



Ugborough Neighbourhood Development Plan

2017-2032

Conservation Area Management Plan

Giving our community more
power in planning local
development...



UGBOROUGH
NEIGHBOURHOOD
DEVELOPMENT PLAN

Purpose of the management plan

The Ugborough Village Conservation Area management plan complements the Ugborough Village Conservation Area character appraisal. While the latter defines and evaluates the special interest of the Conservation Area, the management plan identifies the issues for its future development and enhancement. The purpose of the management plan is to look ahead and suggest sustainable solutions to problems and to put forward ideas for enhancement. The plan attempts to be realistic from a resources viewpoint and regard the Area holistically within its wider local and national context. The management plan sets out the way in which development pressure and neglect will be managed to ensure the Conservation Area retains the qualities which led to its designation.

Conservation area designation gives the Local Authority greater powers to control development and changes within a conservation area, in order to preserve its special character. The intention is not to prevent development, but to ensure that any change is sympathetic to the special architectural and aesthetic qualities of the area, particularly in terms of scale, design, materials and the space between buildings. The focus is on conservation and therefore on dwellings that function effectively and efficiently.

The Conservation Area character appraisal and management plan will become part of the Ugborough Neighbourhood Development Plan.

Community involvement

The community have been involved in the development of the Ugborough Neighbourhood Development Plan. Considerable community feedback was obtained at two workshops held in January 2015. This was followed by the preparation of a brochure inviting further comments and feedback.

SWOT analysis

(Strengths, weaknesses, opportunities and threats)

The SWOT analysis that follows is based on comments from the community and the Conservation Area character appraisal.

<p><u>Strengths</u></p> <p>Natural landscape and skyline views Location – little through traffic Centre based on the Square Community Parish Church Public amenities such as Village Hall USS School/pre school Banks and boundary attributes Footpaths Parking in Square Narrow lanes</p>	<p><u>Weaknesses</u></p> <p>Lack of village shop Unsightly wheelie bins left in view Visitors putting pressure on parking</p>
<p><u>Opportunities</u></p> <p>Planning policy to support rural business and business diversification Renewable energies Affordable/local need homes New homes - Innovative site specific design and sustainable construction Village shop Visitors</p>	<p><u>Threats</u></p> <p>Ribbon development Destruction of ancient field systems, banks and boundaries Road safety, particularly due to narrow lanes Development that overwhelms and changes the nature of the area Facilities pushed to the periphery of the village Lack of open space Number and location of new homes Signage and yellow lines Removing trees Impact of cars on the character of the area</p>

Planning Policy Framework

The National Planning Policy Framework, March 2012 (ref) sets out, in Section 12 paragraphs 126 to 141, the responsibilities of local planning authorities for conserving and enhancing the historic environment. (Annex 1)

The South Hams District Council Local Development Framework, Core Strategy, December 2006 (ref) sets out, in paragraphs 6.21 to 6.25, the core strategic objectives for the landscape and historic environment (SO18 to SO23). These are addressed in the four policies set out in CS9.

Policy CS9: Landscape and Historic Environment

- 1. In designated Areas of Outstanding Natural Beauty their conservation and enhancement will be given great weight. On sites outside Areas of Outstanding Natural Beauty and the Dartmoor national Park development will not be permitted which would damage their natural beauty, character and special qualities or prejudice achievement of their designated purposes.*
- 2. The character of the undeveloped parts of the coast will be protected and development not requiring a coastal location will not be provided for.*
- 3. The quality, character, diversity and local distinctiveness of the natural and historic environment will be conserved and enhanced. Within identified landscape character areas development will conserve, enhance and, where appropriate, restore landscape character. Specific landscape, wildlife and historic features which contribute to local character will be conserved and enhanced.*
- 4. The quality of the historic environment, including archaeological features will be conserved and enhanced.*

The South Hams District Council Local Development Framework, Development Policies Development Plan, July 2010 (ref) sets out in detail specific policies relating to development and the historic environment in DP6. (Annex 2)

