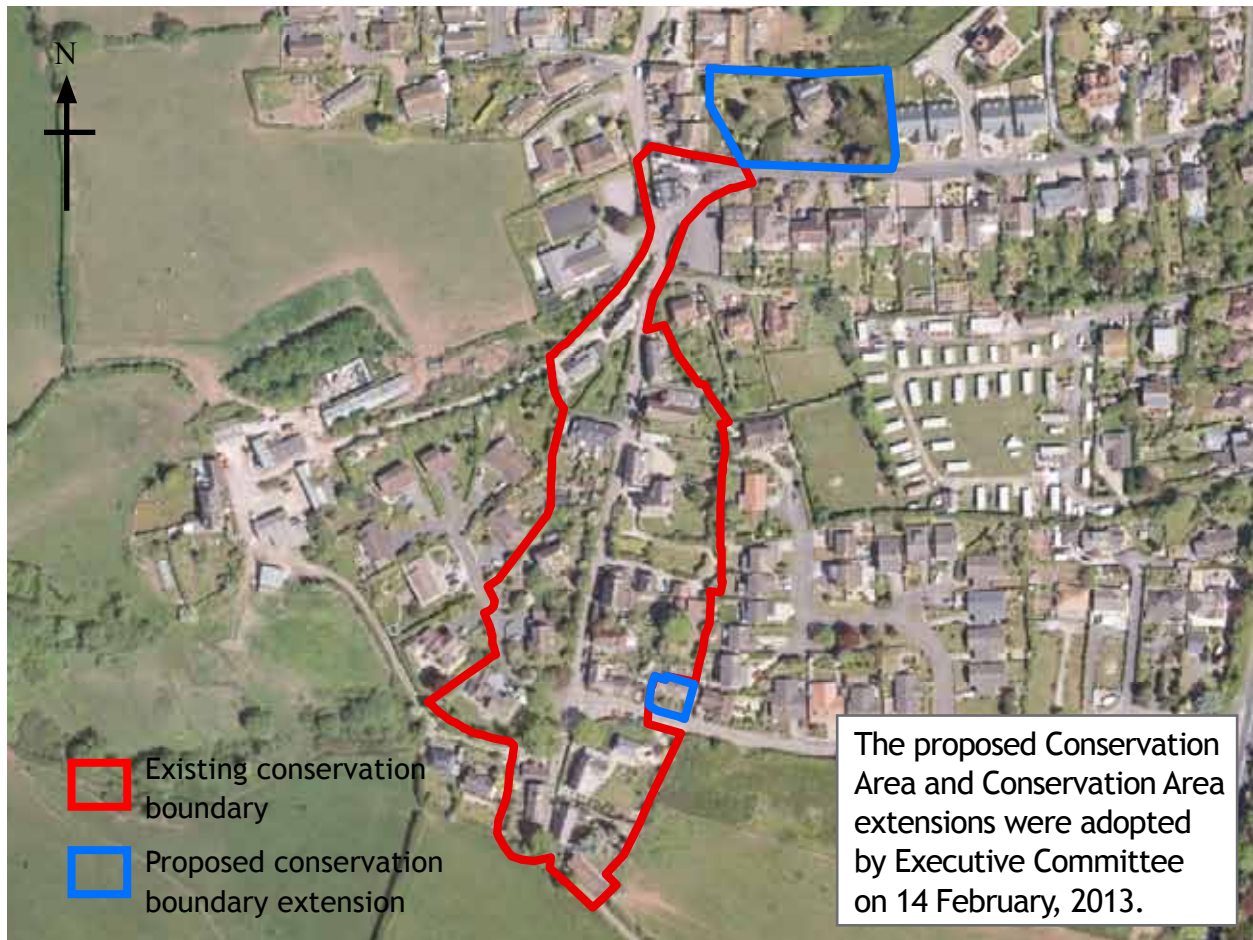


Fig 5a Aerial view of Holcombe conservation area with proposed extensions

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## Holcombe Drive Proposed Conservation Area



Fig 5b Aerial view of Holcombe conservation area with proposed extensions

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## 5.0 Threats: Actual and Potential

The Conservation Area at Holcombe village and coastal area includes a great many buildings and features that contribute positively towards creating the settlement's distinctive character; their architectural qualities may not be regarded as outstanding but they nevertheless resulted in a charming village of typical Devon vernacular with the more affluent coastal area of elegant Victorian villas. These valued attributes are still much in evidence today. The village has been added to with 20th century developments that have not reflected the local style or materials. The Council will seek to encourage a conservative approach in relation to changes in the area (whether proposed or already carried out) with a view to: halting any loss of buildings or features which are of value in terms of their special interest and character and the positive contribution they make towards creating the area's local identity reversing or mitigating the harmful impact of changes already made through works of restoration or re-design resisting proposals that do not strengthen and reinforce the established character and identity of the area in the most fundamental terms, adopting the conservative approach means that features of value should be retained, not removed, and reinstated if already lost; that features which cause harm should be removed or improved, and that new developments should be carried out in a manner that maintains and respects existing characteristics. The following is a list of the major threats towards achieving conservation aims.

