

Teignmouth Town Centre Conservation Area



Management Plan



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Consultations

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Teignmouth Town Centre Management Plan

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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.

2.0 The Conservation Area

Teignmouth occupies an outstanding natural setting, fronting both sea and estuary and surrounded by green hillsides and red cliffs. The Town Centre Conservation Area is one of two in the town, and one of thirty-three in the Teignbridge district as a whole. It was originally designated as three separate areas in November 1972 which focused on The Den, Teign Street and Orchard Gardens. The current boundary was designated in November 1994 when the three areas were combined and extended to cover 19.60 hectares/ 48.43 acres. The modifications proposed in the Appraisal would enlarge the area to 20.35 hectares/ 50.29 acres.

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.



Fig 66 View from Shaldon

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 Planning Policy Guidance Note No.15 (PPG 15—Planning and 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 Conservation Value

Teignmouth is nationally important as one of the earliest resorts in England – despite the fact that in the 18th century its location in Devon would have been considered remote. Within the County only Exmouth is older, attracting local visitors in the early part of the 18th century, whereas at Teignmouth it was nearer the middle of the century, although its visitors tended to come from further afield. Unlike Exmouth, however, Teignmouth developed into a fashionable resort and is unusual in retaining its Assembly Rooms, Library and some of its earlier terraces, providing a good example of the lifestyle of Georgian resorts. It is a good example too of how an early resort co-existed alongside the working life of the town, as Teignmouth has a much longer history as a small seaport, fishing town and market centre. It also has a long tradition of shipbuilding, from at least the 17th century right through to the 20th.

When a fashionable resort in the late 18th and 19th centuries, both Keats and Fanny Burney stayed here among other notable people. The town is recognised as retaining a good deal of pleasant late Georgian and early Victorian architecture, particularly on The Den and the adjoining streets. Northumberland Place and Teign Street are late Georgian, the latter being the place where the painter Thomas Luny built his home at "Meadcombe" (now Thomas Luny House).

4.0 Proposed Changes to the Conservation Area Boundary

While the current boundary of the Conservation Area is considered appropriate in terms of including the most historic parts of the town that characterise its early origins and its development as a harbour, resort and commercial centre (on land that was mostly reclaimed), there is scope for modifying the boundary with a view to:

(a) excluding a small section whose historic interest and architectural character has been severely compromised by modern developments (including changes to the older buildings as well as the construction of new), and whose continued inclusion within the Conservation Area can be viewed as devaluing the significance of the designation - namely the mix of new and old houses that occupy a somewhat divorced location to the north of the railway line in the vicinity of Parsons Street and Mulberry Street.

(b) including a more extensive area which, although also characterised by a mix of old and new buildings, occupies a location that is exceptional in its visual importance and prominence; includes spaces that are contiguous with those already included in the Conservation Area and has buildings and structures that are significant in terms of historic interest or visual impact - namely the area to the south and west of The Den and The Strand to cover the full extent of the river beach frontage, as far The Point. The listed, former lifeboat station is located here, while from the beach-end of its associated slipway, the Shaldon ferry operates throughout the year carrying many thousands of passengers across the estuary. This activity contributes towards the 'working'

character and atmosphere of the river beach – as indeed does its proximity to the modern port and the ships and tugs that regularly pass by. Perhaps the most significant and prominent industrial building existing today, however, are the fishermen's huts and sheds that line the back of the beach towards its southernmost end. These, in particular, make a most valuable contribution towards the historic interest and visual character of the river frontage, being associated with Teignmouth's ancient but continuing fishing industry, and being modest and simply constructed structures that impart a 'workaday' character to waterside scene. In this regard, the single-storey scale and timber construction of the majority, and the non-domestic appearance they generally possess, are essential characteristics that make them quite unlike traditional beach huts that are normally associated with pleasure beaches. As such, their enlargement or painting in bright colours, the erection of television antennae or satellite dishes, and the introduction of domestic-style verandahs and upvc windows, appears wholly incongruous.

