

LAND AT HEANTON BARTON
PETROCKSTOWE
TORRIDGE
DEVON

RESULTS OF A HERITAGE IMPACT ASSESSMENT



South West Archaeology Ltd. report no. 181030



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Land at Heanton Barton, Petrockstowe, Devon

Results of a Heritage Impact Assessment

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Work undertaken by SWARCH for Airband (the Client)

SUMMARY

The results of a Heritage Impact Assessment carried out by South West Archaeology Ltd. (SWARCH) for land at Heanton Barton, Petrockstowe, Devon, in advance of the proposed installation of a telecoms mast.

The site is located within the same field as the Grade II Listed Heanton Windmill that is recorded in its listing as a water pump to supply water to the Heanton Sachville Estate, but is noted as a disused corn mill on historic mapping. The Heanton Sachville Manor belonged to the Sachville family until the reign of Henry III before passing to the Killebrews, the Yeos, the Rolles and the Lords Clinton.

There are very few assets or findspots noted on the Devon HER in this area. The lack of records in this area are more likely an indication that little investigation has been carried out than of a lack of potential for archaeological deposits and features. The topography of the site would suggest a medium probability of prehistoric activity in the area. In terms of direct impacts, the site has the potential for archaeological features or deposits pre-dating the post-medieval field system which may be uncovered and destroyed during the groundworks for laying the cables associated with the mast and it is suggested that a programme of archaeological recording be undertaken as part of these works. There is also the possibility that pipework associated with the use of the windmill as a water pump may be revealed.

*In terms of indirect impacts, most of the designated heritage assets in the wider area are located at such a distance to minimise the impact of the proposed development, or else the contribution of setting to overall significance is less important than other factors. The landscape context of many of these buildings and monuments is such that they would be partly or wholly insulated from the effects of the proposed development by a combination of local blocking from trees, buildings or embankments, or that other modern intrusions have already impinged upon their settings. The only asset which lies in close proximity and was considered in detail in this assessment would be affected by the proposed development (**negative/minor**), due to the vertical profile and material of the mast distracting slightly from the dominance of the windmill in views to the ridge.*

*With this in mind, the overall impact of the proposed development can be assessed as **negative/minor**. The impact of the development on any buried archaeological resource may be **permanent and irreversible** but can be mitigated through a programme of archaeological recording.*



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CONTENTS

<i>SUMMARY</i>	2
<i>CONTENTS</i>	3
<i>LIST OF FIGURES</i>	4
<i>LIST OF TABLES</i>	4
<i>LIST OF APPENDICES</i>	4
<i>ACKNOWLEDGEMENTS</i>	4
<i>PROJECT CREDITS</i>	4
1.0 INTRODUCTION	5
1.1 PROJECT BACKGROUND	5
1.2 TOPOGRAPHICAL AND GEOLOGICAL BACKGROUND	5
1.3 HISTORICAL BACKGROUND	5
1.4 ARCHAEOLOGICAL BACKGROUND	5
1.5 METHODOLOGY	6
2.0 HERITAGE IMPACT ASSESSMENT	7
2.1 HERITAGE IMPACT ASSESSMENT - OVERVIEW	7
2.2 NATIONAL POLICY	7
2.3 LOCAL POLICY	7
2.4 DIRECT AND INDIRECT IMPACTS	8
3.0 DIRECT IMPACTS	9
3.1 INTRODUCTION	9
3.2 CARTOGRAPHIC DEVELOPMENT	9
3.3 ARCHAEOLOGICAL POTENTIAL	11
3.3.1 SETTING	11
3.3.2 SITE DESCRIPTION	11
3.3.3 THE ASSET	11
3.3.4 ARCHAEOLOGICAL POTENTIAL	12
3.3.5 DISCUSSION	12
4.0 INDIRECT IMPACTS	13
4.1 INTRODUCTION	13
4.2 QUANTIFICATION	13
4.3 IMPACT BY CLASS OF MONUMENT OR STRUCTURE	14
4.3.1 INDUSTRIAL BUILDINGS AND INFRASTRUCTURE	14
4.3.2 HISTORIC LANDSCAPE	16
4.3.3 AGGREGATE IMPACT	16
4.3.4 CUMULATIVE IMPACT	17
5.0 CONCLUSION	18
6.0 BIBLIOGRAPHY & REFERENCES	19

LIST OF FIGURES

COVER PLATE: HEANTON CORN MILL, 20TH CENTURY; TAKEN FROM MILLSARCHIVE.ORG.

FIGURE 1: SITE LOCATION.	6
FIGURE 2: EXTRACT FROM THE 1838 PETROCKSTOWE TITHE MAP.	9
FIGURE 3: EXTRACT FROM THE 25" FIRST EDITION OS MAP; PUBLISHED 1886; THE SITE IS INDICATED.	10
FIGURE 4: EXTRACT FROM THE OS SECOND EDITION 25" MAP; PUBLISHED 1906; THE SITE IS INDICATED.	10

LIST OF TABLES

TABLE 1: SUMMARY OF DIRECT IMPACTS.	12
TABLE 2: SUMMARY OF IMPACTS.	17
TABLE 3: THE HIERARCHY OF VALUE/IMPORTANCE.	22
TABLE 4: MAGNITUDE OF IMPACT.	27
TABLE 5: SIGNIFICANCE OF EFFECTS MATRIX.	27
TABLE 6: SCALE OF IMPACT.	27
TABLE 7: IMPORTANCE OF SETTING TO INTRINSIC SIGNIFICANCE.	27
TABLE 8: THE CONCEPTUAL MODEL FOR VISUAL IMPACT ASSESSMENT.	28

LIST OF APPENDICES

APPENDIX 1: IMPACT ASSESSMENT METHODOLOGY	20
APPENDIX 2: PHOTOGRAPHIC ARCHIVE	29

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1.0 INTRODUCTION

LOCATION:	LAND AT HEANTON BARTON
PARISH:	PETROCKSTOWE
DISTRICT:	TORRIDGE
COUNTY:	DEVON
NGR:	SS 48903 10218
SWARCH REF.	PHB18

1.1 PROJECT BACKGROUND

South West Archaeology Ltd. (SWARCH) was commissioned by Airband (the Client) to undertake an heritage impact assessment for land at Heanton Barton, Petrockstowe, Devon, in advance of the installation of a 12m pole with telecoms radios. This work was undertaken in accordance with best practice and ClfA guidelines.

1.2 TOPOGRAPHICAL AND GEOLOGICAL BACKGROUND

The site lies to the north-west of the village of Petrockstowe on a ridge divided into large fields, surrounded by copses and small plantations. The site lies at approximately 165m (AOD). The soils of this area are well drained, fine loamy soils over rock of the Neath Association (SSEW 1983); these overlie the sedimentary sandstone of the Bude Formation (BGS 2018).

1.3 HISTORICAL BACKGROUND

Petrockstowe, in the hundred of Shebbear and the Deanery of Torrington, lies 8km from Hatherleigh and 11km from Great Torrington. Domesday records the settlement among the possessions of the abbot and convent of Buckfast. Lysons (1822) records that it was still their possession during the reign of Edward I, along with the power to inflict capital punishment. The windmill that stands within the proposed site has been suggested as a water pump to supply water to the Heanton Sachville Estate. The Heanton Sachville Manor belonged to the Sachville family from the reign of Richard I until the reign of Henry III before passing to the Killegrews, then the Yeos during the reign of Edward III. It passed through marriage to the Rolles and again through marriage to Robert Walpole, the second Earl of Orford. On his death, Heanton Sachville and the barony of Clinton and Say passed to the Trefusis family, the Lords Clinton (Lysons 1822).

The site lies within an area identified as medieval enclosures based on strip fields in the Devon Historic Landscape Characterisation (HLC).

1.4 ARCHAEOLOGICAL BACKGROUND

In the same field as the proposed development is the Grade II Listed Heanton Windmill, recorded as possibly on the site of an earlier windmill and used as a water pumping station for the Heanton Sachville Estate. At Little Silver, approximately 150m to the west, a light grey flint blade was recovered during the fieldwalking for a pipeline corridor. The lack of records in this area are more likely an indication that little investigation has been carried out rather than a lack of archaeological deposits and features. The topography of the site (ridge top) would suggest a good probability of prehistoric activity in the area.