- The loss of original architectural joinery, such as panelled timber doors, fascias, but especially vertical-sliding, painted-timber sash windows. In many buildings these represent the principal source of historic and architectural character, so their loss is especially harmful. The harm is doubled, however, when openings are enlarged to create a horizontal emphasis in place of a vertical, and when the replacements are uPVC, aluminium or stained hardwood types which appear wholly incongruous on account of their method of opening (often top-hung), their lack of mouldings

(profiles are usually flat and plain) and their glazing in single panes that sometimes have plastic strips inside the sealed units to create a poor imitation of original glazing bars.

- The loss of distinctive architectural features such as string bands, drip moulds, quoins, door-cases and window surrounds, often occurring when 'repairs' are undertaken, and more conspicuous in terraces where a feature is often repeated. Equally damaging is the introduction of pseudo-historical features and finishes, such as doorcases where none existed before, or trowelled effects in render (other than ashlar lining).
- The loss of curtilage features such as walls, railings and gate piers which form an integral part of a building's character and setting.

The impact is doubly harmful (to both the building's setting and the street picture as a whole) when the garden area exposed is subsequently resurfaced to create a hardstanding for parked vehicles, thus destroying the sense of enclosure that formerly prevailed. On the other hand the erection of high timber fencing against the highway appears wholly incongruous, particularly so the larch-lap panel types which are generally associated with suburban rear gardens.

- The conversion of roof spaces involving their enlargement through the addition of large scale roof extensions (rather than small scale dormer windows) which create the appearance of an additional storey with an incongruous-looking flat roof – or a mansard roof form which may be equally inappropriate.

High-level roof gardens in conspicuous locations can have a particularly jarring impact on a traditional roofscape and should therefore be avoided.

- The construction of roof dormers (where these are acceptable in principle) which do not reflect the pattern of existing historic examples and so fail to reinforce local identity.

- The insertion of roof-lights that are not of a conservation type designed specifically to suit historic buildings and areas which fit flush with the roof slope.
- The loss of chimney stacks which characterise historic roofscapes and often provide clues to a building's age, development and status.
- The deteriorating condition of boundary walls and their repair using non-traditional techniques, alternative materials, unsuitable mortars and inappropriate methods of pointing (such as strap or snail pointing), most of which actually hasten the erosion of the stone.
- The loss of natural roofing slate and its partial or complete replacement with artificial substitutes such as concrete tiles and cement based slates that have none of the variations in size, colour and texture that make natural slates so attractive. Similarly, the loss of cast-iron rainwater goods has a negative impact, particularly when replaced with square-section plastic gutters which lack strength and integrity and appear out of place in an historic setting.
- The erection or creation of garages whose doors face directly onto the highway and the construction of sheds and other outbuildings in prominent garden plots (particularly those visible along the estuary frontage).



*Fig 6 Holcombe Leat*



*Fig 7 Holcombe Drive*

## 6.0 Action Points

- The removal of overhead wires within the main street and undergrounding of cables would greatly enhance the area.
- The maintenance of the leat and its natural landscaping adjacent to it
- The re-introduction of violets even in a minor way within hedgerows would be an attractive feature.
- Discrete cycle racks near public houses would support the local economy.

## 7.0 Buildings or Sites Requiring Enhancement

Many buildings within the Conservation Area are very well maintained. The vacant site at Holcombe drive of one of the former villas is capable of being improved through sensitive development.



## 8.0 Grant Schemes

The operation of grant schemes is often beneficial to achieving the proper repair, restoration and enhancement of historic buildings, particularly so in the case of works which are non-essential in a practical sense, such as the reinstatement of lost architectural features.

Grade I and II\* listed buildings and prominent grade II buildings may be eligible for English Heritage grants.

Enquiries should be made directly to English Heritage.

## 9.0 Planning Policies and Guidance

### 9.1 National Policy Guidance

#### 9.1.1 The National Planning Policy Framework

The way that local planning authorities should discharge their responsibilities towards preserving and enhancing the character and appearance of Conservation Areas is described predominantly in Section 12 of the Planning Policy Framework (NPPF) published by Central Government in 2012. This document published in March 2012 replaces the previous Planning Policy Statement 5 'Planning for the Historic Environment' (PPS 5). However the Historic Environment Planning Practice Guide that accompanied PPS 5 still remains as current guidance.

