

Project Title: A Landscape Character Assessment for South Hams and West Devon

Client: South Hams District Council | West Devon Borough Council

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A Landscape Character Assessment for South Hams and West Devon

Final Report Prepared by LUC June 2018

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1 Introduction

- 1.1 This Landscape Character Assessment (LCA) forms part of the evidence base for South Hams and West Devon Council's forthcoming *Plymouth and South West Devon Joint Local Plan* which covers the South Hams District, West Devon Borough and Plymouth City areas. Please note that this LCA relates to the local planning authority areas for South Hams District Council and West Devon Borough Council (as shown in **Figure 1.1**), which are distinct from the wider administrative areas which include significant parts of Dartmoor National Park. The areas within Dartmoor National Park which are excluded are covered by a separate LCA for the National Park.
- 1.2 The LCA is intended to provide context for policies and proposals within the emerging Joint Local Plan, inform the determination of planning applications, and the management of future change so that it is in sympathy with local variations in landscape character in order to conserve and enhance the special qualities of the rural area within South Hams and West Devon. The management bodies for the nationally designated landscapes of the South Devon Area of Outstanding Natural Beauty (AONB), the Tamar Valley AONB and Dartmoor National Park are also encouraged to use this work as an evidence base to assist with their work to develop and refine management plans, special qualities and take account of the landscape settings to these protected landscapes.
- 1.3 This report provides an update to the previous LCAs which were produced by Diacono Associates in 2007-8¹. Some sections of text have therefore been retained from the previous reports where they are still relevant.

Policy context

The European Landscape Convention

- 1.4 The European Landscape Convention (ELC) came into force in the UK in March 2007. It establishes the need to recognise landscape in law; to develop landscape policies dedicated to the protection, management and planning of landscapes; and to establish procedures for the participation of the general public and other stakeholders in the creation and implementation of landscape policies.
- 1.5 The ELC definition of 'landscape' recognises that all landscapes matter, be they ordinary, degraded or outstanding:
 - "Landscape means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors".
- 1.6 The Convention puts emphasis on the whole landscape and all its values and is forward looking in its approach, recognising the dynamic and changing character of landscape. Specific measures promoted by the Convention, of direct relevance to this study include:
 - the identification and assessment of landscape; and
 - improved consideration of landscape in existing and future sectoral and spatial policy and regulation.
- 1.7 This updated Landscape Character Assessment will continue to make a key contribution to the implementation of the ELC in the South Devon AONB, Tamar Valley AONB and Dartmoor National Park. It helps to reaffirm the importance of landscape, co-ordinate existing work and guide future work to protect, manage and plan these nationally protected landscapes.

¹ South Devon AONB and South Hams District Council Landscape Character Assessment (2007) and West Devon Borough and Tamar Valley AONB Landscape Character Assessment (2008).



National Planning Policy Framework (NPPF) 2012

- 1.8 The National Planning Policy Framework (NPPF), states within its core planning principles that planning should "take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it".
- 1.9 The NPPF calls for valued landscapes to be protected and enhanced (para 109), with the greatest weight being given to conserving landscape and scenic beauty in National Parks and Areas of Outstanding Natural Beauty (AONBs) (para 115). An up-to-date Landscape Character Assessment is also recommended in 'An Approach to Landscape Character Assessment²' guidance, to support planning decisions by local planning authorities.
 - Nationally protected landscapes within or adjacent to South Hams and West Devon
- 1.10 Large parts of South Hams District and West Devon Borough fall within Dartmoor National Park, designated in 1951 as one of the first national parks in the UK. As such, its landscape is of outstanding importance, protected under the first statutory purpose of National Parks as established under the 1949 National Parks and Access to the Countryside Act and updated in the Environment Act 1995. Dartmoor National Park Authority is the local planning authority for land within the national park, and has its own Landscape Character Assessment (2017).
- 1.11 A total of 37.5% of South Hams District and 7.8% of West Devon Borough also form part of either the South Devon or Tamar Valley AONBs nationally designated landscapes recognised for their scenic qualities. **Table 1.1** below provides a breakdown of the area of land within the study area that falls within a nationally protected landscape.