1.5 METHODOLOGY

This archaeological assessment was undertaken in accordance with best practice. The desk-based assessment follows the guidance as outlined in: *Standard and Guidance for Archaeological Desk-Based Assessment* (ClfA 2014a; revised 2017) and *Understanding Place: historic area assessments in a planning and development context* (English Heritage 2012). The heritage impact assessment follows the guidance outlined in: *Conservation Principles: policies and guidance for the sustainable management of the historic environment* (English Heritage 2008), *The Setting of Heritage Assets* (Historic England 2015), *Seeing History in the View* (English Heritage 2011), *Managing Change in the Historic Environment: Setting* (Historic Scotland 2010), and with reference to *Guidelines for Landscape and Visual Impact Assessment 3rd Edition* (Landscape Institute 2013).



FIGURE 1: SITE LOCATION (THE SITE IS INDICATED).

2.0 HERITAGE IMPACT ASSESSMENT

2.1 HERITAGE IMPACT ASSESSMENT - OVERVIEW

The purpose of heritage impact assessment is twofold: Firstly, to understand – insofar as is reasonably practicable and in proportion to the importance of the asset – the significance of a historic building, complex, area, monument or archaeological site (the ‘heritage asset’). Secondly, to assess the likely effect of a proposed development on the heritage asset (direct impact) and/or its setting (indirect impact). This methodology employed in this assessment is based on the approach outlined in the relevant DoT guidance (DMRB vol.11; WEBTAG), used in conjunction with the ICOMOS (2011) guidance and the staged approach advocated in *The Setting of Heritage Assets* (GPA3 Historic England 2015). The methodology employed in this assessment can be found in Appendix 1.

2.2 NATIONAL POLICY

General policy and guidance for the conservation of the historic environment are now contained within the *National Planning Policy Framework* (Department for Communities and Local Government 2018). The relevant guidance is reproduced below:

Paragraph 189

In determining applications, local planning authorities should require the applicant to describe the significance of any heritage assets affected, including the 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 be consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which a 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.

Paragraph 190

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.

A further key document is the Planning (Listed Buildings and Conservation Areas) Act 1990, in particular section 66(1), which provides *statutory protection* to the setting of Listed buildings:

In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

2.3 LOCAL POLICY

Policy ST15: *Conserving Heritage Assets* in *The North Devon and Torridge Plan 2011-2031* makes the following statement:

- (1) The quality of northern Devon’s historic environment will be preserved and enhanced through positive management by:*
- (a) conserving and enhancing the historic dimension of the landscape;*

- (b) conserving and enhancing cultural, built, historic and archaeological features of national and local importance and their settings, including those that are not formally designated;*
- (c) identifying and protecting locally important buildings that contribute to the area's local character and identity; and*
- (d) increasing opportunities for access, education and appreciation of all aspects of northern Devon's historic environment, for all sections of the community.*
- (2) Proposals to improve the energy efficiency of, or to generate renewable energy from historic buildings or surrounding heritage assets will be supported where:*
 - (a) there is no loss or degradation of historic fabric including traditional windows; and*
 - (b) equivalent carbon savings cannot be achieved by alternative siting or design that would have a less severe impact on the integrity of heritage assets.*

2.4 DIRECT AND INDIRECT IMPACTS

This assessment is broken down into two main sections. Section 3.0 addresses the *direct impact* of the proposed development i.e. the physical effect the development may have on heritage assets within, or immediately adjacent to, the development site. Designated heritage assets on or close to a site are a known quantity, understood and addressed via the *design and access statement* and other planning documents. Robust assessment, however, also requires a clear understanding of the value and significance of the *archaeological* potential of a site. This is achieved via the staged process of archaeological investigation detailed in Section 3.0. Section 4.0 assesses the likely effect of the proposed development on known and quantified designated heritage assets in the local area. In this instance the impact is almost always indirect i.e. the proposed development impinges on the *setting* of the heritage asset in question, and does not have a direct physical effect.

3.0 DIRECT IMPACTS

3.1 INTRODUCTION

For the purposes of this assessment, the *direct effect* of a development is taken to be its direct physical effect on the buried archaeological resource. In most instances the effect will be limited to the site itself. However, unlike designated heritage assets (see Section 4.0) the archaeological potential of a site, and the significance of that archaeology, must be quantified by means of a staged programme of archaeological investigation. Sections 3.2-3.3 examine the cartographic and archaeological background to the site. Appendix 1 details the methodology employed to make this judgement.

3.2 CARTOGRAPHIC DEVELOPMENT

The Petrockstowe Tithe Map of 1838 shows the field in which the mast is to be located as a separate enclosure to the windmill. The lane immediately north appears the same, the boundaries to the north and west appear consistent with the modern boundaries, but the surrounding fields are made up of much smaller enclosures. The proposed site is recorded as owned by the Right Honourable Lord Clinton and, along with a large number of plots in this area, was occupied by Henry Doble, John Drake, John Bond and Andrew Westaway. The field and the field to the east containing the windmill are both recorded with the name *Windmill Close* and both were arable land.



FIGURE 2: EXTRACT FROM THE 1838 PETROCKSTOWE TITHE MAP (THE SITE IS INDICATED).

The First Edition OS Map of 1886 shows little change to the field in which the mast will be located. The southern boundary has become more angular, but the size and shape of the field appears similar. The windmill is recorded as a disused corn mill on this map and is named *Heanton Corn Mill*. The surrounding fields have been opened up to create larger enclosures.

LAND AT HEANTON BARTON, PETROCKSTOWE, DEVON



FIGURE 3: EXTRACT FROM THE 25" FIRST EDITION OS MAP; PUBLISHED 1886; THE SITE IS INDICATED (NLS).



FIGURE 4: EXTRACT FROM THE OS SECOND EDITION 25" MAP; PUBLISHED 1906; THE SITE IS INDICATED (NLS).

The Second Edition OS Map of 1906 shows an unchanged field system in this area. Heanton Corn Mill is now labelled '*Old Windmill*'. There appear to be less trees in the landscape. The avenue of trees lining the lane to the north-east has thinned and the trees along the rough ground to the east are not evident. This may be a stylistic change rather than representing the removal of trees.

3.3 ARCHAEOLOGICAL POTENTIAL

3.3.1 Setting

The site lies north-west of Petrockstowe village, to the west of Heanton Barton farm, set within a block of fields between the council adopted local parish road and a green lane linking back to the farmyard at Heanton Barton. The site is located on the south-eastern rim of a hilltop promontory on the break of slope. Below, to the east and south-east, is a shallow wooded valley. The areas character is wholly 'working agricultural', with fields laid to a mixture of pasture and arable. There are distinct boundaries to farm holdings and blocks of landscaped woodland plantation which identifies this as part of a wider aristocratic estate, in this case the Heanton Sachville estate. The general location is quite open and exposed, horizontal in character with only relatively low hedgebanks dividing the landscape. Typically this would be considered the 'weather face' of the high ridge.

3.3.2 Site Description

The site of the proposed mast is the north-west corner of a field, within a larger block of agricultural land. Within the same field, c.200m to the east is a former windmill, Grade II Listed. The field is very long and narrow, on a slight north-east south-west alignment, level at the top, a gentle slope to the south-south-west. The boundaries are, to the north, east and west: low, wide stone faced earthen banks topped with mature hedge shrubs, internally fenced. To the south-west there is another hedgebank, to the south-east the field is bordered by a plantation woodland, with a bank and fence. The approach is up a high-sided green lane, which rises steeply from the parish road, with a historic stoned surface. Part way along the lane is concreted, where more exposed to the weather. The lane passes along the northern boundary of the field and extends to the farmyard at Heanton Barton. The soil is a rich dark brown colour, soft and of a clay-silt.

The immediate site of the mast is fairly level, near the gateway into the field in the north-west corner. A bit muddy and churned up, as cattle and machinery enter and exit here. The field has a mature and rich grass sward and appears to be fairly well drained; it is currently used for grazing cattle, but has in recent history been ploughed.

3.3.3 The Asset

The proposed mast site is close to the Listed windmill, within the same field enclosure and there are direct and proximate views between the site and heritage asset. Outward views in themselves are not crucial to the significance of the windmill, as it was designed and built to be functional, however the hint of a Gothic arch to the doorway and the quality of the stonework would suggest this was also an estate feature of note, possibly intended to be viewed. It would have had immense landscape presence sitting in such a high and exposed setting and has (to some extent) retained this in inward views, even as a ruin. The windmill may have functioned as something of an eye catcher for the wider estate. The setting of the windmill contributes to its value and has potential layers of significance and relevance to the wider estate. The mast will slightly alter this setting, although this effect may be assessed as temporary if the life-span of the mast is less than 25 years.

The windmill is ruinous but its stonework base is upstanding and is structurally quite sound. It has a level of structural integrity left even if the mechanism and head gear/sails are gone. It has local historical significance as reportedly part of a water management system for the Heanton Sachville

estate, owned by the Lords Clinton. It also has importance as a reminder of the power and 'reach' of the estate.