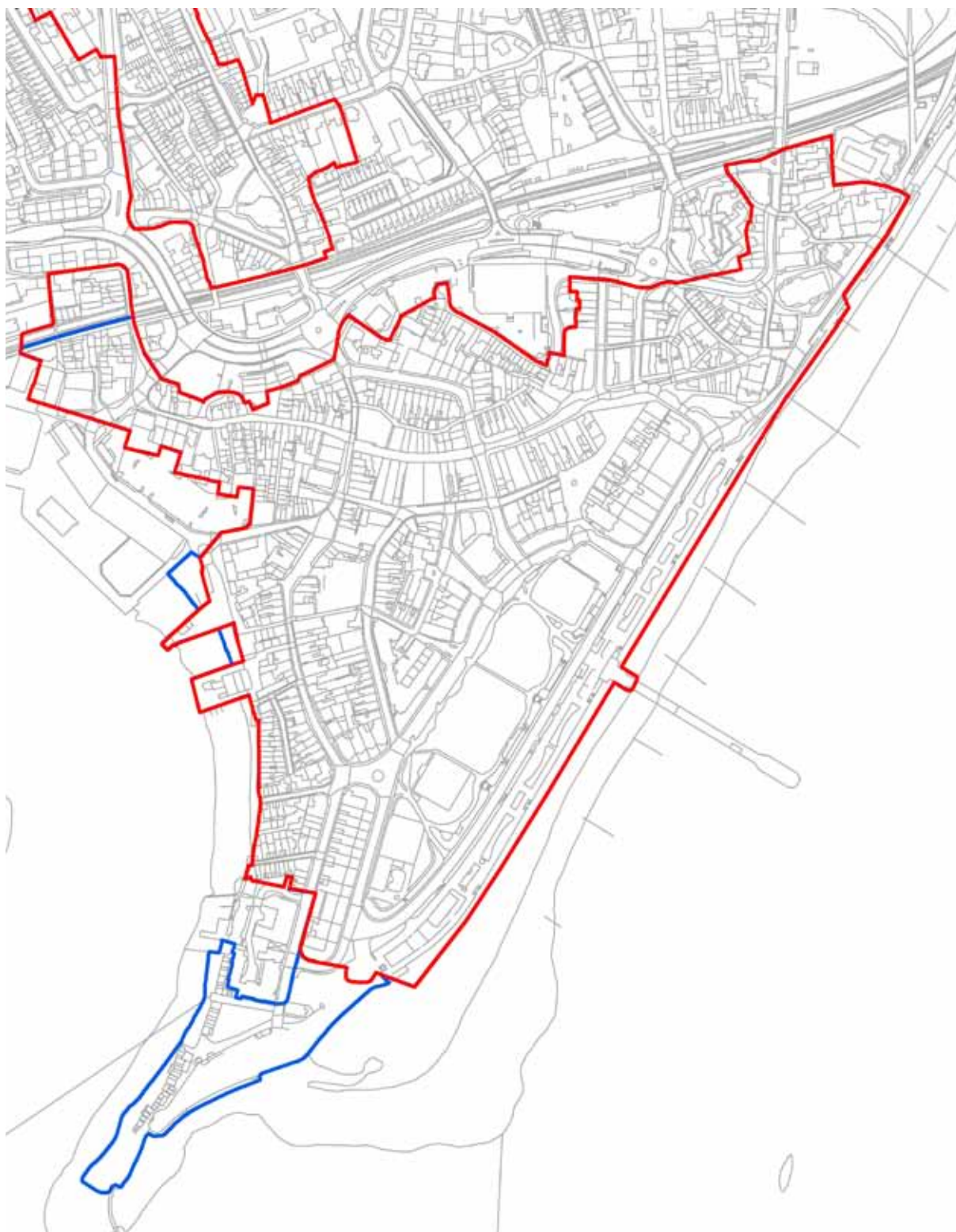
The proposed new boundary is shown on the map on page 6.