Table 1.1: Percentage of protected landscapes within South Hams and West Devon

	Percentage	Area (hectares)
Area of Dartmoor National Park within South Hams	17.3%	16,539
Area of Dartmoor National Park within West Devon	55.6%	53,092
Area of South Devon AONB within South Hams	96.4%	32,762
Area of Tamar Valley AONB within West Devon administrative area	46.3%	9,095
Area of Tamar Valley AONB within South Hams	6.2%	1,209

1.12 The location and extent of the nationally protected landscapes within South Hams and West Devon are mapped at **Figure 1.2.**

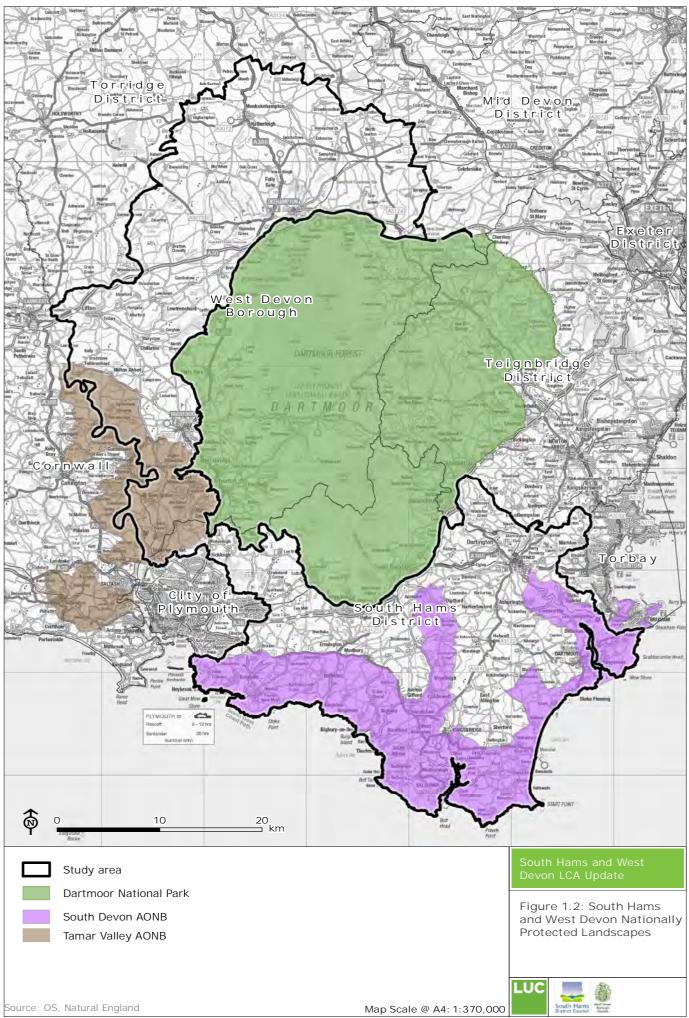
Local

South Hams and West Devon Local Plan

- 1.13 Planning is underpinned by the current Development Plan. In South Hams this is comprised of the Core Strategy (2006), an Area Action Plan and a number of Development Plan Documents including the Development Management (DM) and Delivery DPD (2013) and a number of Supplementary Planning Documents. In West Devon, this is comprised of the Core Strategy (2011) and the 2005 Local Plan Review (as amended 2011). Of key relevance to this study are core strategic aims as set out in South Hams Core Strategy Policy CS9 and West Devon Core Strategy Policy SO15:
 - '...the quality, character, diversity and local distinctiveness of the natural and historic environment will be conserved and enhanced...'
- 1.14 This sits alongside other policies contained within the current Development Plan including South Hams DM DPD policies DP1 (High Quality Design) and DP2 (Landscape Character) and West

 $^{^{\}rm 2}$ An approach to Landscape Character Assessment. Natural England. October 2014.