3.3.4 Archaeological Potential

No defined archaeological evidence was viewed within the immediate area of the proposed mast. The maturity of the hedgebanks and established character of the field systems indicate that the agricultural landscape has changed little over the last two hundred years, therefore evidence below ground is likely to be of earlier farming methods.

The lack of assets and findspots recorded on the Devon HER for the local area likely indicates a lack of investigation rather than an absence of archaeology. The location of the site along the ridge would be consistent with sites relating to Prehistoric activity and therefore the cable trench associated with the installation of the mast has the potential to expose and destroy archaeological deposits of unknown significance relating to this time period.

3.3.5 Discussion

Based on the results of the desk-based assessment and site visit, the archaeological potential of the site would appear to be *Medium*. The site therefore has the potential for archaeological evidence if ground works associated with the laying of cables associated with the mast occurs. The potential for archaeological deposits pre-dating the post-medieval field system is possibly limited by historic ploughing truncating any earlier deposits.

As such it is recommended that further archaeological works be carried out, most appropriately in the form of archaeological monitoring and recording to establish the level of survival of archaeological features or deposits.

The level of *impact* of the development would depend on the presence and significance of any archaeological features and deposits that may be present. However, the direct *effect* of the development would be the disturbance or damage of any archaeological features or deposits that could be present along the cable trench associated with the development. Any impact can be mitigated through an archaeological condition.

TABLE 1: SUMMARY OF DIRECT IMPACTS.

Asset	Type	Distance	Value	Magnitude of Impact	Assessment	Overall Assessment
Direct Impacts						
Identified archaeological features	U/D	Onsite	Low	Major	Slight	Negative/Substantial
<i>After mitigation</i>			Negligible	Minor	Neutral/Slight	Negligible

4.0 INDIRECT IMPACTS

4.1 INTRODUCTION

For the purposes of this assessment, the *indirect effect* of a development is taken to be its effect on the wider historic environment. The principal focus of such an assessment falls upon identified designated heritage assets like Listed buildings or Scheduled Monuments. Depending on the nature of the heritage asset concerned, and the size, character and design of a development, its effect – and principally its visual effect – can impact on designated assets up to 20km away.

The methodology adopted in this document is based on that outlined in *The Setting of Heritage Assets* (GPA3 Historic England 2015), with reference to ICOMOS (2011) and DoT (DMRB, WEBTAG) guidance. The assessment of effect at this stage of a development is an essentially subjective one, but one based on the experience and professional judgement of the authors. Appendix 1 details the methodology employed.

This report follows the staged approach to proportionate decision making outlined in *The Setting of Heritage Assets* (Historic England 2015, 6). *Step one* is to identify the designated heritage assets that might be affected by the development. The first stage of that process is to determine an appropriate search radius, and this would vary according to the height, size and/or prominence of the proposed development. For instance, the search radius for a wind turbine, as determined by its height and dynamic character, would be much larger than for a single house plot or small agricultural building. The second stage in the process is to look at the heritage assets within the search radius and assign to one of three categories:

- Category #1 assets: Where proximity to the proposed development, the significance of the heritage asset concerned, or the likely magnitude of impact, demands detailed consideration.
- Category #2 assets: Assets where location and current setting would indicate that the impact of the proposed development is likely to be limited, but some uncertainty remains
- Category #3 assets: Assets where location, current setting, significance would strongly indicate the impact would be no higher than negligible and detailed consideration both unnecessary and disproportionate. These assets are still listed in the impact summary table.

For *Step two* and *Step three*, and with an emphasis on practicality and proportionality (*Setting of Heritage Assets* p15 and p18), this assessment then groups and initially discusses heritage assets by category (e.g. churches, historic settlements, funerary remains etc.) to avoid repetitious narrative; each site is then discussed individually, and the particulars of each site teased out. The initial discussion establishes the baseline sensitivity of a given category of monument or building to the potential effect, the individual entry elaborates on local circumstance and site-specific factors. The individual assessments should be read in conjunction with the overall discussion, as the impact assessment is a reflection of both.

4.2 QUANTIFICATION

The size of the proposal site would indicate a search radius of 1km is sufficient to identify those designated heritage assets where an appreciable effect might be experienced.

There is only one designated heritage asset in the local area: the GII Listed Heanton Windmill. There are no Scheduled Monuments, Conservation Areas, Registered Parks and Gardens or Battlefields within this area.

With an emphasis on practicality and proportionality (see *Setting of Heritage Assets* p15 and p18), only those assets where there is the possibility for a effect greater than negligible (see Table 4 in Appendix 1) are considered here in detail.

- Category #1 assets: None.
- Category #2 assets: Heanton Windmill
- Category #3 assets: no other assets within 1km.

4.3 IMPACT BY CLASS OF MONUMENT OR STRUCTURE

4.3.1 Industrial Buildings and Infrastructure

A range of industrial and extractive structures, often exhibiting elements of formal planning, rarely with a view to aesthetics

A whole range of structures relating to a whole range of industries falls under this broad category, and include ruined, standing and functioning buildings. This might include: bridges, canals, capstans, clay-drying facilities, engine houses, fish cellars, gunpowder mills, railways, warehouses and so forth. However, in most instances industrial buildings were not built with aesthetics in mind, despite the elements of formal planning that would often be present. The sensitivity of these structures to the visual intrusion of a wind turbine depends on type, age and location.

It is usually the abandoned and ruined structures, now overgrown and ‘wild’, that are most sensitive to intrusive new visual elements; wind turbines in the immediate vicinity could compete for attention.

What is important and why

This is a very heterogeneous group, though all buildings and associated structures retain some evidential value, which ranges with the degree of preservation. Some structures are iconic (e.g. Luxulyan viaduct) and quite often others are, due to the rapid intensification of industry in the 18th and 19th centuries, innovative in both design and application (historical/illustrative). Some may survive as working examples – in which case the associational value is maintained – but many are ruinous or converted (historical/associational). All were designed, and many conform to a particular template (e.g. engine houses) although incremental development through use-life and subsequent decrepitude may conceal this. Fortuitous development may then lead to ruinous or deserted structures or building complexes taking on the air of a romantic ruin (e.g. Kennall Vale gunpowder works), imagery quite at odds with the bustle and industry of their former function. Some of the more spectacular or well-preserved structures may become symbolic (e.g. South Crofty Mine), but communal value tends to be low, especially where public access is not possible.

Asset Name: Windmill at SS 491103	
<i>Parish:</i> Petrockstowe, Devon	<i>Value:</i> Medium
<i>Designation:</i> Grade II	<i>Distance to Development:</i> within 200m
<i>Description: Listing Text: Windmill now derelict and roofless. C18, according to sources. there was a date stone of "F.B.1756" but no sign of this was visible when the inspection was made (1987). Squared stone rubble tapering walls. Roofless circular plan with evidence of 2 doorways although only the north-east one is definitely original. This has a heavy wooden lintel on the inside and the stonework on the outside suggests that the doorway was originally arched. Walls extend to approximately 20 - 25-feet high and there are 2 window openings fairly high up. The mill was formerly used for pumping water to Heanton Satchville (q.v.) in the adjoining parish of Huish for which a pipeline still exists.</i>	
<i>Supplemental Comments:</i> This is a large, somewhat squat tower, technically a ruin as its headgear, sails and internal timber framework have been lost but its walls are in fairly good condition with some looseness	

visible in the upper courses and some minor tumble. Some brambles and overgrowth inside but clear exterior. Stands in a field used for grazing cattle. This is a visible reminder of the significance of the Heanton Sachville estate and the extent of its bounds.

Evidential Value: The building has been allowed to slowly decline over the last century. No archaeological work has been undertaken and it is likely there is a wealth of evidence as to its function and construction both within the building and beneath it. There is high potential value wider afield across the immediate area in leat channels, culverts and pipe work systems.

Historical Value: Built as part of the Heanton Sachville estate. Reportedly associated with a rare, wide-scale water management system of local importance and associative value for the powerful aristocratic families which owned the estate; of regional importance.

Aesthetic Value: Well built stone tower, presents as romantic ruin, actually built for functionality, aesthetic value is irrelevant and unintentional.

Communal Value: None.

Authenticity: The building presents as a romantic ruin, not immediately identifiable as a windmill, slight gothic arch detailing to the doorway falsely suggesting an older date. Closer study indicates the quality and strength of build.

Integrity: The building's stone walls are in relatively good condition, with some slippage around failed timber lintels to the door and windows but broadly upstanding to approximately 8m high. The quality of the stonework is clear. It has lost all of its fittings and wooden headgear and sails.