The NPPF develops further main objectives raised in PPS5. However it now presents a presumption in favour of sustainable development, which needs to meet the stated objectives, principles and policies of the NPPF, that includes giving 'great weight' to conserving heritage assets (paragraph 115). One of the twelve key principles of the NPPF in both plan-making and decision-making is that planning should conserve heritage assets in a manner appropriate to their significance, to ensure that they can be enjoyed by for their contribution to the quality of life enjoyed by this and future generations.

Its paragraphs 6 and 7 promotes a planning

system intended to have an important environmental role, one of three 'roles' along with 'social' and 'economic' that will achieve this sustainable objective, highlighting our built and historic environment for protection and enhancement. Also in paragraph 9, through the NPPF Government intends to pursue sustainable development by seeking positive improvements to the quality of the built and historic environment.

It is comprehensive in its content, continuing to use key terms such as heritage assets being both designated (i.e. Listed buildings, conservation areas and scheduled monuments) and non-designated (ie. those assets that are positively identified as having a degree of significance meriting consideration in planning decisions, such as locally-listed buildings).

It is divided broadly into a series of national planning policy making and development management subject areas. However a notable departure from PPS5 is where the issue of climate change was formerly a specific policy (under HE1), this issue is now dealt with in wider planning terms in the NPPF under Section 10, at the same time as flood risk.

In Section 12 It also brings forward many of the policies developed in PPS5, including objectives such as advocating greater integration of the historic environment into planning policies, with the conservation of the historic environment continuing to be dealt with in a wider, broader sense, meaning that the same joined up approach is followed in the NPPF, irrespective of the type of heritage asset being considered.

In paragraph 126 and 131 of the above document, account should always be taken of the desirability of new development to make a positive contribution towards the local distinctiveness of the historic environment, while maintaining and enhancing the significance of heritage assets, putting them to uses consistent with their conservation. Account should also be taken of the potential for these assets to also contribute towards sustainable communities.

Within paragraph 132, all harm caused

by demolition or by development within the setting of a designated heritage asset (e.g. a Listed building, Conservation Area, Scheduled Monument) 'needs clear and convincing justification'. This justification above is required where loss of a building or other feature of significance is caused that makes a positive contribution to a conservation area. Loss of grade II Listed buildings should be 'exceptional' and of grade I and II\* Listed buildings should be regarded as 'wholly exceptional'.

Physical harm caused to a designated heritage asset or by development within its setting, amounting to total loss of or substantial harm should be refused, and can only be justified in either of the following cases contained in paragraph 133. Firstly where the harm caused is shown to be necessary to deliver public benefits that outweigh the harm, or alternatively where the asset is shown not to be viable and considered better to free up the site rather than maintain the asset. In paragraph 134, where less than substantial harm is caused this should be weighed against public benefits.

Where loss or harm to heritage assets is justified, paragraph 141 requires developers to record and further the understanding of the affected heritage assets as part of any consent given, and any evidence should be made available to the general public. Importantly though, the ability to record historic evidence of affected heritage assets should not be factor to decide where their loss should be accepted.

Where local planning authorities assess enabling development proposals, which would otherwise conflict with planning policies but nevertheless secure the future conservation of a heritage asset, they should consider whether the benefits outweigh the disbenefits of departing from the policies (paragraph 139).

Paragraph 126 of that document also outlines that local plans should set out a positive and proactive strategy for the conservation and enjoyment of the historic environment, as an irreplaceable resource. These plans should acknowledge the following: the

desirability of putting heritage assets into a viable and beneficial use consistent with their conservation; the wider social, cultural, economic as well environmental benefits of conserving the historic environment; new development should make a positive contribution to local character and distinctiveness; and the contribution made by the historic environment to the character of a place which presents opportunities. The Conservation Area Appraisal together with this Management Plan seeks to fulfil these duties.

Paragraph 137 also advises local planning authorities to look for opportunities for new development within Conservation Areas, and within the setting of heritage assets to enhance or better reveal their significance. Favourable consideration should be given to proposals that achieve the above.

Paragraphs 156 and 157 of the NPPF outline that amongst their strategic priorities for each area, local plans should include policies by drawing up a strategy for the conservation and enhancement of both the built and historic environment.

For development management purposes, paragraph 128 outlines the information requirements for applications affecting heritage assets, including any contribution made by their setting, to ensure that the effects upon their significance is outlined and justified by applicants. The historic environment record should have been consulted as a minimum for information on heritage assets affected, which in the case of Devon is maintained by the Devon County Council Historic Environment Service.