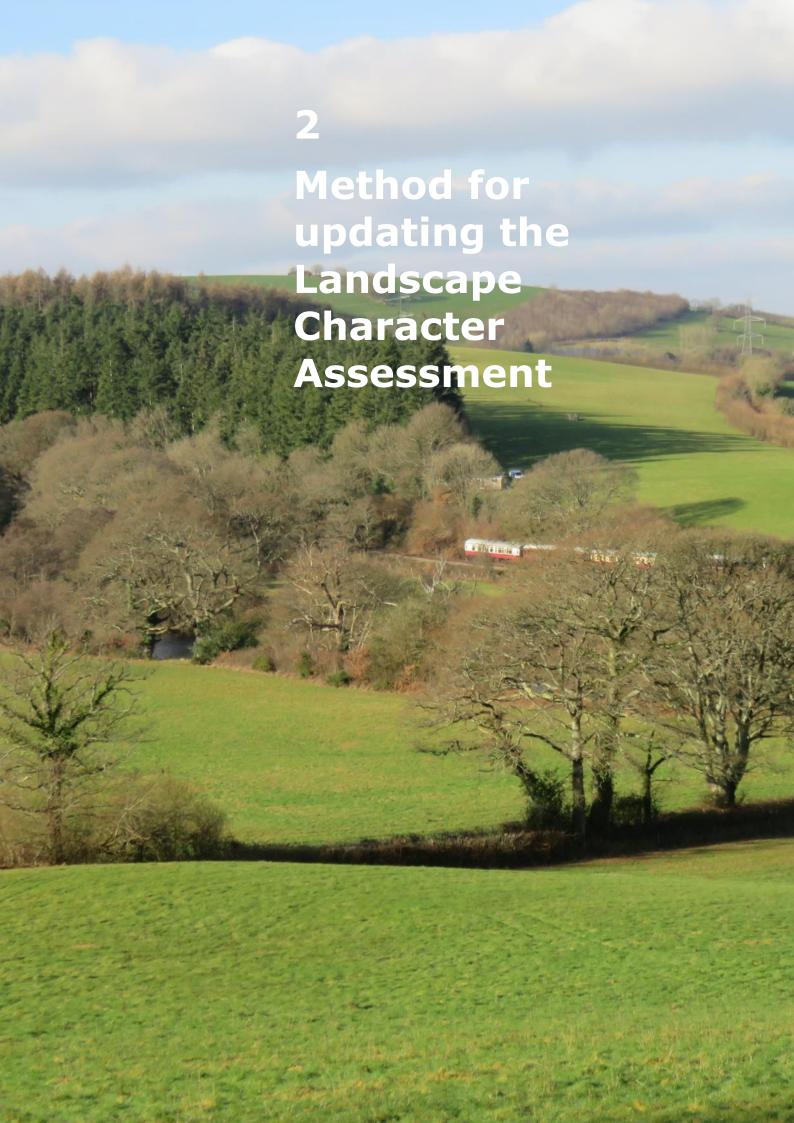
Devon's Strategic Policy 17 (Landscape Character), Strategic Policy 20 (Promoting High Quality Design) and Local Plan Review Policy NE10 (Protection of the wider countryside and other open spaces). These local policy documents will be superseded by policies the Joint Local Plan and its policies once adopted.



1.15 The Joint Local Plan is currently being prepared, with this Landscape Character Assessment forming part of an updated evidence base to underpin the policies and allocations in the new Plan. This LCA will sit alongside the two AONB Management Plans (South Devon AONB and Tamar Valley AONB) for the period 2014-2019 and will inform future iterations.

Structure of this report

- 1.16 The remainder of this report is structured as follows:
 - Chapter 2: Method for undertaking the Landscape Character Assessment and Classification a summary of the method undertaken to classify the area into Landscape Character Types (LCTs).
 - Chapter 3: South Hams Landscape Character Type Descriptions the character descriptions, strategy and landscape guidelines for each LCT found in South Hams
 - Chapter 4: West Devon Landscape Character Type Descriptions the character descriptions, strategy and landscape guidelines for each LCT found in West Devon.
 - Appendix 1: Table showing Devon Character Areas found in the two authorities and their relationship to consistent Landscape Character Types.
 - Appendix 2: List of consultees and summary of comments from a workshop held to inform the study on 26th April 2017.



2 Method for undertaking the Landscape Character Assessment and Classification

What is the South Hams and West Devon Landscape Character Assessment?