Topographical Location and Landscape Context: Located on the south-eastern edge of a long ridge of high ground, the windmill sits on the break of slope, the ground falling away quite steeply just to the south-east and east, more gently to the south, the actual windmill on relatively level ground. Wooded valley to the south-east, east and south-west.

Principle Views: There are very wide views to the east, south-east and south, lesser views to the south-west and north-east. The level ground to the north-west and north reduces visibility to the adjacent fields. Key views to the windmill are from the ridge to the south, from western edges of Petrockstowe village, from along the green lane farm track from the north-east or north-west and local parish road to the south-west.

Landscape Presence: The windmill has distinct landscape prominence and draws the eye as built form on the skyline from the south-east, south and south-west, a distinct man-made feature in a rolling and 'soft' rural landscape of green fields and hedgebanks. Modern additions to the various farmyards, such as brightly coloured machinery or large metal framed sheds somewhat complicate wider views, meaning the windmill isn't as dominant as it once would have been. Complete, its visual dominance probably allowed it to act as a secondary eye-catcher for the Heanton Sachville estate to the east.

Immediate Setting: Located on a hilltop to the north side of a long narrow field, laid to a mature grass pasture sward, grazed by cattle, bounded by wide low stone-faced hedgebanks. Alongside the north boundary runs a green lane, leading to the farmyard at Heanton Barton. The field is accessed directly off the lane adjacent to the windmill, on the northern boundary and there is a secondary gate to the north-west corner, leading into the next field. There is a small plantation woodland which abuts the field to the south-east. The windmills immediate setting is cut back, the ground tamped down by the cows, with only weeds or overgrowth within the tower. The asset is not fenced off from the field. The general location is quite open and exposed, horizontal in character with relatively low hedgebanks dividing the landscape. Typically this would be considered the 'weather face' of the high ridge.

Wider Setting: The site lies just north-west of Petrockstowe village, in a large block of agricultural fields divided by a green lane, never adopted by the council, with an old crossroads just to the west and small, sunken parish roads wrapping around to the south and west. Heanton Barton lies to the east, screened by a windbreak plantation. The immediate and wider area is wholly 'working agricultural', with fields laid to a mixture of pasture and arable. There are distinct boundaries to farm holdings and blocks of landscaped woodland plantation which identifies this as part of a wider aristocratic estate.

Enhancing Elements: The building is still in an unspoilt agricultural setting, not restored or altered; an authentic ruin.

Detracting Elements: The ruin is clearly not actively maintained to prevent deterioration. The building is in

broadly quite good structural condition, if not stabilised it could start to decline. The ruin is not fenced off from the field, which is good in some senses as its setting has not been changed, but the field is used for cattle and they clearly use the building for scratching.
<i>Direct Effects:</i> None.
<i>Indirect Effects:</i> The mast will compete with the windmill on the skyline, although the separation between the two will lessen the effect. The modern communications mast will have strongly vertical profile and is made of strikingly modern metallic components which do not blend with colours or texture/materials of the environment, making it stand out. The windmill's high setting was purely for functional reasons. It will affect the setting of the asset and will be visible in views to the windmill.
<i>Contribution of Setting to the Significance of the Asset:</i> The exposed hilltop setting of the windmill was important as it was powered by the wind. Its setting within the cultural overlay of the estate, visible by the plantation woodlands and clearly design-influenced landscape is important, as we understand this is a vast land holding where separate tenanted farms function together to support the inner estate. The authenticity of the setting adds to our understanding and appreciation for the asset and the wider infrastructure of the estate.
<i>Magnitude of Impact:</i> Medium value asset + Minor change = Slight
<i>Overall Impact Assessment:</i> Negative/Minor impact

4.3.2 Historic Landscape

General Landscape Character

The landscape of the British Isles is highly variable, both in terms of topography and historical biology. Natural England has divided the British Isles into numerous 'character areas' based on topography, biodiversity, geodiversity and cultural and economic activity. The County Councils and AONBs have undertaken similar exercises, as well as Historic Landscape Characterisation.

Some character areas are better able to withstand the visual impact of development than others. Rolling countryside with wooded valleys and restricted views can withstand a larger number of sites than an open and largely flat landscape overlooked by higher ground. The English landscape is already populated by a large and diverse number of intrusive modern elements, e.g. electricity pylons, factories, modern housing estates, quarries, and turbines, but the question of cumulative impact must be considered. The aesthetics of individual developments is open to question, and site specific, but as intrusive new visual elements within the landscape, it can only be **negative**.

The proposed site would be constructed within the *Estate Wooded Farmland* Landscape Character Area (LCA):

- This LCA is characterised by rolling hills and farmland drained by frequent streams, brooks and springs creating an undulating topography. There is a well-wooded character, with frequent plantations and estate woodlands. This area has a mixture of medieval and later enclosures, the fields enclosed by Devon banks, often topped with closely cut, mixed, thorn, beech and sycamore hedges. Predominately pastoral land use, with areas of arable and ancient wood pasture. The mast will stand out as a modern, reflective feature in this landscape, but the undulating nature of the landscape coupled with the trees and plantation will limit the visibility in views. On that basis the impact is assessed as **negligible**.

4.3.3 Aggregate Impact

The aggregate impact of a proposed development is an assessment of the overall effect of a single development on multiple heritage assets. This differs from cumulative impact (below), which is an assessment of multiple developments on a single heritage asset. Aggregate impact is particularly difficult to quantify, as the threshold of acceptability will vary according to the type, quality, number and location of heritage assets, and the individual impact assessments themselves.

Based on the restricted number of assets where any appreciable effect is likely, the aggregate impact of this development is **neutral**.

4.3.4 Cumulative Impact

Cumulative impacts affecting the setting of a heritage asset can derive from the combination of different environmental impacts (such as visual intrusion, noise, dust and vibration) arising from a single development or from the overall effect of a series of discrete developments. In the latter case, the cumulative visual impact may be the result of different developments within a single view, the effect of developments seen when looking in different directions from a single viewpoint, of the sequential viewing of several developments when moving through the setting of one or more heritage assets.

The Setting of Heritage Assets 2011a, 25

*The key for all cumulative impact assessments is to focus on the **likely significant** effects and in particular those likely to influence decision-making.*

GLVIA 2013, 123

An assessment of cumulative impact is, however, very difficult to gauge, as it must take into account existing, consented and proposed developments. The threshold of acceptability has not, however, been established, and landscape capacity would inevitably vary according to landscape character. The proposed development would have a slight cumulative impact in close proximity to the windmill, where the telegraph poles are visible. In views from further afield, the telegraph poles are barely visible, leaving the mast as the only modern feature impacting on the windmill. With that in mind, an assessment of **negligible** is appropriate.

TABLE 2: SUMMARY OF INDIRECT IMPACTS.

Asset	Type	Distance	Value	Magnitude of Impact	Assessment	Overall Assessment
Heanton Windmill	GII	c.200m	Medium	Minor	Slight	Negative/Minor
Historic Landscape	-	-	High	Negligible	Neutral/Slight	Negligible
Aggregate Impact	-	-	-	No change	Neutral/Slight	Neutral
Cumulative Impact	-	-	-	Negligible	Neutral/Slight	Negligible

5.0 CONCLUSION

The Site stands within the same field as the Grade II Listed Heanton Windmill that is recorded in its listing as a water pump to supply water to the Heanton Sachville Estate, but is listed as a disused corn mill on cartographic sources. The Heanton Sachville Manor belonged to the Sachville family until the reign of Henry III before passing to the Killebrews, the Yeos, the Rolles and the Lords Clinton.

There are very few assets or findspots noted on the Devon HER in this area. The lack of records in this area are more likely an indication that little investigation has been carried out than of a lack of archaeological deposits and features. The topography of the site would suggest a probability of prehistoric activity in the area.

In terms of direct impacts, the site has the potential for archaeological features or deposits pre-dating the post-medieval field system which may be uncovered and destroyed during the groundworks for laying the cables associated with the mast and it is suggested that a programme of archaeological recording be undertaken as part of these works.

In terms of indirect impacts, most of the designated heritage assets in the wider area are located at such a distance to minimise the impact of the proposed development, or else the contribution of setting to overall significance is less important than other factors. The only asset which lies in close proximity and was considered in detail in this assessment would be affected by the proposed development (**negative/minor**), due to the vertical profile and material of the mast distracting slightly from the dominance of the windmill in views to the ridge.

With this in mind, the overall impact of the proposed development can be assessed as **negative/minor**. The impact of the development on any buried archaeological resource may be **permanent** and **irreversible** but can be mitigated through a programme of archaeological recording.