Fig 67 Back Beach



Fig 68 Back Beach



**Map 10 Teignmouth Town Centre
Conservation Area Boundary Review**

Key

- Existing Conservation Area Boundary
- Proposed Boundary

The Proposed Conservation Area extensions and deletions were adopted by Executive Committee on 7 September, 2009.

5.0 Threats: Actual and Potential

Teignmouth's Town Centre Conservation Area possesses a great many buildings and features that contribute positively towards creating the town's diverse and distinctive character; foremost as a seaside resort but also as a port and market town. The architectural qualities it had gathered by the early 20th century meant it was undoubtedly amongst the most elegant and dignified settlements in Devon. By the end of the 20th century, however, these essential attributes had been severely eroded, such that today its appearance no longer truly reflects the status it once had as one of the most fashionable seaside resorts where retired admirals and sea captains chose to live.

The impact of some of the buildings constructed during the post-war decades in terms of their design, materials and scale is entirely negative, but in a more general sense it is the insensitive



Fig 69 Northumberland Place c1925



Fig 70 Northumberland Place 2007, unsympathetic alterations can lead to loss of character

treatment of existing, historic buildings that has most eroded the area's distinctive architectural and historic qualities. These changes seriously threaten the value and integrity of the 'conservation resource' and if repeated will cause additional harm unless a more conservative

approach is adopted. In accordance with its adopted policies and practices, therefore, the Council will seek to encourage such a conservative approach in relation to changes in the area (whether proposed or already carried out) with a view to:

- *halting any further 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 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 or centrally pivoted), 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 and alteration of historic shopfronts and the insertion of new or replacement fronts in materials and designs that bear little or no relationship with the age, style and traditional qualities of the building and street they occupy.
- The proliferation of signs and other commercially motivated fittings (e.g. blinds, lamps, flags, canopies etc), particularly on the elevations of important and/or prominent historic buildings.



Fig 71 New signage with sympathetic discrete lighting

- 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.
 - 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 rooflights that are not of a conservation type specifically designed 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 which actually hastens 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 and characterful. 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 fixing of satellite dishes to prominent elevations and roof slopes
 - While disrepair and poor maintenance are not widespread problems, the 'run down' appearance of certain buildings and spaces (chiefly in Brunswick Street and in the vicinity of the quaysides) has an adverse impact on visual amenities, and in a general sense may have a discouraging influence on the carrying out of maintenance and improvement schemes nearby. Buildings that are vacant or have unoccupied upper floors are more likely to suffer deterioration through lack of proper maintenance and repair. Their re-use and occupation is essential to sustaining the economic vitality of the centre – which is critical to achieving conservation aims.
 - The loss of lawns and open spaces on The Den to further development and hard surfacing.



Fig 72 Ivy Lane c1920



Fig 73 Ivy Lane, 2007 unsympathetic alterations can lead to loss of character

6.0 Shopfronts and Signs

The traffic management measures and re-paving and enhancement schemes carried out in Teignmouth's centre have done a great deal to create the kind of setting that makes shopping an activity to be enjoyed rather than endured. No longer hindered by a stream of passing vehicles, attention can be focused more purposefully on shop windows and displays. Indeed, more notice is bound to be taken of the centre's appearance, including the buildings that line the streets and spaces, and particularly their shopfronts at eye level.

The way shopfronts are designed and treated has a considerable impact on the character and identity of a centre and its attractiveness to potential customers. It is important, therefore, that shopfronts build on the inherent character of the centre, helping to set it apart from others and attract the everyday custom needed to sustain economic viability.

Ageing and discoloured paintwork that gives the impression of a less than caring attitude or even an air of decline; crude and makeshift fronts and signs that give a 'here today, gone tomorrow' warning; 'motorway-sized' signs in garish colours that shout in desperation at anyone passing by; all these things and more can work against the long term prosperity of any centre. In visual and design terms, as well as in every other sense, good manners and neighbourliness are attractive assets for any centre to possess, but particularly so in one designated as part of a Conservation Area. Remembering that a shopfront is part of a building, and the building part of a street of buildings that combine with other streets to make up the centre, every shopfront contributes towards creating the overall impression.