- 2.1 The landscape is the result of the interaction between people and the environment that gives an area a local identity. **Landscape character** is defined as "a distinct, recognisable and consistent pattern of elements in the landscape that makes one landscape different from another, rather than better or worse". **Landscape Character Assessment** is the process of identifying and describing such variations in character across a landscape in this case the local authority areas of South Hams District and West Devon Borough.
- 2.2 Landscape Character Assessment is a tool to identify what makes a place unique, and can serve as a framework for decision making that respects local distinctiveness. It emerged in the 1980s as a process by which to define the character of the landscape i.e. what makes one area distinct or different from another. It sought to separate the classification and description of the landscape from the evaluation process, the latter being more concerned with what makes one landscape 'better' than others. During recent years, the techniques and methodology have been refined, culminating in the publication of "An Approach to Landscape Character Assessment" (Natural England, October 2014), which updated the previous national guidance on the subject from 2002.
- 2.3 Understanding the character of place and evaluating an area's defining characteristics is a key component in managing growth sustainably and ensuring that the inherent quality of the landscape in South Hams and West Devon can continue to be celebrated, creating places that people can be proud of. Understanding of character can be used to ensure that any change or development does not undermine whatever is valued or characteristic in a particular landscape.
- 2.4 This report can be used to consider landscape character when planning any type of change, such as:
 - to inform work on policy development as part of emerging Development Plans;
 - to inform development management, guiding development and land management that is sympathetic to local character and special qualities;
 - to promote an understanding of how landscapes are changing and how they can be strengthened.

Landscape Character Assessment framework

2.5 This LCA forms part of a wider hierarchy of landscape character assessment information cascading down from the national, county to local (South Hams and West Devon) level. This hierarchy is illustrated on the next page.

National

2.6 At the national level, England is divided into 159 distinct **National Character Areas (NCAs)**⁴. Each is defined by a unique combination of landscape, biodiversity, geodiversity, history, and cultural and economic activity. There are descriptive profiles available for each NCA (published in 2014), setting out information on landscape character, changes happening in the landscape and

³ An Approach to Landscape Character Assessment" (Natural England, October 2014)

⁴ https://www.gov.uk/government/publications/national-character-area-profiles-data-for-local-decision-making/national-character-area-profiles

an assessment of ecosystem services delivered. The NCAs covering the two authority areas are shown at **Figure 2.1**.

National level: National Character Areas

County level:
Devon Landscape Character Assessment (DCAs and 'Devon Menu' of LCTs)

Local level:
South Hams and West Devon Landscape Character Assessment (LCTs from the 'Devon Menu')

County

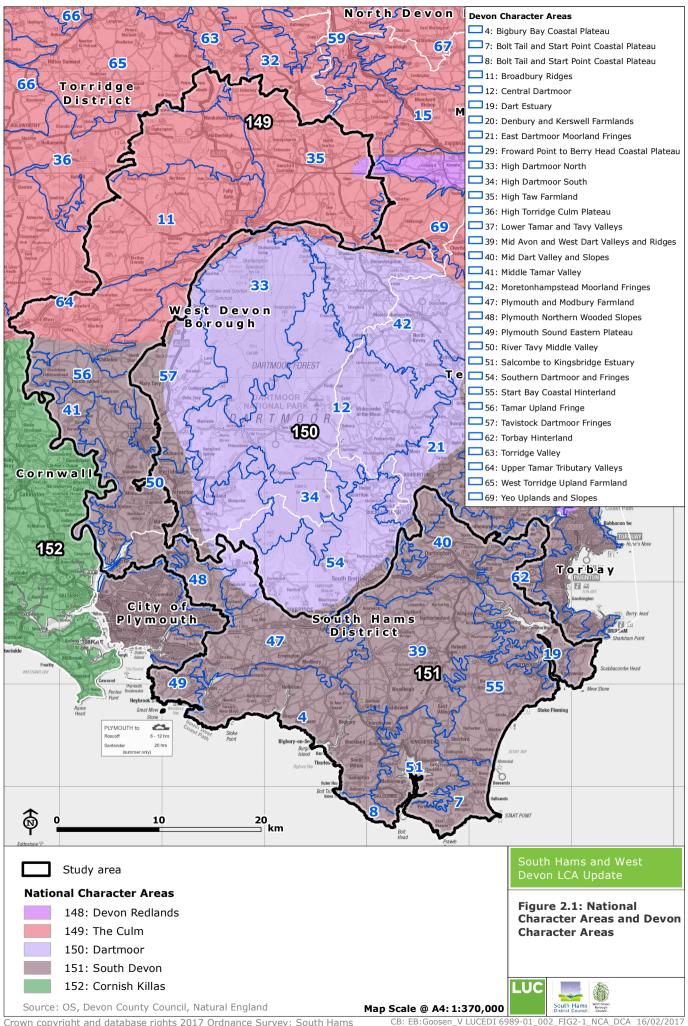
At a county level, Devon's landscape character assessment⁵ describes the variations in character between different areas and types of landscape in the county. It divides Devon up into 68 **Devon Character Areas (DCAs)**, each representing areas with a unique and distinct identity recognisable on a county scale. These are shown alongside the NCAs at **Figure 2.1**.