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APPENDIX 1: IMPACT ASSESSMENT METHODOLOGY

Heritage Impact Assessment - Overview

The purpose of heritage impact assessment is twofold: Firstly, to understand – insofar as is reasonable practicable and in proportion to the importance of the asset – the significance of a historic building, complex, area or archaeological monument (the ‘heritage asset’). Secondly, to assess the likely effect of a proposed development on the heritage asset (direct impact) and its setting (indirect impact). This methodology employed in this assessment is based on the staged approach advocated in *The Setting of Heritage Assets* (GPA3 Historic England 2015), used in conjunction with the ICOMOS (2011) and DoT (DMRB vol.11; WEBTAG) guidance. This Appendix contains details of the methodology used in this report.

National Policy

General policy and guidance for the conservation of the historic environment are now contained within the *National Planning Policy Framework* (Department for Communities and Local Government 2018). The relevant guidance is reproduced below:

Paragraph 189

In determining applications, local planning authorities should require the applicant to describe the significance of any heritage assets affected, including the 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 be consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which a 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.

Paragraph 190

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.

A further key document is the Planning (Listed Buildings and Conservation Areas) Act 1990, in particular section 66(1), which provides *statutory protection* to the setting of Listed buildings:

In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Cultural Value – Designated Heritage Assets

The majority of the most important (‘nationally important’) heritage assets are protected through *designation*, with varying levels of statutory protection. These assets fall into one of six categories, although designations often overlap, so a Listed early medieval cross may also be Scheduled, lie within the curtilage of Listed church, inside a Conservation Area, and on the edge of a Registered Park and Garden that falls within a world Heritage Site.

Listed Buildings

A Listed building is an occupied dwelling or standing structure which is of special architectural or historical interest. These structures are found on the *Statutory List of Buildings of Special Architectural or Historic Interest*. The status of Listed buildings is applied to 300,000-400,000 buildings across the United Kingdom. Recognition of the need to protect historic buildings began after the Second World War, where significant numbers of buildings had been damaged in the county towns and capitals of the United Kingdom. Buildings that were considered to be of ‘architectural merit’ were included. The Inspectorate of Ancient Monuments supervised the collation of the list, drawn up by members of two societies: The Royal Institute of British Architects and the Society for the Protection of Ancient Buildings. Initially the lists were only used to assess which buildings should receive government grants to be repaired and conserved if damaged by bombing. The *Town and Country Planning Act 1947* formalised the process within England and Wales, Scotland and Ireland following different procedures. Under the 1979 *Ancient Monuments and Archaeological Areas Act* a structure cannot be considered a Scheduled Monument if it is occupied as a dwelling, making a clear distinction in the treatment of the two forms of heritage asset. Any alterations or works intended to a Listed Building must first

acquire Listed Building Consent, as well as planning permission. Further phases of 'listing' were rolled out in the 1960s, 1980s and 2000s; English Heritage advise on the listing process and administer the procedure, in England, as with the Scheduled Monuments.

Some exemption is given to buildings used for worship where institutions or religious organisations (such as the Church of England) have their own permissions and regulatory procedures. Some structures, such as bridges, monuments, military structures and some ancient structures may also be Scheduled as well as Listed. War memorials, milestones and other structures are included in the list, and more modern structures are increasingly being included for their architectural or social value.

Buildings are split into various levels of significance: Grade I (2.5% of the total) representing buildings of exceptional (international) interest; Grade II* (5.5% of the total) representing buildings of particular (national) importance; Grade II (92%) buildings are of merit and are by far the most widespread. Inevitably, accuracy of the Listing for individual structures varies, particularly for Grade II structures; for instance, it is not always clear why some 19th century farmhouses are Listed while others are not, and differences may only reflect local government boundaries, policies and individuals.

Other buildings that fall within the curtilage of a Listed building are afforded some protection as they form part of the essential setting of the designated structure, e.g. a farmyard of barns, complexes of historic industrial buildings, service buildings to stately homes etc. These can be described as having *group value*.

Conservation Areas

Local authorities are obliged to identify and delineate areas of special architectural or historic interest as Conservation Areas, which introduces additional controls and protection over change within those places. Usually, but not exclusively, they relate to historic settlements, and there are c.7000 Conservation Areas in England.

Scheduled Monuments

In the United Kingdom, a Scheduled Monument is considered an historic building, structure (ruin) or archaeological site of '**national importance**'. Various pieces of legislation, under planning, conservation, etc., are used for legally protecting heritage assets given this title from damage and destruction; such legislation is grouped together under the term 'designation', that is, having statutory protection under the *Ancient Monuments and Archaeological Areas Act 1979*. A heritage asset is a part of the historic environment that is valued because of its historic, archaeological, architectural or artistic interest; those of national importance have extra legal protection through designation. Important sites have been recognised as requiring protection since the late 19th century, when the first 'schedule' or list of monuments was compiled in 1882. The conservation and preservation of these monuments was given statutory priority over other land uses under this first schedule. County Lists of the monuments are kept and updated by the Department for Culture, Media and Sport. In the later 20th century sites are identified by English Heritage (one of the Government's advisory bodies) of being of national importance and included in the schedule. Under the current statutory protection any works required on or to a designated monument can only be undertaken with a successful application for Scheduled Monument Consent. There are 19,000-20,000 Scheduled Monuments in England.

Registered Parks and Gardens

Culturally and historically important 'man-made' or 'designed' landscapes, such as parks and gardens are currently "listed" on a non-statutory basis, included on the 'Register of Historic Parks and Gardens of special historic interest in England' which was established in 1983 and is, like Listed Buildings and Scheduled Monuments, administered by Historic England. Sites included on this register are of **national importance** and there are currently 1,600 sites on the list, many associated with stately homes of Grade II* or Grade I status. Emphasis is laid on 'designed' landscapes, not the value of botanical planting. Sites can include town squares and private gardens, city parks, cemeteries and gardens around institutions such as hospitals and government buildings. Planned elements and changing fashions in landscaping and forms are a main focus of the assessment.

Registered Battlefields

Battles are dramatic and often pivotal events in the history of any people or nation. Since 1995 Historic England maintains a register of 46 battlefields in order to afford them a measure of protection through the planning system. The key requirements for registration are battles of national significance, a securely identified location, and its topographical integrity – the ability to 'read' the battle on the ground.

World Heritage Sites

Arising from the UNESCO World Heritage Convention in 1972, Article 1 of the Operational Guidelines (2015, no.49) states: ‘Outstanding Universal Value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity’. These sites are recognised at an international level for their intrinsic importance to the story of humanity, and should be accorded the highest level of protection within the planning system.

Value and Importance

While every heritage asset, designated or otherwise, has some intrinsic merit, the act of designation creates a hierarchy of importance that is reflected by the weight afforded to their preservation and enhancement within the planning system. The system is far from perfect, impaired by an imperfect understanding of individual heritage assets, but the value system that has evolved does provide a useful guide to the *relative* importance of heritage assets. Provision is also made for heritage assets where value is not recognised through designation (e.g. undesignated ‘monuments of Schedulable quality and importance’ should be regarded as being of *high* value); equally, there are designated monuments and structures of *low* relative merit.

TABLE 3: THE HIERARCHY OF VALUE/IMPORTANCE (BASED ON THE DMRB VOL.11 TABLES 5.1, 6.1 & 7.1).