Fig 74 Outstanding Victorian Shopfront

The majority of buildings in Teignmouth's centre are Victorian, and most of their upper floors still retain the dignified, classical character of their 19th and 20th century



Fig 75 Refurbished shopfront at Somerset Place



Fig 76 Sympathetic modern shopfront to listed building age. At ground floor level, however, the picture is quite different. Although a good number of shopfronts survive with much of their 'classical' character intact, the majority are of more recent date and their design, and their materials, more often than not have no regard to the rest of the building they occupy. This mismatch between the ground and upper floors has the effect of severely eroding the centre's genuine character. At ground floor level at least, the centre looks little different from thousands of others across the country. With a little care and thought, however, the centre can begin to recapture and strengthen its original identity. This will mean making sure that whenever new shopfronts are introduced or existing ones changed, their design and materials are made to respect the sense of place and sense of history that still survives.

The use of acrylic for fascias is especially harmful and should always be avoided, as well as their manufacture in sections which require multiple fixings and have unsightly joins. Painted timber, or sometimes painted metal, are traditional materials for shopfronts, and only in exceptional circumstances should they not be used (including when existing signs are replaced or renewed – an action which can itself require consent). This is the case also for hanging or projecting signs which, whenever possible, should make use of existing historic brackets. The illumination of shopfronts is

rarely essential, and if not done discretely can produce positively harmful results, particularly when a series of fittings are used which create a cluttered and distractive appearance. As a general rule, illumination should be confined to interiors to focus attention on window displays.

Traditional blinds which are retractable are best suited to an historic setting, while Dutch blinds or balloon canopies, in plastic, wet look or stretch fabrics, are not. Usually their purpose is simply to attract attention, but they generally damage the character of a street and mask the architectural features a shopfront may possess, so their use should nearly always be avoided.

The publication of a Technical Guidance Document on the design and conservation of shopfronts would be a positive step towards achieving improvements, and should include advice on:

- *The traditional elements of shopfront design*
- *The retention of existing historic shopfronts*
- *The restoration of historic shopfronts which have lost some of their original details*
- *The replacement of modern, deep fascias*
- *The removal of plastic fascias and signs*
- *The careful design of external lighting avoiding the proliferation of fittings*
- *The use of traditional hanging signs*
- *Signage and sign writing*

Once published and delivered to shop owners the Council could consider taking enforcement action where appropriate.

7.0 Buildings or Sites Requiring Enhancement

While the majority of buildings in the Conservation Area are capable of improvement either to restore their original character or to reduce the harmful impact of poorly executed alterations or additions (chiefly comprising incongruous modern shopfronts and signs or replacement windows and doors), a few require works of a more radical kind to deal effectively with their 'negative' impact, and in certain cases (where the impact of the building is entirely 'negative') demolition and rebuilding may represent the most appropriate solution.

A great deal has been achieved within the last two decades to enhance the principal streets and spaces in the centre, with resurfacing, tree planting and the provision of distinctive street furniture going hand-in-hand with traffic management measures. In the light of this report, as well as the advice and guidance published in recent years on the treatment of the public realm in historic centres (by English Heritage in particular), it would be desirable to review the approaches so far adopted (including the choice and use of materials, street furniture etc), chiefly to ensure the enhancements proposed in the local plan take account of the range of characters that exist throughout the Conservation Area. Appropriate designs and materials for the river beach and the lanes and quays alongside it may differ from those already employed, while those for such locations as Orchard Gardens and Den Road (and potentially Brunswick Street/Osmond's Lane/Northumberland Place) are more likely to follow the pattern adopted in areas of similar character.

The Den Promenade and associated buildings have a somewhat run down appearance in places, with a mix of surfacing and walling materials which do not create a cohesive space. Given that this space is the focal point for the resort town its quality should reflect this importance and the elegance of the buildings fronting The Den.

