EAST DEVON COASTAL PRESERVATION AREA REVIEW

Introduction

NPPF para. 180¹ requires that '*Planning policies and decisions should contribute to and enhance the natural and local environment by* [inter-alia] *maintaining the character of the undeveloped coast, while improving public access to it where appropriate*. Alongside other local authorities in Devon, the councils have decided to define the Undeveloped Coast through policy designation, to allow the consistent application of this NPPF principle.

In East Devon the Undeveloped Coast is designated as Coastal Preservation Area (CPA) in the Local Plan. The CPA is a policy to protect the finite resource of the undeveloped coast from development. Restrictions against development in CPAs are stronger than those for Areas of Outstanding Natural Beauty (AONBs). Areas for inclusion within the CPA should be substantially unaffected by development, and should be generally either visible from cliff top, beach, sea or estuary, or form part of the view from significant lengths of an access road, public footpath or bridleway leading to the coast or from the long-distance coastal footpath.

Generally the CPA extends inland to the visual horizon beyond which close inter-visibility with the marine environment ceases and coastal influences are largely lost. On the low-lying coastal levels, there is no abrupt cessation of views and maritime influence, but a progressive reduction inland. The inclusion of these areas within the Undeveloped Coast is principally related to the maritime influence on the vegetation, ecology and resulting character of the coastal hinterland.

The outer (coastal) extents of the CPA designation follow that of the council's jurisdiction to the Low Water Mark. Where estuaries and tidal creeks are present, a line is drawn across the mouth of these to include the waterbody extending inland within the designation. This is in recognition of the key associations and visual relationships between the estuaries and their landscapes, and the significant contribution these locally distinctive stretches of water make to the character of their associated landscapes.

Settlements are excluded from the CPA where their size and form would be a clear departure from the key "undeveloped" characteristic. Smaller development features may be included in the designation where they either positively contribute to the coastal character (e.g. historic hamlets, farmsteads and landmark buildings) or where their exclusion may perpetuate harmful forms of development in an otherwise undeveloped coastal location (eg. caravan/holiday parks, and modern agricultural sheds).

As part of the new local plan making process the existing CPA boundaries have been su bject to review to ensure they remain relevant. Along the East Devon coastline the exclusion of the larger settlements breaks the CPA up in to five distinct sections defined here as:

Area 1 – Lyme Regis to Seaton

Area 2 - Seaton to Sidmouth

Area 3 – Sidmouth to Budleigh Salterton

¹ National Planning Policy Framework December 2023

Area 4 – Budleigh Salterton to Exmouth

Area 5 – Exmouth to Topsham

Each of these areas has been reviewed. Taking the existing CPA boundaries as a starting point the review is intended as a light touch assessment of their continuing appropriateness based on a combination of desk study and field observation. CPA maps highlighting proposed changes are provided in Appendix 1. A detailed methodology is set out in Appendix 4 and is based on that used in the previous assessment.

The review is informed by published landscape character assessments comprising National Character Areas (NCAs), Landscape Character Areas (LCAs) and East Devon Landscape Character Types (LCTs). NCAs are a suite of landscape character assessments covering the whole of England and are based on broad geographical areas. LCAs are prepared at County level and may be viewed on the Devon CC environment viewer². They are place specific geographic entities made up of groupings of LCTs. A total of 68 LCAs have been described covering the entire county. LCTs are based on landform (eg Coastal cliffs; Planned inland plateau; etc.) and can occur in different locations across the District. They are described in the East Devon and Blackdown Hills Landscape Character Assessment, EDDC, 2019³. A summary of key characteristics for each of the LCTs within the CPA is provided at Appendix 2.

Review of CPA areas

AREA 1: Lyme Regis to Seaton

Overview

Area 1 extends from the County and District boundary in the east, which coincides with the urban edge of Lyme Regis, westwards across to and including the Axe valley. Apart from the Axe estuary, the seaward boundary is marked by cliffs and landslips along its full length. The A3052 forms the inland boundary which varies between 1 and 3km from the shore and generally follows an undulating ridgeline rising up to 158mAOD affording views southwards over the open coastal plateau with dramatic wind clipped trees and occasional glimpse views of the sea. At its western end the landform drops sharply to the broad Axe estuary and marshes. The settlements of Axmouth, Colyford and Seaton are excluded from the CPA. All of this CPA section falls within the East Devon AONB.