Hierarchy of Value/Importance	
Very High	Structures inscribed as of universal importance as World Heritage Sites; Other buildings of recognised international importance; World Heritage Sites (including nominated sites) with archaeological remains; Archaeological assets of acknowledged international importance; Archaeological assets that can contribute significantly to international research objectives; World Heritage Sites inscribed for their historic landscape qualities; Historic landscapes of international value, whether designated or not; Extremely well preserved historic landscapes with exceptional coherence, time-depth, or other critical factor(s).
High	Scheduled Monuments with standing remains; Grade I and Grade II* (Scotland: Category A) Listed Buildings; Other Listed buildings that can be shown to have exceptional qualities in their fabric or historical associations not adequately reflected in the Listing grade; Conservation Areas containing very important buildings; Undesignated structures of clear national importance; Undesignated assets of Schedulable quality and importance; Assets that can contribute significantly to national research objectives. Designated historic landscapes of outstanding interest; Undesignated landscapes of outstanding interest; Undesignated landscapes of high quality and importance, demonstrable national value; Well-preserved historic landscapes, exhibiting considerable coherence, time-depth or other critical factor(s).
Medium	Grade II (Scotland: Category B) Listed Buildings; Historic (unlisted) buildings that can be shown to have exceptional qualities in their fabric or historical associations; Conservation Areas containing buildings that contribute significantly to its historic character; Historic Townscape or built-up areas with important historic integrity in their buildings, or built settings (e.g. including street furniture and other structures); Designated or undesignated archaeological assets that contribute to regional research objectives; Designated special historic landscapes; Undesignated historic landscapes that would justify special historic landscape designation, landscapes of regional value; Averagely well-preserved historic landscapes with reasonable coherence, time-depth or other critical factor(s).
Low	Locally Listed buildings (Scotland Category C(S) Listed Buildings); Historic (unlisted) buildings of modest quality in their fabric or historical association; Historic Townscape or built-up areas of limited historic integrity in their buildings, or built settings (e.g. including street furniture and other structures); Designated and undesignated archaeological assets of local importance; Archaeological assets compromised by poor preservation and/or poor survival of contextual associations; Archaeological assets of limited value, but with potential to contribute to local research objectives; Robust undesignated historic landscapes; Historic landscapes with importance to local interest groups; Historic landscapes whose value is limited by poor preservation and/or poor survival of contextual associations.
Negligible	Buildings of no architectural or historical note; buildings of an intrusive character; Assets with very little or no surviving archaeological interest; Landscapes with little or no significant historical interest.
Unknown	Buildings with some hidden (i.e. inaccessible) potential for historic significance; The importance of the archaeological resource has not been ascertained.

Concepts – Conservation Principles

In making an assessment, this document adopts the conservation values (*evidential, historical, aesthetic and communal*) laid out in *Conservation Principles* (English Heritage 2008), and the concepts of *authenticity* and *integrity*

as laid out in the guidance on assessing World Heritage Sites (ICOMOS 2011). This is in order to determine the relative importance of *setting* to the significance of a given heritage asset.

Evidential Value

Evidential value (or research potential) is derived from the potential of a structure or site to provide physical evidence about past human activity, and may not be readily recognised or even visible. This is the primary form of data for periods without adequate written documentation. This is the least equivocal value: evidential value is absolute; all other ascribed values (see below) are subjective. However,

Historical Value

Historical value (narrative) is derived from the ways in which past people, events and aspects of life can be connected via a place to the present; it can be *illustrative* or *associative*.

Illustrative value is the visible expression of evidential value; it has the power to aid interpretation of the past through making connections with, and providing insights into, past communities and their activities through a shared experience of place. Illustrative value tends to be greater if a place features the first or only surviving example of a particular innovation of design or technology.

Associative value arises from a connection to a notable person, family, event or historical movement. It can intensify understanding by linking the historical past to the physical present, always assuming the place bears any resemblance to its appearance at the time. Associational value can also be derived from known or suspected links with other monuments (e.g. barrow cemeteries, church towers) or cultural affiliations (e.g. Methodism).

Buildings and landscapes can also be associated with literature, art, music or film, and this association can inform and guide responses to those places.

Historical value depends on sound identification and the direct experience of physical remains or landscapes. Authenticity can be strengthened by change, being a living building or landscape, and historical values are harmed only where adaptation obliterates or conceals them. The appropriate use of a place – e.g. a working mill, or a church for worship – illustrates the relationship between design and function and may make a major contribution to historical value. Conversely, cessation of that activity – e.g. conversion of farm buildings to holiday homes – may essentially destroy it.

Aesthetic Value

Aesthetic value (emotion) is derived from the way in which people draw sensory and intellectual stimulation from a place or landscape. Value can be the result of *conscious design*, or the *fortuitous outcome* of landscape evolution; many places combine both aspects, often enhanced by the passage of time.

Design value relates primarily to the aesthetic qualities generated by the conscious design of a building, structure or landscape; it incorporates composition, materials, philosophy and the role of patronage. It may have associational value, if undertaken by a known architect or landscape gardener, and its importance is enhanced if it is seen as innovative, influential or a good surviving example. Landscape parks, country houses and model farms all have design value. The landscape is not static, and a designed feature can develop and mature, resulting in the 'patina of age'.

Some aesthetic value developed *fortuitously* over time as the result of a succession of responses within a particular cultural framework e.g. the seemingly organic form of an urban or rural landscape or the relationship of vernacular buildings and their materials to the landscape. Aesthetic values are where a proposed development usually has their most pronounced impact: the indirect effects of most developments are predominantly visual or aural, and can extend many kilometres from the site itself. In many instances the impact of a development is incongruous, but that is itself an aesthetic response, conditioned by prevailing cultural attitudes to what the historic landscape should look like.

Communal Value

Communal value (togetherness) is derived from the meaning a place holds for people, and may be closely bound up with historical/associative and aesthetic values; it can be *commemorative*, *symbolic*, *social* or *spiritual*.

Commemorative and symbolic value reflects the meanings of a place to those who draw part of their identity from it, or who have emotional links to it e.g. war memorials. Some buildings or places (e.g. the Palace of Westminster) can symbolise wider values. Other places (e.g. Porton Down Chemical Testing Facility) have negative or uncomfortable

associations that nonetheless have meaning and significance to some and should not be forgotten. *Social value* need not have any relationship to surviving fabric, as it is the continuity of function that is important. *Spiritual value* is attached to places and can arise from the beliefs of a particular religion or past or contemporary perceptions of the spirit of place. Spiritual value can be ascribed to places sanctified by hundreds of years of veneration or worship, or wild places with few signs of modern life. Value is dependent on the perceived survival of historic fabric or character, and can be very sensitive to change. The key aspect of communal value is that it brings specific groups of people together in a meaningful way.

Authenticity

Authenticity, as defined by UNESCO (2015, no.80), is the ability of a property to convey the attributes of the outstanding universal value of the property. 'The ability to understand the value attributed to the heritage depends on the degree to which information sources about this value may be understood as credible or truthful'. Outside of a World Heritage Site, authenticity may usefully be employed to convey the sense a place or structure is a truthful representation of the thing it purports to portray. Converted farmbuildings, for instance, survive in good condition, but are drained of the authenticity of a working farm environment.

Integrity

Integrity, as defined by UNESCO (2015, no.88), is the measure of wholeness or intactness of the cultural heritage and its attributes. Outside of a World Heritage Site, integrity can be taken to represent the survival and condition of a structure, monument or landscape. The intrinsic value of those examples that survive in good condition is undoubtedly greater than those where survival is partial, and condition poor.

Summary

As indicated, individual developments have a minimal or tangential effect on most of the heritage values outlined above, largely because almost all effects are indirect. The principle values in contention are aesthetic/designed and, to a lesser degree aesthetic/fortuitous. There are also clear implications for other value elements (particularly historical and associational, communal and spiritual), where views or sensory experience is important. As ever, however, the key element here is not the intrinsic value of the heritage asset, nor the impact on setting, but the relative contribution of setting to the value of the asset.

Setting – The Setting of Heritage Assets

The principle guidance on this topic is contained within two publications: *The Setting of Heritage Assets* (Historic England 2015) and *Seeing History in the View* (English Heritage 2011). While interlinked and complementary, it is useful to consider heritage assets in terms of their *setting* i.e. their immediate landscape context and the environment within which they are seen and experienced, and their *views* i.e. designed or fortuitous vistas experienced by the visitor when at the heritage asset itself, or those that include the heritage asset. This corresponds to the experience of its wider landscape setting.

Where the impact of a proposed development is largely indirect, *setting* is the primary consideration of any HIA. It is a somewhat nebulous and subjective assessment of what does, should, could or did constitute the lived experience of a monument or structure. The following extracts are from the Historic England publication *The Setting of Heritage Assets* (2015, 2 & 4):

The NPPF makes it clear that the setting of a heritage asset is the surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve.

Setting is not a heritage asset, nor a heritage designation. Its importance lies in what it contributes to the significance of the heritage asset. This depends on a wide range of physical elements within, as well as perceptual and associational attributes, pertaining to the heritage asset's surroundings.

While setting can be mapped in the context of an individual application or proposal, it does not have a fixed boundary and cannot be definitively and permanently described for all time as a spatially bounded area or as lying within a set distance of a heritage asset because what comprises a heritage asset's setting may change as the asset and its surroundings evolve or as the asset becomes better understood or due to the varying impacts of different proposals.

The HIA below sets out to determine the magnitude of the effect and the sensitivity of the heritage asset to that effect. The fundamental issue is that proximity and visual and/or aural relationships may affect the experience of a

heritage asset, but if setting is tangential to the significance of that monument or structure, then the impact assessment will reflect this. This is explored in more detail below.