Paragraphs 129 and 130 provide guidance on how to consider and assess significance in applications affecting both designated and non-designated heritage assets. If the heritage asset is found to be in a deteriorated state at that time, this should have no bearing upon the outcome of the application where there is evidence of deliberate damage or neglect. A full version of the NPPF can be downloaded via the Central Government website: [www.communities.gov.uk](http://www.communities.gov.uk).

For sourcing historic information needed for applications for listed building and conservation area consent, the Devon County Council Historic Environment Service can be contacted, via the Historic Environment Record on [www.devon.gov.uk](http://www.devon.gov.uk)

Also the National Monument Record (NMR) [www.english-heritage.org.uk/professional/archives-and-collections/nmr/heritage-data/historic-environment-records/](http://www.english-heritage.org.uk/professional/archives-and-collections/nmr/heritage-data/historic-environment-records/) and English Heritage via their 'Heritage Gateway' website [www.heritagegateway.org.uk](http://www.heritagegateway.org.uk) as well as other relevant sources of information on such a 'Heritage Asset'.

### 9.1.2 The Adopted Local Plan and Local Development Framework

Local plan policy is contained within the Teignbridge Local Plan (adopted in 1996), and the Devon Structure Plan, (adopted in 2004), and the merging replacement Teignbridge Local Plan 2013-2033, the latter is described later. These are the statutory development plans for the Teignbridge District (outside the Dartmoor National Park area).

The Government through the Planning and Compulsory Purchase Act 2004 introduced a new planning system aimed at creating a slimmer and flexible system whilst increasing the community engagement in the planning process.

The Act requires the District Council to produce a Local Development Framework (LDF). This comprises a folder of documents to be produced by the Council over a period of time, including

- Development Plan Documents (DPD) – these are the main documents and establish policy towards the use of land
- Supplementary Planning Documents (SPD) – these provide additional guidance to policy contained within the DPDs and could include Conservation Area character appraisals
- Statement of Community Involvement (SCI) – this sets out how the Council will consult on planning matters

- Local Development Scheme (LDS) – this is the project plan for the LDF and shows what documents will be produced and when

### 9.1.3 The Teignbridge Local Plan 2013-2033

The Teignbridge Local Development Framework, through the emerging policies of the Teignbridge Local Plan 2013 -2033 (TLP) is currently (as at November 2012) at the Proposed Submission stage, having been given endorsement at the 21st September 2012 meeting of the Teignbridge District Councils' Full Council. The emerging Policy EN5 Heritage Assets of this Plan is specifically relevant, and is consistent with the sustainable principles and policies set out in the NPPF for protecting the character and significance of heritage assets.

However Policy EN5 also raises the importance of recognizing street patterns to the historic environment, as well as outlining that new development should include enhancement proposals to protect key views, and follow stated actions identified within Conservation Area Character Appraisals and Management Plans.

Policy S2 – Quality Development of the TLP requires new development to be of a high quality design. Amongst other characteristics should respond to the wider context of the site, and integrate with, and where possible enhance the character of the adjoining built environment, particularly affected heritage assets.

Under Policy S12 – Tourism, The Council will promote a growing and sustainable tourism sector by supporting proposals that amongst other factors achieve the enhancement of the environment and local distinctiveness to include heritage with the objective of increasing attractiveness to visitors.

Policy EC9 – Developments in Town Centres seeks for development in such locations to capitalise on heritage assets to support regeneration, encourage visitors and secure environmental improvements for the visitor and shopping experience.

Policy EC12 - Tourist Attractions. This



Policy aims to support tourism expansion, and visitor attractions will be acceptable in principle where they involve sensitive adaption of buildings of historic interest and character.

Policy EN1 - Strategic Open Breaks (previously Strategic and Local Open Breaks). Where development is proposed within such defined open breaks, it will not be permitted if it results in the loss of environmental or historic assets that individually or collectively contribute towards local identity.

### 9.3 Principle of Sustainability

The policies and proposals included in the Local Plan were formulated on the principle that “development decisions must encompass a full appreciation of the value of the natural and built environments in terms of the direct and indirect contributions that environments make to people’s well-being”. Fundamentally, therefore, any development must be sustainable and not prejudice the quality of the environment for the benefit of future generations.

“The challenge of sustainable development is making growth and development compatible with environmental quality, which is itself a vital feature of economic development”.