DP6: Historic Environment

1. *Development will preserve or enhance the quality of the historic environment. The design, siting, bulk, height, materials, colours and visual emphasis of proposed new development should take into account local context and in particular the character and appearance of the historic building and its environment.*
2. *Proposals will be permitted for alterations to, extensions to, or partial demolition of a Listed Building, provided they do not adversely affect: a. its special architectural or historic interest, either internally or externally, of the building; and b. the character and appearance of its setting.*
3. *Where an alternative use is sought for a Listed Building it will only be permitted where it can be shown that the alternative use is compatible with, and will preserve the special architectural or historic interest of, the building and its setting.*
4. *Consent for the demolition of any building within a Conservation Area will be granted, if its loss does not detract from the special character or appearance of the area, or that it is wholly beyond repair and re-use.*
5. *The quality of all archaeological sites and Scheduled Ancient Monuments will be conserved and enhanced. Development that adversely affects the site or setting of a Scheduled Ancient Monument or other nationally important archaeological site will not be permitted. Development should not harm archaeological remains of local importance, except where the benefits of the development are considered to outweigh the value of the remains.*

The South Hams District Council Our Plan, due in 2016, is an overarching strategic plan for the whole district to 2031. However, this will not focus on settlement specific aspects of the historic environment. This management plan, therefore, focuses on those settlement specific aspects of the Conservation Area.

Development management policies

Only a small additional range of works to existing building is brought under planning control within a conservation area compared with an undesignated area. Conservation area status offers little additional building control on unlisted buildings. South Hams District Council has a prescriptive list that applies to new buildings.

Conservation area designation does introduce controls over the way owners can alter or develop their properties. These controls include:

- The requirement in legislation and national planning policies to preserve and/or enhance.
- Local planning policies which pay special attention to the desirability of preserving or enhancing the character or appearance of the area.
- Control over demolition of unlisted buildings.
- Control over works to trees.
- Fewer types of advertisements which can be displayed with deemed consent.
- Restriction on the types of development which can be carried out without the need for planning permission.

Additional planning controls apply to conservation areas, and special Conservation Area Consent may be required for works such as:

- Demolition of all or part of a building or structure (including walls and outhouses).
- Minor developments including alterations to roofs or the cladding of buildings
- Tree works including cutting, uprooting, lopping or topping of trees.
- Installation of satellite dishes.

Planning permission is needed for relevant demolition in a conservation area to do the following:

- Demolish a building with a volume of more than 115 cubic metres. There are a few exceptions and further information can be sought from South Hams District Council.
- Demolish a gate, fence, wall or railing over 1 metre high next to a highway (including a public footpath or bridleway) or public open space; or over 2 metres high elsewhere.

The siting of a satellite dish on a chimney, wall or roof slope which faces onto, and is visible from, a road requires planning permission. Planning permission is also required on a building which exceeds 15 metres in height.

New development in the Conservation Area

A very high standard of design which is sympathetic to the existing environment is required when submitting a planning application within the Conservation Area. New development must make a positive contribution to the character of the Area. In view of this, South Hams District Council may require additional information in support of

any planning application showing how the proposal will relate to the Conservation Area. This can mean the submission of elevations of neighbouring buildings, full details of the proposal and examples of materials and colours.

There is little scope for infill within the Conservation Area. However any new construction or alteration that is proposed will need to be of the highest quality and design and in accordance with central government guidance and the South Hams District Council publication *New Work in Conservation Areas*. This standard should apply equally to prominent sites where views into or out of the Conservation Area are affected. It is important to recognise the setting of any new building either inside or outside the Conservation Area. Any new development will always be scrutinised for detail, account being taken of the history of the site, the character of surrounding buildings and its contribution to the Conservation Area landscape.

There are aspects of the Conservation Area that are unique to Ugborough Village and considered to be of major importance in creating the character and atmosphere of the Area. These include the large central Square, the dominance of the Grade I listed Church of St Peter and the visual order of the street scenes. (see Conservation Area Character Appraisal)

This management plan aims to create a design brief for development within or adjoining the Conservation Area that complements the established grain, settlement pattern and character whilst representing the time in which it is built. Any new development within the Conservation Area, or adjoining the Area, should take account of those qualities which create the unique character and atmosphere of the Area and therefore will be supported subject to the following criteria:

- maintenance of the overall symmetry of the Conservation Area with development, as far as possible, radiating out from the central Square;
- development must not adversely impact on the dominant view of the Church, e.g. not extending the village so buildings are higher than the Church;
- maintenance of the visual order and cohesiveness of the street scene by ensuring roof ridges follow the line of the street so that eaves, rather than gables, face forward;
- street level boundaries constructed from stone or hedging;
- roofing materials of natural or imitation slate;
- elevations of natural stone, slate hung or colour washed over a render coat; and
- no additional signage, street markings or street lighting.