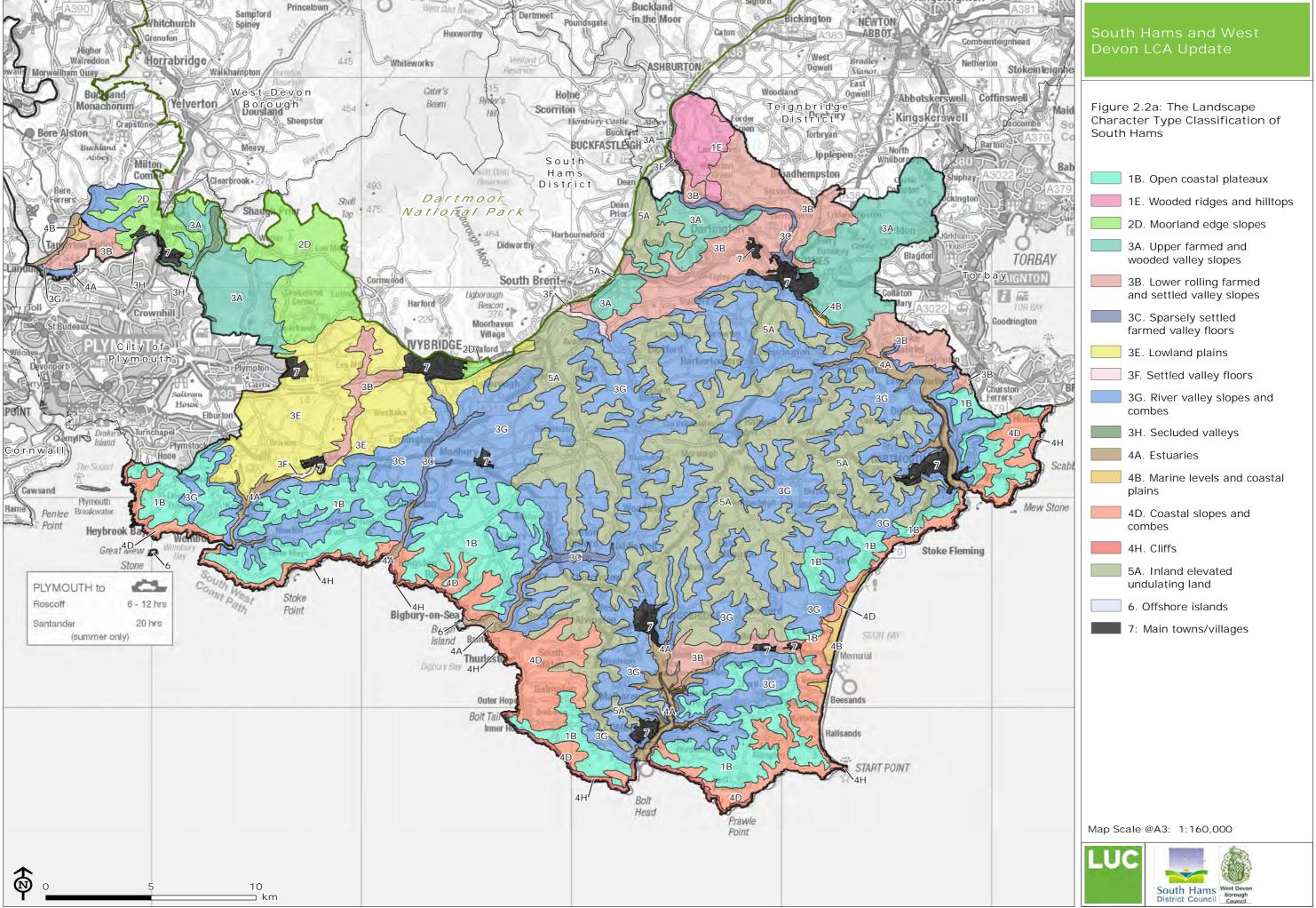
- 2.7 Feeding up to the DCAs is a 'menu' of Devon-wide **Landscape Character Types (LCTs)**, each sharing similar characteristics. Some types of landscape occur throughout the county, for example, 'Sparsely settled farmed valley floors' while others may occur only once, for example, 'Upland moorland with tors' which is only found in Dartmoor National Park.
- 2.8 Collectively, the Devon county work provides an evidence base for local plans, articulating what people perceive as distinctive and special about all landscapes in Devon. It also set out strategies and guidelines for the protection, management and planning of the landscape.