### 9.4 Local Plan Policies

As each document of the Local Development Framework is adopted, it will replace the relevant ‘saved’ policies contained within the previously adopted Teignbridge Local Plan. Policies relating specifically to the preservation and enhancement of historic buildings and areas are included in the Conservation and Environmental Management Section of the Local Plan. These are described on the following pages, but potentially of relevance also are policies included elsewhere in the Plan, including:

**POLICY HD1: Support for the Tourist Industry and Maintaining the Character of the District as one suitable for Family Holiday enjoyment**

**POLICY HD2: Encouragement of Measures to lengthen the Tourist Season**

**POLICY HD6: Creation of New Holiday Accommodation in Large Houses and other Suitable Buildings**

**POLICY HD7: Protection of Existing Holiday Accommodation**

**POLICY HD8: Support for the Creation and Up-grading of Tourist Facilities, particularly in the main resorts**

Tourism is recognised as a major generator of income and seasonal employment in the District and therefore of considerable importance to its economy. This group of policies confirms the significance the Council places on safeguarding existing levels of holiday accommodation; on improving its quality and enabling its adaptation to meet changing demands, and on creating new holiday accommodation and tourist facilities in new or existing buildings, particularly where these would help extend the tourist season.

Like many other coastal and inland settlements in Teignbridge, The Holcombe area has increasingly become a centre for day visitors, however serviced accommodation within Holcombe itself is in short supply. The Council believes, therefore, that an attractive environment for residential, commercial and holiday activities is essential to its future prosperity. At the same time it is now recognised that heritage assets and the character and quality of places are an increasingly important element of the tourism industry in attracting visitors.

**POLICY S4: Encouragement for converting non-retail uses to shops within the designated shopping area and the favourable consideration of proposals for new shopping development close by**

As Holcombe is a Selected Local Centre serving an increasing population, this policy is intended to ensure new shopping uses are focussed on the designated shopping area. Permissions for conversions will only be granted, however, where it can be demonstrated that the special character of the Conservation Area will be maintained and

that the character of any Listed Building will not be harmed.

**POLICY H10: Redevelopment within Established Residential Areas, and**

**POLICY H11: Design in New Housing**

Although accepting that the redevelopment of a site (through demolition and rebuilding) can contribute to the housing stock, this policy identifies cases where the presumption would be in favour of safeguarding buildings against such proposals, namely where these are considered to contribute significantly to the character of the area they are in (particularly Conservation Areas). In this regard, buildings identified as ‘outstanding’ or ‘positive’ on the Architectural Character Survey Map in the Appraisal section of this document are considered to make a significant contribution towards the Conservation Area’s character.

Furthermore, any redevelopment proposals affecting buildings identified as Neutral/ Negative on the Survey Map will be required to ‘preserve or enhance’ the existing characteristics of the Conservation Area in terms of the form, scale and use of the building affected by the proposals and the buildings within its vicinity. This requirement accords with Policy H11 relating to design, which requires that all new housing development will be expected, in particular, to:

- be sympathetic in scale, design and layout to the character of the site and its surroundings
- incorporate the use of external materials appropriate to the local environment, and
- retain and protect existing features of landscape, historical or nature conservation importance within the site.

**POLICY H14: Extensions to Residential Properties**

While accepting that extensions are a popular and satisfactory means of improving the quality of the housing stock, and in many cases can be constructed without the need for planning permission, this policy

recognizes that their visual impact on the surroundings is a matter of considerable concern. In this particular regard, therefore, the policy requires extensions:

- to be designed to blend satisfactorily with the style and appearance of the existing house
- to have pitched roofs to match the existing property unless a flat or mono-pitched roof would assist in reducing its impact on an adjoining property and would have no impact on the street scene
- to be of a scale appropriate to the property and would not overdevelop the site by resulting in an undue loss of private amenity space
- not to have the effect of creating the appearance of ‘terracing’ in the street scene or of being unduly dominant (where 2-storeys in height and added to the side)
- not to result in the loss of any trees, hedgerows or other features (eg stone boundary walls) which contribute to the character and amenities of the area or materially affect the wildlife interest of hedgerows
- in the case of buildings of special architectural or historic interest and/ or within Conservation Areas, that the extensions also accord with Policies C27 – C43 (see below).

The Local Plan fully recognises the importance of the District’s heritage resource and the need to conserve the best of the area’s historic and architectural character as identified through the listed building and conservation area designation processes. Policies relating to Listed Buildings include:

**POLICY C27: Proposals affecting Listed Buildings**

**POLICY C30: Conditions attached to Demolition Approvals (for non-listed buildings in Conservation Areas as well as Listed Buildings)**

**POLICY C31: Preserving the Setting of Listed Buildings**

In summary, this group of policies is intended to ensure the protection of listed or listable buildings and their settings from unsympathetic developments, while at the same time enabling flexibility in applying planning standards if this will help to bring about an acceptable scheme for their conservation. In determining applications for listed building consent the Council will have regard to both the numbered policies and the associated planning practice guide advice set out in the Government's Planning Policy Statement - Planning for the Historic Environment (PPS 5), including the presumption of retaining all such buildings and the features of special interest they, and their settings, possess. Only in exceptional circumstances, therefore, would demolition be permitted (Policy C27), normally in accordance with conditions that would have to be complied with beforehand (Policy C30).