Landscape Context

The determination of *landscape context* is an important part of the assessment process. This is the physical space within which any given heritage asset is perceived and experienced. The experience of this physical space is related to the scale of the landform, and modified by cultural and biological factors like field boundaries, settlements, trees and woodland. Together, these determine the character and extent of the setting.

Landscape context is based on topography, and can vary in scale from the very small – e.g. a narrow valley where views and vistas are restricted – to the very large – e.g. wide valleys or extensive upland moors with 360° views. Where very large landforms are concerned, a distinction can be drawn between the immediate context of an asset (this can be limited to a few hundred metres or less, where cultural and biological factors impede visibility and/or experience), and the wider context (i.e. the wider landscape within which the asset sits).

When new developments are introduced into a landscape, proximity alone is not a guide to magnitude of effect. Dependant on the nature and sensitivity of the heritage asset, the magnitude of effect is potentially much greater where the proposed development is to be located within the landscape context of a given heritage asset. Likewise, where the proposed development would be located outside the landscape context of a given heritage asset, the magnitude of effect would usually be lower. Each case is judged on its individual merits, and in some instances the significance of an asset is actually greater outside of its immediate landscape context, for example, where church towers function as landmarks in the wider landscape.

Views

Historic and significant views are the associated and complementary element to setting, but can be considered separately as developments may appear in a designed view without necessarily falling within the setting of a heritage asset *per se*. As such, significant views fall within the aesthetic value of a heritage asset, and may be *designed* (i.e. deliberately conceived and arranged, such as within parkland or an urban environment) or *fortuitous* (i.e. the graduated development of a landscape ‘naturally’ brings forth something considered aesthetically pleasing, or at least impressive, as with particular rural landscapes or seascapes), or a combination of both (i.e. the *patina of age*, see below). The following extract is from the English Heritage publication *Seeing History in the View* (2011, 3):

Views play an important part in shaping our appreciation and understanding of England’s historic environment, whether in towns or cities or in the countryside. Some of those views were deliberately designed to be seen as a unity. Much more commonly, a significant view is a historical composite, the cumulative result of a long process of development.

The Setting of Heritage Assets (2015, 3) lists a number of instances where views contribute to the particular significance of a heritage asset:

- Views where relationships between the asset and other historic assets or places or natural features are particularly relevant;
- Views with historical associations, including viewing points and the topography of battlefields;
- Views where the composition within the view was a fundamental aspect of the design or function of the heritage asset;
- Views between heritage assets and natural or topographic features, or phenomena such as solar and lunar events;
- Views between heritage assets which were intended to be seen from one another for aesthetic, functional, ceremonial or religious reasons, such as military or defensive sites, telegraphs or beacons, Prehistoric funerary and ceremonial sites.

On a landscape scale, views, taken in the broadest sense, are possible from anywhere to anything, and each may be accorded an aesthetic value according to subjective taste. Given that terrain, the biological and built environment, and public access restrict our theoretical ability to see anything from anywhere, in this assessment the term *principal view* is employed to denote both the deliberate views created within designed landscapes, and those fortuitous views that may be considered of aesthetic value and worth preserving. It should be noted, however, that there are distance thresholds beyond which perception and recognition fail, and this is directly related to the scale, height, massing and nature of the heritage asset in question. For instance, beyond 2km the Grade II cottage comprises a single indistinct component within the wider historic landscape, whereas at 5km or even 10km a large stately home or castle may still

be recognisable. By extension, where assets cannot be seen or recognised i.e. entirely concealed within woodland, or too distant to be distinguished, then visual harm to setting is moot. To reflect this emphasis on recognition, the term *landmark asset* is employed to denote those sites where the structure (e.g. church tower), remains (e.g. earthwork ramparts) or – in some instances – the physical character of the immediate landscape (e.g. a distinctive landform like a tall domed hill) make them visible on a landscape scale. In some cases, these landmark assets may exert landscape *primacy*, where they are the tallest or most obvious man-made structure within line-of-sight. However, this is not always the case, typically where there are numerous similar monuments (multiple engine houses in mining areas, for instance) or where modern developments have overtaken the heritage asset in height and/or massing.

Yet visibility alone is not a clear guide to visual impact. People perceive size, shape and distance using many cues, so context is critically important. For instance, research on electricity pylons (Hull & Bishop 1988) has indicated scenic impact is influenced by landscape complexity: the visual impact of pylons is less pronounced within complex scenes, especially at longer distances, presumably because they are less of a focal point and the attention of the observer is diverted. There are many qualifiers that serve to increase or decrease the visual impact of a proposed development (see Table 8), some of which are seasonal or weather-related.

Thus the principal consideration of assessment of indirect effects cannot be visual impact *per se*. It is an assessment of the likely magnitude of effect, the importance of setting to the significance of the heritage asset, and the sensitivity of that setting to the visual or aural intrusion of the proposed development. The schema used to guide assessments is shown in Table 8 (below).

Type and Scale of Impact

The effect of a proposed development on a heritage asset can be direct (i.e. the designated structure itself is being modified or demolished, the archaeological monument will be built over), or indirect (e.g. a housing estate built in the fields next to a Listed farmhouse, and wind turbine erected near a hillfort etc.); in the latter instance the principal effect is on the setting of the heritage asset. A distinction can be made between construction and operational phase effects. Individual developments can affect multiple heritage assets (aggregate impact), and contribute to overall change within the historic environment (cumulative impact).

Construction phase: construction works have direct, physical effects on the buried archaeology of a site, and a pronounced but indirect effect on neighbouring properties. Direct effects may extend beyond the nominal footprint of a site e.g. where related works or site compounds are located off-site. Indirect effects are both visual and aural, and may also affect air quality, water flow and traffic in the local area.

Operational phase: the operational phase of a development is either temporary (e.g. wind turbine or mobile phone mast) or effectively permanent (housing development or road scheme). The effects at this stage are largely indirect, and can be partly mitigated over time through provision of screening. Large development would have an effect on historic landscape character, as they transform areas from one character type (e.g. agricultural farmland) into another (e.g. suburban).

Cumulative Impact: a single development will have a physical and a visual impact, but a second and a third site in the same area will have a synergistic and cumulative impact above and beyond that of a single site. The cumulative impact of a proposed development is particularly difficult to estimate, given the assessment must take into consideration operational, consented and proposals in planning.

Aggregate Impact: a single development will usually affect multiple individual heritage assets. In this assessment, the term aggregate impact is used to distinguish this from cumulative impact. In essence, this is the impact on the designated parts of the historic environment as a whole.

Scale of Impact

The effect of development and associated infrastructure on the historic environment can include positive as well as negative outcomes. However, all development changes the character of a local environment, and alters the character of a building, or the setting within which it is experienced. change is invariably viewed as negative, particularly within respect to larger developments; thus while there can be beneficial outcomes (e.g. positive/moderate), there is a presumption here that, as large and inescapably modern intrusive visual actors in the historic landscape, the impact of a development will almost always be **neutral** (i.e. no impact) or **negative** i.e. it will have a **detrimental impact** on the setting of ancient monuments and protected historic buildings.

This assessment incorporates the systematic approach outlined in the ICOMOS and DoT guidance (see Tables 4-6), used to complement and support the more narrative but subjective approach advocated by Historic England (see Table 7). This provides a useful balance between rigid logic and nebulous subjectivity (e.g. the significance of effect on a Grade II Listed building can never be greater than moderate/large; an impact of negative/substantial is almost never achieved). This is in adherence with GPA3 (2015, 7).

TABLE 4: MAGNITUDE OF IMPACT (BASED ON DMRB VOL.11 TABLES 5.3, 6.3 AND 7.3).

Factors in the Assessment of Magnitude of Impact – Buildings and Archaeology	
Major	Change to key historic building elements, such that the resource is totally altered; Change to most or all key archaeological materials, so that the resource is totally altered; Comprehensive changes to the setting.
Moderate	Change to many key historic building elements, the resource is significantly modified; Changes to many key archaeological materials, so that the resource is clearly modified; Changes to the setting of an historic building or asset, such that it is significantly modified.
Minor	Change to key historic building elements, such that the asset is slightly different; Changes to key archaeological materials, such that the asset is slightly altered; Change to setting of an historic building, such that it is noticeably changed.
Negligible	Slight changes to elements of a heritage asset or setting that hardly affects it.
No Change	No change to fabric or setting.
Factors in the Assessment of Magnitude of Impact – Historic Landscapes	
Major	Change to most or all key historic landscape elements, parcels or components; extreme visual effects; gross change of noise or change to sound quality; fundamental changes to use or access; resulting in total change to historic landscape character unit.
Moderate	Changes to many key historic landscape elements or components, visual change to many key aspects of the historic landscape, noticeable differences in noise quality, considerable changes to use or access; resulting in moderate changes to historic landscape character.
Minor	Changes to few key historic landscape elements, or components, slight visual changes to few key aspects of historic landscape, limited changes to noise levels or sound quality; slight changes to use or access: resulting in minor changes to historic landscape character.
Negligible	Very minor changes to key historic landscape elements, parcels or components, virtually unchanged visual effects, very slight changes in noise levels or sound quality; very slight changes to use or access; resulting in a very small change to historic landscape character.
No Change	No change to elements, parcels or components; no visual or audible changes; no changes arising from in amenity or community factors.