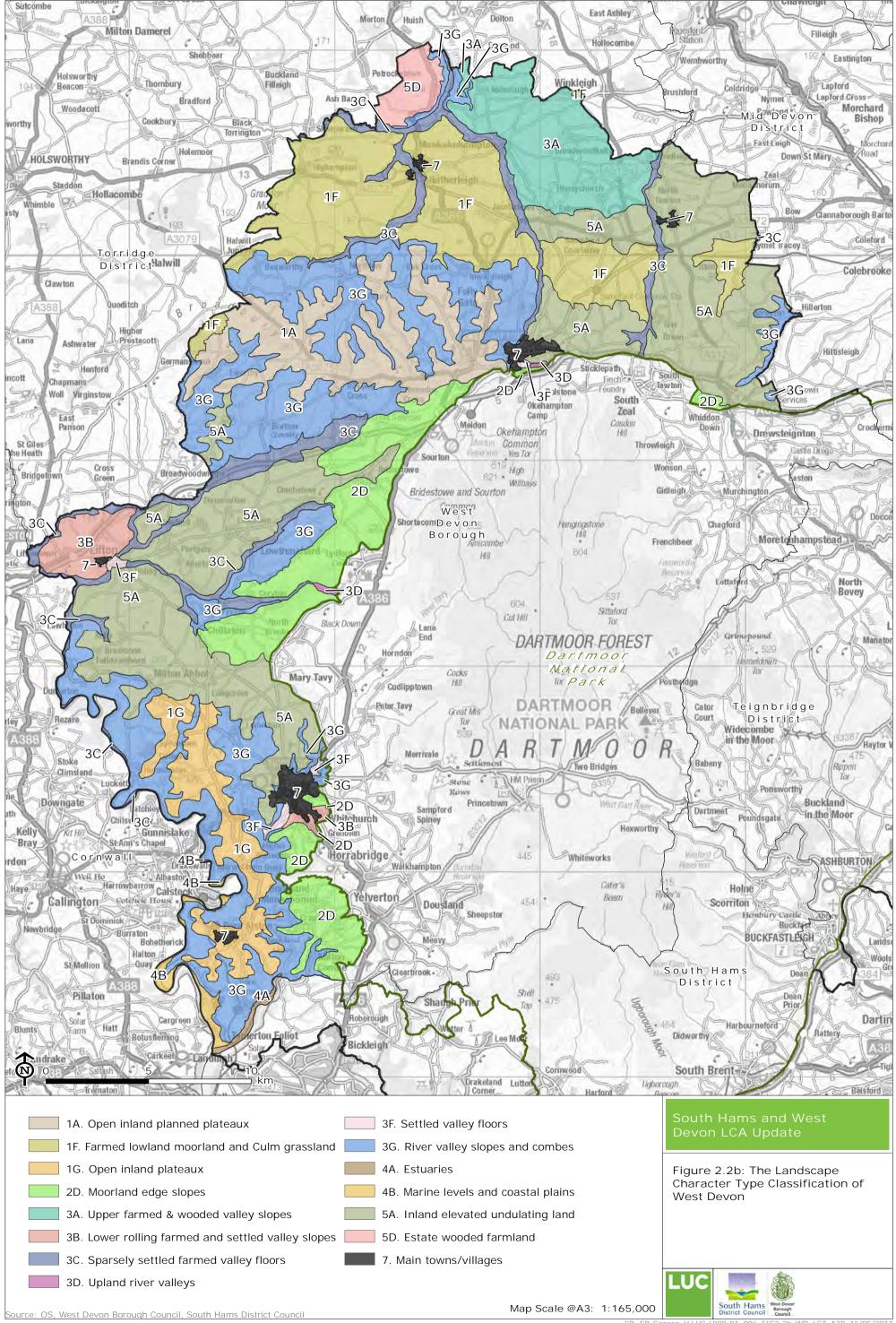
Local

- 2.9 Landscape does not stop at administrative boundaries but continues seamlessly into surrounding administrative areas. Therefore, a key aim of this work was to join up with the Landscape Character Assessments of adjacent authorities which were produced after the original two assessments for the study area. These are Plymouth (a combined landscape and seascape character assessment, October 2016), Torridge (2011), Teignbridge (2009), Mid Devon (2011) and Dartmoor National Park (2017).
- 2.10 The Devon Landscape Character Types within South Hams District and West Devon Borough are shown on **Figure 2.2a** (South Hams) and **Figure 2.2b** (West Devon).