Five sites have been identified on the Architectural Character Survey Map as being in need of improvement because of the harmful impact they have on visual amenities. One comprises the beach and quayside area abutting the modern port, which includes buildings, surfaces and street boundaries that

create a 'run down' appearance that is not necessarily associated with its industrial use.

The other three are in a series adjoining Brunswick Street. To ensure their future treatment and/or development is carried out in a manner that not only strengthens the character of the location and the established patterns of circulation, but is also co-ordinated with proposals to enhance adjacent areas, the preparation of a Design and Development Brief would be most desirable (figs 77, 78, 79, 80). The last runs along the length of The Den separating the beach from The Den promenade.



Fig 77 Area abutting the port



Fig 78 Area adjoining Brunswick Street



Fig 79 Area adjoining Brunswick Street



Fig 80 Area adjoining Brunswick Street

8.0 Grant Schemes

The operation of grant schemes is often of fundamental importance 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.

The possibilities for securing financial assistance from national funding bodies, including English Heritage and the Heritage Lottery Fund, could be investigated. Schemes that focus on commercial properties (to tackle shopfronts in particular) and area projects that will have a significant, regenerative impact (such as the proposed improvements to the river beach, the buildings and quayside spaces nearby and the lanes leading to it) would appear the most appropriate. Grade I and 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 and Guidance

The way local planning authorities should discharge their responsibilities towards preserving and enhancing the character and appearance of Conservation Areas is described in the Planning Policy Guidance Notes (PPGs) published by Central Government entitled 'Planning and the Historic Environment' (PPG15) and 'Archaeology and Planning' (PPG16). These are comprehensive in their guidance, and the policies and practices adopted by the Council reflect the importance they attach to Conservation Areas and the need to ensure their preservation and enhancement for the benefit and enjoyment of future generations.

9.2 The Adopted Local Plan and Local Development Framework

Local planning policy is contained within the Teignbridge Local Plan, which was adopted in 1996 and the Devon Structure plan, adopted in 2004. These are statutory development plans for Teignbridge District (outside the Dartmoor National Park).

The Government, through the Planning

and Compulsory Purchase Act (2004) has introduced a new planning system aimed at creating a more slimlined and flexible system whilst increasing 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 use of land
- *Supplementary Planning (SPD)* - these provide additional guidance to policy contained within 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

The Teignbridge Local Development Framework is currently being prepared and as each DPD is adopted it will replace the relevant policies contained within the Teignbridge Local Plan.

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

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. Of over-riding concern is that the holiday character and atmosphere that exists in resorts like Teignmouth should not be harmed or undermined.

Like many other coastal resorts, Teignmouth has increasingly become a centre for day visitors. 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. Following public consultations in 1989 a strategy for enhancing Teignmouth's town centre was developed and several proposals for improvement and traffic management were included in the Local Plan. Most affecting the principal streets and spaces have been implemented while those outstanding include:

- *The enhancement of the pedestrian route*

from the sea front to the river beach via Brunswick Street/Northumberland Place (partially completed)

- *Enhancement and traffic management measures in Orchard Gardens/ Den Road, including tree planting, to create a strong, visual connection to The Den*
- *Enhancement of the lanes leading to the river beach and of the beach and beach frontage*

PROPOSAL S1: Identification of Primary Shopping Areas (PSAs)

POLICY S2: Safeguarding the Retail Floorspace of PSAs

POLICY S3: The Unsuitability of PSAs (and other locations) for the siting of hot food takeaways

POLICY S10: The Unsuitability of PSAs (and other locations including Conservation Areas) for the siting of Amusement Arcades

Teignmouth is identified as an Area Shopping Centre serving its own inhabitants, a small hinterland and an important seasonal tourist trade. The Council strongly supports the need to protect the vitality and viability of the centre and in this regard will seek to maintain existing retail floorspace levels in the Primary Shopping Area by resisting proposals that involve replacement by non-retail uses – particularly those whose introduction would have a detrimental impact on the external appearance of buildings such that their 'shop-front' character would 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 recognises 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).*

Satellite dishes are directional in their operation, they can have a harmful impact on the appearance and character of the buildings they are attached to and the area in which they are situated. Such dishes should be located, sized, designed and coloured in a way that will minimise their impact - especially so in the case of Listed Buildings and Buildings in Conservation Areas when the preservation of architectural and historic character is of paramount importance.