Traffic management

It is apparent from the Neighbourhood Development Plan consultation that, although there is concern about the increase in traffic through the village and road safety, the community as a whole is reluctant to see an increase in signage or the introduction of yellow lines and parking restrictions.

Traffic management designs should be sympathetic to the historic environment including retaining walls, trees, hedges, railings and surfaces such as cobbles. Any new features should observe existing design principles and use of local traditional materials.

Buildings at risk

There are no buildings considered to be at risk in the Ugborough Village Conservation Area.

Enforcement and remediation strategy

Where works needing it have been carried out without planning permission and have not achieved immunity through a period of time, enforcement action has and will in the future be taken.

Trees, open space, green infrastructure and landscape

Trees in a conservation area are automatically protected as if a tree preservation order is in place. However, in a conservation area, anyone proposing to carry out works on the trees must serve on the Local Authority six weeks' notice of the intended works. If the Local Authority considers the proposed works should not be carried out, then it can make a formal tree preservation order.

There is one tree preservation orders within the Conservation Area and one tree preservation order just outside it. Trees and tree groups form an important part of the character of both the Conservation Area and the surrounding area and it is important to ensure trees are protected and their growing environment enhanced if opportunities arise. There should be an assessment of the amenity value of trees on

private land before consideration of their removal. There should be a proactive replacement programme for trees on public land.

Open space, both public and private, creates valuable green infrastructure which can assist in the adaptation and mitigation of climate change.

Changes to the Conservation Area boundary

No changes are proposed to the Conservation Area boundary.

Sustainability in the Conservation Area

Sometimes there is a perceived conflict between historic and environmental conservation such as the improvement of insulation of historic buildings and the installation of solar panels. The South Hams District Council conservation team are available to provide advice where this occurs.

ANNEX 1 - National Planning Policy Framework, March 2012

126. Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. In developing this strategy, local planning authorities should take into account:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- the desirability of new development making a positive contribution to local character and distinctiveness; and
- opportunities to draw on the contribution made by the historic environment to the character of a place.

127. When considering the designation of conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest.

128. In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

129. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

130. Where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.

131. In determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

132. When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

133. Where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use.

134. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

135. The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

136. Local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

137. Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

138. Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

139. Non-designated heritage assets of archaeological interest that are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.

140. Local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.

141. Local planning authorities should make information about the significance of the historic environment gathered as part of plan-making or development management publicly accessible. They should also require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the

ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.

ANNEX 2 - SHDC Local Development Framework, Development Policies Development Plan Document, July 2010

DP6: Historic Environment

3.59 The South Hams' historic environment is one of the richest and most varied in England. Features of architectural, archaeological or historic interest abound, contributing towards the distinctive character and identity of the district's towns, villages and countryside. However, it is a finite resource and effective protection and enhancement of the historic environment is vitally important. This is a key objective of the South Hams LDF and a main theme in the Sustainable Community Strategy.

3.60 PPG15 Planning and the Historic Environment and PPG16 Archaeology and Planning provide the national policy framework for the protection and enhancement of the historic environment and archaeology. This local policy reflects the importance of the historic environment to the South Hams' environment and economy.

3.61 The historic environment consists of the following designations: Conservation Areas, Listed Buildings, Historic Parks and Gardens, and also of non-designated buildings, structures and areas that are of local architectural and/or historic interest. Scheduled Ancient Monuments and other nationally and locally important archaeological sites and remains are also included. It is important that the principles in national and regional policy, the Core Strategy, and all policies in this DPD are applied to historic environments.

3.62 Conservation Areas are areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. The South Hams currently has 47 Conservation Areas designated in settlements and their boundaries are shown on the Proposals Map at www.southhams.gov.uk. Their designation, however, is part of a continuous process. The objective for any development proposal within a Conservation Area will be to preserve or enhance the area's special character or appearance, its setting and views into and out of the area. This also applies to development proposals outside Conservation Areas that may have a direct impact on them.

3.63 Conservation Area Appraisals are being conducted for each Conservation Area. 14 have so far been completed and adopted. Work will continue on these appraisals and these will provide a basis for determining the appropriateness of development or enhancement proposals.

3.64 Listed Buildings are properties of special architectural or historic interest designated by English Heritage on behalf of the Government. They contribute to the character, sense of identity, urban fabric and economy of an area. There are approximately 3,500 Listed Buildings in the South Hams. The objective will be to preserve the building, its setting and any special features of interest it possesses.