⁵ Further information available at: https://new.devon.gov.uk/planning/planning-policies/landscape/devons-landscape-character-assessment







Approach to the 2017 update

- 2.11 The method for undertaking this Landscape Character Assessment follows the method promoted by Natural England through 'An Approach to Landscape Character Assessment' (2014)⁶ which embeds the principles of the European Landscape Convention (ELC) within it. Reference has also been made to the method for Seascape Character Assessment promoted by Natural England in 'An Approach to Seascape Character Assessment' (2012)⁷.
- 2.12 The national approach document lists the five key principles for landscape character assessment as follows:
 - Landscape is everywhere and all landscape has character;
 - Landscape occurs at all scales and the process of Landscape Character Assessment can be undertaken at any scale;
 - The process of Landscape Character Assessment should involve an understanding of how the landscape is perceived and experienced by people;
 - A Landscape Character Assessment can provide a landscape evidence base to inform a range of decisions and applications;
 - A Landscape Character Assessment can provide an integrating spatial framework- a multitude of variables come together to give us our distinctive landscapes.
- 2.13 The assessment has been prepared within the framework followed by all Devon local authorities, as described in the previous section. It draws on the previous South Hams District Council Landscape Character Assessment (2007) (which included areas within the South Devon AONB) and the West Devon Borough and Tamar Valley AONB Landscape Assessment (2008), and information from unpublished updates to those assessment where this remains relevant.
- 2.14 The process for undertaking the study involved four main stages, described below, namely:
 - Desk study and classification;
 - Field survey;
 - · Description;
 - Evaluation.
- 2.15 GIS was used throughout the study as the tool for collating, manipulating and presenting data.

Key stages of the update

Desk study

- 2.16 This stage involved the collation of a wide range of mapped information to 'sense-check' the landscape classification established in the 2007 and 2008 studies.
- 2.17 The main datasets used to inform this process are shown in **Table 2.1** below.

Table 2.1: Main datasets used to inform the assessment

Dataset	Source
Base OS mapping at 1:50K and 1:25K	Ordnance Survey
Nationally protected landscape designations	Natural England
Terrain 50 Contour data	Ordnance Survey

 $^{^{6}\ \}underline{\text{https://www.gov.uk/government/uploads/system/uploads/attachment}}\ data/file/396192/landscape-character-assessment.pdf}$

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/396177/seascape-character-assessment.pdf

Dataset	Source
Solid & drift geology 625k	British Geological Survey
Nature conservation designations	Natural England (national datasets) and South Hams District Council & West Devon Borough Council (local datasets)
Historic Landscape Character Types (Devon HLC)	Devon County Council
Heritage designations	Historic England (national datasets) and South Hams District Council & West Devon Borough Council (local datasets)
Tranquil Areas and Intrusion mapping	CPRE
Dark skies	CPRE

Updated classification of Landscape Character Types

- 2.18 Classification is concerned with dividing the landscape into areas of distinct, recognisable and consistent common character and grouping areas of similar character together (as Landscape Character Types, LCTs).
- 2.19 A total of 23 Landscape Character Types (LCTs) have been identified as listed in **Table 2.2** below; with 18 LCTs in South Hams and 14 in West Devon with considerable cross-over of LCTs between the two authorities. The classification is shown in **Figure 2.3a** for South Hams and **Figure 2.3b** for West Devon.
- 2.20 This classification is based on the previous classification but boundaries have been adjusted to follow more suitable features (e.g. field boundaries, contours, roads, watercourses), and the codings and names updated to reflect the most up-to-date version of the Devon Menu. A thorough review of cross-boundary locations was also undertaken, to ensure that character 'flows' across administrative areas. This includes between the two authority areas subject to this assessment, the adjacent Devon authorities of Plymouth, Teignbridge, Torbay, Torridge, Mid Devon and Dartmoor National Park, and Cornwall. Users of this document are therefore encouraged to refer to the LCAs produced by the other local authorities for any locations close to or on administrative boundaries.
- 2.21 The classification of LCTs has been mapped at a scale of 1:25,000 which means that it is suitable for use at this scale. The scale of this classification will need to be taken into account whenever the assessment is used to ensure that the level of detail is compatible with the intended application. In reality landscape character does not change abruptly at the LCT boundaries. Boundaries therefore often represent transitions rather than marked changes in character visible on the ground.