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 the advice set out in the Government's Planning Policy Guidance on Planning and the Historic Environment (PPG15), 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 in accordance with Government guidance (PPG15) 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.

It is recognised that the repair and restoration of historic buildings may sometimes cost more than comparable works to modern properties and require skills and knowledge that is not always readily available.

The Council will 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. In this regard, the Council will promote the use of traditional materials such as thatch, natural slate, clay ridge tiles and timber windows.

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. This will normally mean the use of materials and designs that follow existing patterns in order to reinforce the area's locally distinctive identity.

The Council will encourage opportunities to improve the visual qualities of the District's built environment; such enhancement can include the removal of eye-sores, improved treatment of floorscapes and facades.

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 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 Shopfronts

The materials, form and design of shopfronts is recognised as contributing significantly towards the character and quality of an area. In the centre of Teignmouth the older, traditional, shopfronts 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 Areas of Special Advertisement Control

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 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.

Finally, under the Landscape and Natural Environment headings of the Conservation and Environmental Management Section of the Local Plan, the following Policy is of particular significance in both the St James' and Landscore areas:

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) unless ecclesiastical exemption applies.*

- *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 sections 4.0 and 7.0 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 (2) Directions

Other developments that are normally 'permitted development' can also be brought under planning control by the Council by introducing an Article 4 (2) 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. These would certainly include the removal of historic windows and doors, but as the majority of these have regrettably been lost already, withdrawal of this particular 'permitted development' would not be justified. There are, however, other developments that continue to threaten the character of the area, and the Council believes it may serve conservation interests to bring these under planning control. The developments include:

- *the alteration of roof slopes, including the insertion of dormers and roof-lights on those that are prominent*
- *changing the roofing material from natural materials*
- *the erection or alteration of gates, fences, railings, walls or other means of enclosure*
- *the removal of architectural details such as moulded cornices, string bands, quoins etc*

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 Supplementary Planning and Technical Guidance 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 intended to support and explain in more detail the policies included in the Local Plan.

The Council believes that the publication of SPD 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 SPD's on the following subjects:

- *New Development in Conservation Areas, covering aspects of design, materials, scale, siting etc*
- *Shopfront Design and Conservation*
- *Extensions, including porches, 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

The creation/extension/imposition of a conservation area designation affects trees in that every tree over a certain size (7.5 centimetres diameter when measured at a height of 1.5 metres above ground) within that area becomes protected, insofar that anyone wishing to undertake works to a tree in a conservation area must submit 6 week's prior written notice of their intention to do so to the Local Planning Authority (LPA). This is called a Conservation Area Notification, and it is a criminal offence to undertake tree works without first submitting this notice unless certain exemptions apply, that must be confirmed with the LPA first. These exemptions are tree removals or works necessary due to the tree or trees or any part of them being dead, dying or dangerous, or creating an actionable nuisance.

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 buildings and buildings

in conservation 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 upgradings 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 Note on the application of Part L".

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 enforceably 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 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

Bibliography and References

Grace Griffiths	History of Teignmouth 2001
Patricia Warner	A Potted History of Teignmouth 1999
English Heritage	Conservation Area Practice 1995
English Heritage	Conservation Area Appraisals 1997
English Heritage	English Seaside Resorts – Draft Notes on Teignmouth
Teignbridge Dist. Council	Teignbridge Local Plan 1989-2001
Dept of National Heritage	Statutory List of Buildings of Special Architectural Or Historic Interest
Dept of Environment/ Dept of National Heritage	PPG15 Planning and the Historic Environment
WG Hoskins	Devon

Refer to the Conservation Area Appraisal for list of illustrations