New Uses for old buildings may sometimes hold the key to their successful preservation, and the Council may consider relaxing planning standards over such matters as land use and car parking where this would enable an historic building or group to be given a new lease of life.

As far as preserving the setting of listed buildings is concerned, measures taken by the Council may include traffic management and tree protection in addition to normal development controls covering the design and use of adjoining land.

The Council will also give advice to owners, not only on appropriate repair techniques, but also on works of restoration and on changes proposed in applications for listed building consent.

#### **POLICY C34: Proposals affecting Conservation Areas**

#### **POLICY C35: New Buildings in Conservation Areas**

#### **POLICY C37: Developments outside, but close to, Conservation Areas**

In summary, this group of policies is intended to ensure that developments affecting Conservation Areas, including those outside the Areas that will have an impact on

them, are permitted only if they preserve or enhance the aspects of the environment which contribute towards their character or appearance. In particular, the scale and form of any new development (including extensions to existing buildings), and the materials used in its construction, will need to be appropriate to the particular Conservation Area and be in harmony with surrounding properties.

Applications will need to be sufficiently detailed to show clearly how the development being proposed will preserve or enhance existing characteristics, and as a matter of course, the Council will promote tree planting and other environmental improvements in order to achieve an acceptable scheme.

There are other policies in the Local Plan which have a district-wide relevance and cover particular types of development, particular localities or particular measures the Council might take in pursuing environmental objectives:

#### **POLICY C38: Preserving the Character of Residential Areas**

This policy recognises the special characteristics of older residential areas in the District, particularly those that include larger houses that are well-built and attractive in themselves and sometimes set in substantial grounds. Its purpose, therefore, is to encourage the retention of these buildings and to ensure new development does not damage the essential characteristics of their settings.

#### **POLICY C39: Development of Infill Sites**

This policy aims to ensure that in areas of commercial activity, infill sites are developed in a way that respects the overall character of the street scene, particularly in terms of the scale and form the buildings possess.

#### **POLICY C40: Fences and Walls on the Street Frontage**

While accepting that fences and walls are mostly erected with security and privacy in mind, this can often be at the expense of visual appearances. This policy sets out to safeguard the character and visual amenities



streets and spaces so that normally only walls and fences that will create an attractive feature will be considered acceptable.

#### **POLICY C43: Use of Traditional Materials**

This policy relates to new developments and is concerned with the respect that should be afforded to local building traditions, not only in terms of design, massing and scale but also in the use of traditional materials and finishes. Innovative design using the correct materials is not discouraged providing the new building will integrate into the established scene and not appear alien or visually obtrusive.

#### **POLICY C44: The Treatment of Shop fronts**

The materials, form and design of shop fronts is recognised as contributing significantly towards the character and quality of an area. In the centre of Teignmouth the older, traditional, shop fronts help strengthen the classical style of architecture that is dominant, and possess historical interest in themselves. This policy details the criteria the Council will use to consider proposals relating to their treatment, including the retention of traditional (classical) features such as columns, pilasters, cornices and stallrisers.

#### **POLICY C46: Controls within ASAC**

#### **POLICY C47: Control of Advertisements in Conservation Areas**

#### **POLICY C48: Control of Advertisement Hoardings**

#### **POLICY C49: Siting of Advertisements on Buildings**

#### **POLICY C50: Action relating to Advertisement Clutter**

In recognition of the major impact advertisements can have on the quality of the environment – which, if poorly designed or sited can be adverse indeed – the Council has adopted a range of policies to ensure and enable their strict control. Conservation Areas and Listed Buildings are covered by a particular policy which seeks to ensure their

character and appearance is preserved or enhanced (Policy C47).

Consent will not normally be granted for signs that are distant to the premises they relate to, while hoardings are considered to be a totally inappropriate form of advertising, even in urban areas. Signs above shop fascia level will normally be resisted as well, while the Council will take action to ensure non-essential advertising and sign illumination is kept to a minimum in historic settings.

#### **POLICY C51: Preservation of Archaeological Sites and Monuments**

#### **POLICY C52: Development affecting Archaeological Sites**

The Council accepts a presumption against development that would adversely affect the site or setting of an Ancient Monument, whether or not it is scheduled as being of national importance. Only if the need for the development outweighs the historic importance of the archaeological remains will planning permission be granted.