Table 2.2: LCT classification and occurrence within South Hams and West Devon

LCT number	LCT name	South Hams	West Devon
1A	Open inland planned plateaux		
1B	Open coastal plateaux		
1E	Wooded ridges and hilltops		
1F	Farmed lowland moorland and Clum grassland		
1G	Open inland plateaux		
2D	Moorland edge slope		
3A	Upper farmed & wooded valley slopes		
3B	Lower rolling farmed and settled valley slopes		
3C	Sparsely settled farmed valley floors		
3D	Upland river valleys		
3E	Lowland plains		

LCT number	LCT name	South Hams	West Devon
3F	Settled valley floors		
3G	River valley slopes and combes		
3H	Secluded valleys		
4A	Estuaries		
4B	Marine levels and coastal plains		
4D	Coastal slopes and combes		
4H	Cliffs		
5A	Inland elevated undulating land		
5D	Estate wooded farmland		
6	Offshore islands		

Links to the Devon Character Areas (DCAs)

2.22 As explained earlier in this chapter and shown at Figure 2.1, the LCTs fit within a broader framework of county-scale Devon Character Areas (DCAs). Each DCA has its own descriptive profile available on the Devon County Council website. This information should be cross-referred to in order to supplement the LCT profiles for South Hams and West Devon presented in the next chapter. A table showing the relationships between the DCAs and LCTs found in the two authority areas is included in **Appendix 1**.

Field survey

- 2.23 A field survey was undertaken in January 2017 to verify the classification. This specifically focussed on information that is less easily gathered from desk work alone:
 - verifying and fine-tuning the classification of the LCTs;
 - verifying information on landscape character and key characteristics and noting local variations in character;
 - · gathering information on perceptual qualities and views;
 - · identifying valued attributes;
 - assessing landscape condition i.e. the physical state of the landscape and its intactness (and that of features within it); and
 - assessing visible forces for change.

LCT profiles

2.24 Descriptive profiles for LCTs found in South Hams are provided in **Chapter 3** and for West Devon in **Chapter 4**. These are structured as follows:

Context and description

- 2.25 A map and two representative photos are provided and landscape character is described in terms of:
 - Summary of location and landscape character (taken from the existing LCAs but with any inconsistencies corrected)
 - Key characteristics (taken from the existing LCAs but with any inconsistencies with the 'Devon Menu' corrected and expanded where necessary to paint a more detailed picture of character in the local context);

Evaluation

- 2.26 The evaluation covers:
 - **Valued attributes** i.e. the features and characteristics that are particularly valued for their contribution to character and for the ecosystem services they provide (i.e. those things that if lost would change the character to the detriment of the landscape).

- **Landscape condition** i.e. the current physical state of the landscape and its intactness, as well as the presence of any detractors;
- **Forces for change** i.e. current or future drivers for landscape change including a combination of some or all of the following; climate change, natural processes, social and cultural trends, continued development pressure, economic and market trends, changing values and policy changes.
- Landscape strategy and guidance i.e. landscape guidelines to protect, manage and plan for the landscape.

Consultation

- 2.27 The draft Landscape Character Assessment (February 2017) was made available to the public and local stakeholders for online consultation as part of the Regulation 19 Joint Local Plan evidence base consultation, which ran from 15 March to 26 April 2017. No comments were received on the draft document through this consultation.
- 2.28 A workshop was then held on 26 April 2017 to present the work undertaken to date and to gather local views on what is valued in the landscape and the pressures affecting its condition. Key stakeholders who were unable to attend the workshop were also given further opportunity to submit any comments for a three-week period following the event. It is acknowledged that gaining a comprehensive picture of what local people value about their landscape could be a project within itself, but the purpose of the consultation was to back up the consultants' professional judgement about what is of value within the different landscapes, and why.
- 2.29 A list of consultees is provided at **Appendix 2** and a summary of comments received at the workshop are included in **Appendix 3**.