TABLE 5: SIGNIFICANCE OF EFFECTS MATRIX (BASED ON DRMB VOL.11 TABLES 5.4, 6.4 AND 7.4; ICOMOS 2011, 9-10).

Value of Assets	Magnitude of Impact (positive or negative)				
	No Change	Negligible	Minor	Moderate	Major
Very High	Neutral	Slight	Moderate/Large	Large/Very Large	Very Large
High	Neutral	Slight	Moderate/Slight	Moderate/Large	Large/Very Large
Medium	Neutral	Neutral/Slight	Slight	Moderate	Moderate/Large
Low	Neutral	Neutral/Slight	Neutral/Slight	Slight	Slight/Moderate
Negligible	Neutral	Neutral	Neutral/Slight	Neutral/Slight	Slight

TABLE 6: SCALE OF IMPACT.

Scale of Impact	
<i>Neutral</i>	No impact on the heritage asset.
<i>Negligible</i>	Where the developments may be visible or audible, but would not affect the heritage asset or its setting, due to the nature of the asset, distance, topography, or local blocking.
<i>Negative/minor</i>	Where the development would have an effect on the heritage asset or its setting, but that effect is restricted due to the nature of the asset, distance, or screening from other buildings or vegetation.
<i>Negative/moderate</i>	Where the development would have a pronounced impact on the heritage asset or its setting, due to the sensitivity of the asset and/or proximity. The effect may be ameliorated by screening or mitigation.
<i>Negative/substantial</i>	Where the development would have a severe and unavoidable effect on the heritage asset or its setting, due to the particular sensitivity of the asset and/or close physical proximity. Screening or mitigation could not ameliorate the effect of the development in these instances.

TABLE 7: IMPORTANCE OF SETTING TO INTRINSIC SIGNIFICANCE.

Importance of Setting to the Significance of the Asset	
Paramount	Examples: Round barrow; follies, eyecatchers, stone circles
Integral	Examples: Hillfort; country houses
Important	Examples: Prominent church towers; war memorials
Incidental	Examples: Thatched cottages
Irrelevant	Examples: Milestones

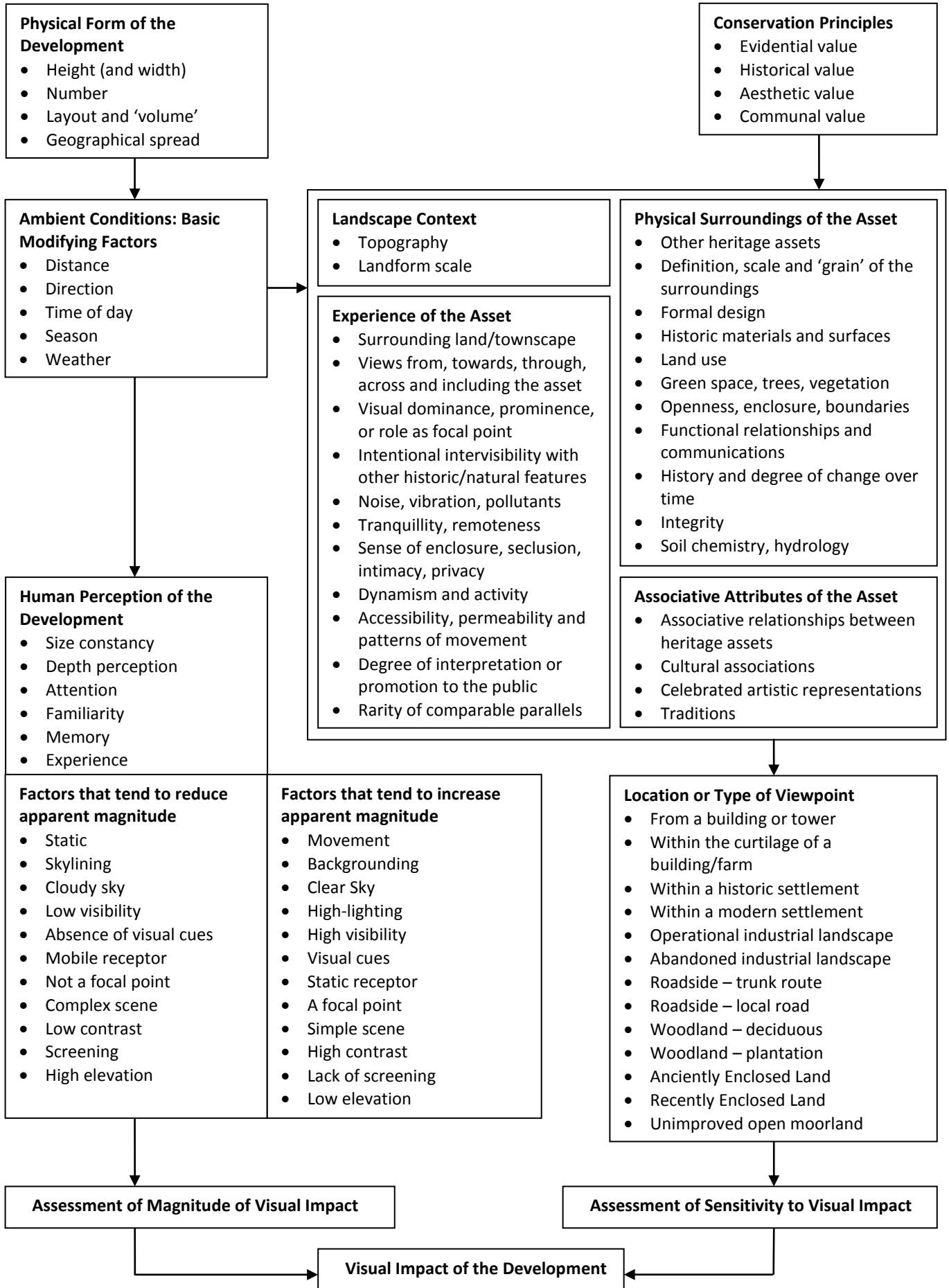


TABLE 8: THE CONCEPTUAL MODEL FOR VISUAL IMPACT ASSESSMENT PROPOSED BY THE UNIVERSITY OF NEWCASTLE (2002, 63), MODIFIED TO INCLUDE ELEMENTS OF ASSESSMENT STEP 2 FROM THE SETTING OF HERITAGE ASSETS (HISTORIC ENGLAND 2015, 9).

APPENDIX 2: PHOTOGRAPHIC ARCHIVE



THE PART CONCRETE AND PART STONED GREEN LANE WHICH RUNS ALONG THE NORTH SIDE OF THE FIELD AND PROVIDES ACCESS; FROM THE WEST-SOUTH-WEST.



THE GATE TO THE FIELD, WHICH DOES NOT DIRECTLY ACCESS THE LANE BUT THE ADJACENT FIELD; FROM THE WEST.



VIEW ACROSS THE SITE (FOREGROUND) AND THE REST OF THE FIELD BEYOND, SHOWING THE GENTLE SLOPE TO THE SOUTH; FROM THE WEST-NORTH-WEST.



VIEW ALONG THE TOP, LEVEL PART OF THE FIELD, OVER THE SITE TOWARDS THE WINDMILL, ALSO SHOWING THE LOW HEDGEBANK BOUNDARIES WITH FENCING; FROM THE WEST.



THE SITE AND THE WINDMILL SHOWING THE CLOSE PROXIMITY AND DIRECT INTERVISIBILITY; FROM THE WEST.



THE WINDMILL, SHOWING THE GOOD LEVEL OF STRUCTURAL PRESERVATION DESPITE THE LOSS OF ITS WOODEN ELEMENTS; FROM THE NORTH-WEST.



WIDE ANGLLED VIEW ACROSS AND ALONG THE RIDGE FROM THE NEXT RIDGE TO THE SOUTH-WEST, SHOWING THE WHOLE FIELD AND WINDMILL THE PROPOSED SITE OF THE MAST IS INDICATED; FROM THE SOUTH-WEST.



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