Where development will affect a site that possesses archaeological potential (such as at the heart of a settlement where underground remains might evidence its early development) an archaeological evaluation (including trial trenches) may be required before an application is determined. Where the development is considered acceptable in its original or modified form, approval may be the subject of conditions to ensure the recording, preservation and storage of the remains and publication of the investigations carried out.

#### **POLICY C1: Tree Preservation Orders**

While trees are afforded a degree of protection under the Conservation Area legislation, in that their felling, topping or lopping cannot be carried out without first notifying the Council of these intentions, this needs to be backed by a commitment of the Council to secure the protection of trees through the service of Tree Preservation Orders. This policy does that, by confirming it will make such Orders to preserve groups

or individual trees where these are under threat and the loss of which would have a significant impact on visual amenities. Further, in the exceptional circumstances of consent being given to fell, the Council will normally require the planting of replacement trees of an appropriate size and species.

## 10.0 Other Planning Controls and Measures

### 10.1 Additional Conservation Area

#### Controls

The designation of Conservation Areas introduces a number of additional controls which mean the Council's permission is required for certain works which would normally be 'permitted development'. These include:

- the total or substantial demolition of a building or structure, including a boundary wall, and including also any monument or memorial to a deceased person which was erected before 1925 (such as headstones and tombstones in a churchyard). A faculty would be required where essential ecclesiastical exemption is applicable.
- the felling, topping or lopping of trees and if the building is a single-family house
- extensions which are over 10% of the original volume of the house, or over 50 cubic metres – whichever is the greater
- erecting a garden structure, such as a shed, which is larger than 10 cubic metres
- adding roof dormers
- adding external cladding to the walls of the house
- fixing a satellite dish to a chimney; to a wall or roof facing the public highway or to a building that is over 15 metres high, and
- installing radio masts, antennae, or radio equipment housing with a volume of 2 or more cubic metres

The fact that the developments above are controlled in Conservation Areas reflects

the harmful impact that can result if these are carried out in a manner which is not 'conservation-friendly'. While most have been addressed in other sections in terms of the suitability of proposals being made (including extensions, demolitions and roof dormers) the Council further advises that:

- satellite dishes appear alien in an historic setting and should not be attached to prominent elevations or chimney stacks, but be located in positions that are not visually obtrusive. In the case of flats, shared arrangements should be made to minimise their impact.
- garden sheds and other similar structures rarely, if ever, contribute positively towards the character of an historic scene and should be hidden from public view or sited so that their visual impact on the street scene is kept to an absolute minimum.
- the materials a building is constructed of is an essential aspect of its authentic character.

Cladding elevations with alternative materials is therefore normally undesirable, particularly if these are not characteristic of the type and age of the building affected or of buildings in the area it is situated.

### 10.2 Article 4 Directions

Other developments that are normally 'permitted development' can also be brought under planning control by the Council by introducing an Article 4 Direction under the provisions of the Town and Country Planning [General Permitted Development] Order (GDPO). The developments that can be included in such a Direction are those which threaten to harm key features in a Conservation Area that contribute significantly towards its character.

- the removal and/or replacement of historic windows and doors
- the alteration of roof slopes, including the insertion of dormers and roof-lights on those that are prominent
- the erection or alteration of gates, fences, railings, walls or other means of enclosure

### 10.3 Repairs Notices

If a Listed Building is not being properly maintained and is falling into a state of disrepair such that it is a danger of being lost, the Council has the power to serve a Repairs Notice requiring an owner to carry out works to make the building safe, sound and weather-tight. If not complied with the Council can initiate compulsory purchase, or in the case of an unoccupied building (which, in a Conservation Area need not be listed) can, after due warning, carry out basic repairs itself and recover the costs from the owner. These are considered 'last resort' measures, however, so while the Council will indeed consider taking them, its preference is to resolve issues of neglect through persuasion and the offer of practical advice.

### 10.4 Technical Guidance Documents and Supplementary Planning Documents

Although the Council prepares design and planning briefs to guide the development of significant sites and buildings in the District, and offers advice and guidance on design and conservation matters to those who seek it, such information has not been made generally available through published documents in the form of Technical Guidance Documents and Supplementary Planning Documents Guidance intended to support and explain in more detail the policies included in the Local The Council believes that the publication of guidance documents would be extremely beneficial, not only in helping owners decide how best to conserve their properties but also in increasing the efficiency of the planning service. It will therefore consider producing guidance documents on the following subjects:

- New Development in Conservation Areas, covering aspects of design, materials, scale, siting, means of enclosure (of gardens) etc
- Shopfront Design and Conservation
- Extensions, including porches, dormers, conservatories etc
- The Repair and Restoration of Historic Doors and Windows

### 10.5 Enforcement

The council has statutory powers to enforce against breaches of planning and advertisement controls. Although in many cases breaches occur through a misunderstanding of the controls themselves, there are nevertheless others that represent deliberate flouting. In the first instance resolution of the breach is normally sought through the submission of a retrospective application – although in the case of Listed Buildings this will not absolve an owner from the criminal offence committed by altering such a building without prior consent. It is important that breaches involving works that harm the character of the Conservation Area are enforced to secure their reversal or their suitable modification. As resources permit, the Council will from time to time review Conservation Areas to identify breaches and take whatever action is deemed appropriate.