3.65 The Register of Parks and Gardens of Historic Interest is compiled by English Heritage. There are currently 8 Historic Parks and Gardens within the district. These are shown on the Proposals Map at www.southhams.gov.uk and Appendix 7.

3.66 Where appropriate, proposals need to demonstrate, in a Design and Access Statement, Listed Building Consent application and/or Conservation Area Appraisal, that there is a good understanding of a site and its relationship with the historic environment. Applications will only be determined where they provide sufficient information to allow assessment of the effect of the proposal on the special character and appearance of the area. Applications may be referred to the South Hams Design Panel.

3.67 PPG16 Archaeology and Planning sets out the national policy for archaeology. Archaeological remains are finite resources and vulnerable to damage or destruction. The most nationally important archaeological sites are designated as Scheduled Ancient Monuments. There were 414 Scheduled Ancient Monuments in the South Hams (as of December 2009) (see Proposal Map and Appendix 7). They are given statutory protection and Scheduled Ancient Monument Consent is required for works that affect them.

3.68 Scheduled Ancient Monuments represent only a small proportion of archaeological remains. There are a vast number of archaeological remains of local, regional and national importance which are recorded in the County Historic Environment Record.

3.69 For those archaeological remains that are not of national importance, there is a need to reconcile the relative importance of the remains with the need for development. Wherever possible, development should be located through careful design, layout and siting to avoid archaeological remains to ensure that they remain preserved in situ. Where preservation in situ is not possible, the developer will be required to make appropriate provision for the excavation and recording of the remains before and / or during development. Where a lack of information precludes the proper assessment of a site or area with archaeological potential, developers will be required to arrange appropriate prior evaluation in advance of any decision to affect the site or area.

Related planning policies

- Heritage Bill (proposed changes)
- Planning Policy Guidance 15: Planning and the Historic Environment
- Planning Policy Guidance 16: Archaeology and Planning
- South West Regional Spatial Strategy (Proposed Changes) policies ENV1 Protecting and Enhancing the Region's Natural and Historic Environment, ENV5 Historic Environment
- Core Strategy policies CS7 Design, CS9 Landscape and Historic Environment
- Development Policies DP1 High Quality Design, DP2 Landscape Character, DP15 Development in the Countryside, DP16 Conversions and Reuse of Existing Buildings in the Countryside, DP17 Residential Extensions and Replacement Dwellings in the countryside.

Further guidance for applicants

- Proposals Map: Conservation Areas, Historic Parks and Gardens and Scheduled Ancient Monuments (www.southhams.gov.uk).
- See guidance listed for DP1 High Quality Design and DP2 Landscape Character
- Heritage Counts: The State of England's Historic Environment, English Heritage
- Power of Place, English Heritage
- Adopted and forthcoming Conservation Area Appraisals and Management Plans
- New Work in Conservation Areas, South Hams District Council
- Information sources held by English Heritage: Register of Parks and Gardens of Historic Interest and Listed Buildings
- Historic Environment Record, Devon County Council

Evidence that may be required from applicants to accompany planning applications

- Listed Building Consent, Conservation Area Consent and Scheduled Ancient Monument Consent applications
- Historic Features/Archaeological Appraisals
- An Archaeological Assessment will be required as part of any application for any development affecting known archaeological sites or areas of archaeological potential
- Evidence the applicant has a full understanding of the site and state of the site and how the proposal enhances the site and surrounding historic environment and special character of the area.

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2. Proposals will be permitted for alterations to, extensions to, or partial demolition of a Listed Building, provided they do not adversely affect: a. its special architectural or historic interest, either internally or externally, of the building; and b. the character and appearance of its setting.

3. Where an alternative use is sought for a Listed Building it will only be permitted where it can be shown that the alternative use is compatible with, and will preserve the special architectural or historic interest of, the building and its setting.

4. Consent for the demolition of any building within a Conservation Area will be granted, if its loss does not detract from the special character or appearance of the area, or that it is wholly beyond repair and re-use.

5. The quality of all archaeological sites and Scheduled Ancient Monuments will be conserved and enhanced. Development that adversely affects the site or setting of a Scheduled Ancient Monument or other nationally important archaeological site will not be permitted. Development should not harm archaeological remains of local importance, except where the benefits of the development are considered to outweigh the value of the remains.