On the other hand, it will welcome the receipt of information from the public on the occurrence of potential breaches which have an adverse impact on the character or appearance of Conservation Areas.

### 10.6 Trees in Conservation Areas

All trees over a certain size within conservation areas are protected, though some may also be protected by a Tree Preservation Order.

Six weeks notice must be given to the District Council, in writing, before work is carried out prior to lopping and felling. The District Council will consider during this time whether to make a Tree Preservation Order that could prevent the work being carried out.

If trees are protected by a Tree Preservation Order a formal application must be made for consent prior to works being carried out.

## **11.0 Building Regulations and Historic Buildings**

Part L of the Building Regulations 2000 relates to energy conservation and applies to existing buildings when replacements or



major alterations are being made. Strict and uninformed compliance with the Regulations, however, has the potential for causing significant harm to the character of historic buildings, and indeed can increase the risk of damage throughout their traditionally constructed structure.

Although it is clearly stated in Part L that the special characteristics of historic buildings must be recognised when considering their suitability for measures intended to improve their energy efficiency, English Heritage has prepared detailed guidance on how best to balance the need for energy conservation with the statutory requirement to preserve the special interest and character that most listed areas possess. The guidance is necessarily detailed, and comprises an examination of the individual elements of buildings where energy efficiency issues may arise, including windows, doors, roofs, walls, floors and building services.

It is English Heritage's intention to issue additional guidance that will include valuable sections on the use of traditional materials in repairing historic buildings best practice examples that achieve upgrades in a suitably benign, conservation-friendly manner, and case studies illustrating schemes implemented since Part L came into force in April 2002.

The implementation of Part L regulations in respect of historic buildings that are listed or situated in conservation areas within the Teignbridge District will be in accordance with English Heritage guidance, including that already published in its note entitled "Building

Regulations and Historic Buildings :  
Balancing the needs for energy conservation with those of building conservation: an Interim Guidance of building conservation: an Interim Guidance

Note on the application of Part L".

to produce the income necessary to secure the preservation and maintenance of an important historic building. It is development which is contrary to planning policy but its approval is sought on the basis of the public benefit that would be gained from securing the long term future of the building.

As a result of concerns that enabling developments were being permitted which destroyed more than they saved (in terms of the special interest and character of the buildings concerned, including their settings) English Heritage issued a policy statement in June 2001 that provided practical guidance on the assessment of such developments.

The Council will use the criteria included in the guide in its determination of applications involving enabling development and will be minded to approve such proposals providing:

- they are the minimum necessary to achieve their intended purpose and represent the least damaging way to achieve their objective in terms of their effect upon the special interest and character of the building in its setting; and the relative importance of the building is such that its preservation and future maintenance is, and will remain, a desirable objective in the context of the impact of the proposals and the extent to which they may depart from other local plan policies; and
- no reasonable alternative exists for the provision of income to secure the preservation and future maintenance of the building; and the achievement of the preservation and future maintenance of the building is securely and could be enforced linked to the implementation of the proposals; and the building is repaired to an agreed standard, or funds made available to do so, in accordance with a timetable agreed prior to the commencement of the enabling development.

## 12.0 Enabling Development and Historic buildings

The purpose of 'enabling development' is

## 13.0 Recommendations for Statutory Listing

Whilst almost all the buildings identified as 'outstanding' are statutorily listed. Although

outside of the Conservation Area the signal box should be recommended for a heritage assessment by English Heritage.

Other buildings such as the Church of St George, the pill box and Holcombe Hall should be assessed for local listing. Other buildings may also be suitable for local listing.

### List of Photographs and Maps

Fig 1: Lobster Cottages, Holcombe Village

Fig 2: Holcombe Drive

Fig 3: Hall Lane

Fig 4: 14 Fordens Lane

Fig 5: Holcombe

Fig 5a: Holcombe Proposed Conservation Area

Fig 5b: Holcombe Drive Proposed Conservation Area

Map: Boundary changes to Holcombe and also Holcombe Drive

Fig 6: Holcombe Leat

Fig 7: Holcombe Drive

### Bibliography

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Teignbridge Dist. Council: Teignbridge Local Plan 1989-2001

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