Landscape Character

The CPA within Area 1 is entirely within the Sidmouth and Lyme Bay Coastal Plateau LCA except for a small strip at the western end which falls within the Axe Valley LCA. Special qualities and key features of the LCAs relevant to Area 1 are summarised below:

Sidmouth and Lyme Bay Coastal Plateau LCA – Distinctive characteristics and special qualities

² Devon Landscape Character Areas - <u>https://www.devon.gov.uk/planning/planning-policies/landscape/devon-character-areas/east-devon-area/</u>

³ East Devon and Blackdown Hills Landscape Character Assessment, Fiona Fyfe Associates 2019

- Area between the cliff tops and Mean Low Water Mark forms part of the Dorset and East Devon Coast WHS, of outstanding world value for its geological and geomorphological formations (particularly fossils).
- Undercliffs valued for nature conservation and geological formations Axmouth to Lyme Regis Undercliffs SSSI, SAC and NNR.
- Historic Park and Garden at Rousdon.
- High value for recreation, including part of the South West Coastal Path long distance route.
- Many cultural associations with writers and artists who have been inspired by the dramatic coastal scenery including Lionel Aggett, John Fowles and Carolyn Vernon.

Axe Valley LCA - Distinctive characteristics and special qualities

- The middle and lower reaches of the valley floor are typically broad and open.
- Meandering course of the river Axe and network of drainage ditches are features of the floodplain and maritime tidal marsh at the estuary and coast.
- Historic settlements sited at old river crossing points just above the floodplain including Seaton and Colyford.
- River Axe is SSSI and SAC.
- Estuary habitats valued for their saltmarshes and mudflats (Seaton Marshes CWS) and waders.
- Vernacular buildings of cob and thatch and village church towers that add to the picturesque qualities of the area.
- Second World War pillboxes within flood plain form a distinctive landscape feature.
- Important area for recreation including walking and horse riding area includes the East Devon Way long distance footpath which runs through the valley.

This section of the CPA comprises a total of seven LCTs most of which are coastal as summarised in the table below. Their key features relevant to the CPA are set out in Appendix 1.

LCTs within CPA Area 1	Estimated percentage
	cover
Coastal LCTs	
1B Open coastal plateau	60
4H Cliffs	15
4B Marine levels and coastal plains	10
4A Estuaries	2
4D Coastal slopes and combes	3
Inland LCTs	
3A Upper farmed and settled slopes	8
3B Lower rolling farmed and settled slopes	2

The landscape within CPA Area 1 is generally representative of the LCA and LCT descriptions. Overall it is of good scenic quality with few modern detractors present and a high degree of tranquillity and remoteness away from main roads. There is a strong sense of openness and exposure across the plateau in marked contrast to the shelter and enclosure of the combes and, at its western end, the low-lying breadth of the Axe estuary.

Consistency with CPA boundaries

Pockets of LCTs 3A and 3B that occur in CPA Area 1 to the eastern edge of the Axe Valley, are inland character types which rise from the coastal plain to the open coastal plateau. Their inclusion within

the CPA boundaries is consistent with the methodology in that they are minor elements with coastal context.

The existing boundaries of the CPA are generally consistent with relevant LCAs and LCTs. In some places the Open coastal plateau LCT extends northwards beyond the current CPA boundary, but in such instances land has a northerly aspect preventing views of the sea, is sheltered somewhat by rising land to the south and coastal influences are very limited or negligible. Similarly some land within the CPA boundary to the south of the A3052 has an inland aspect. However, in such instances slopes are gentle and the overall windswept open coastal plateau character prevails. The alignment of the inland CPA boundary with the A3052 is therefore justified and provides a clear marker.

Recent development and policy changes

There are no recent developments or other physical changes within the existing CPA boundaries that adversely affect its character or would require adjustment of its current boundaries.

There are no proposed policy changes or land allocations within the emerging new Local Plan that would affect the CPA boundaries.

Area 1 Recommendation: Retain CPA boundaries to Area 1 as existing.

AREA 2: Seaton to Sidmouth

Overview

Area 2 extends from the western edge of the Axe estuary westwards to the eastern edge of Sidmouth and Sidford excluding the built-up areas of Seaton and Colyford. The built-up areas of Beer and Branscombe are also excluded. The coastline is predominantly high cliff dropping to occasional steep-sided combes. The inland extent varies between 1 to 2.2km from the coast. At its eastern and western ends the A3052 marks the inland boundary but over the middle section where the A3052 swings further inland the CPA boundary is defined by minor lanes or field boundaries. All of the Area 2 CPA section lies within the East Devon AONB apart from a strip at the eastern end between the built-up areas of Beer and Seaton extending inland as far as the A3052.

Landscape character

Area 2 lies entirely within the Sidmouth and Lyme Bay Coastal Plateau LCA except for a small area in the northwest corner, north of the hamlet of Fortescue, which lies within the East Devon Central Ridge LCA. Special qualities and key features of these LCAs relevant to this section of the CPA are summarised below:

Sidmouth and Lyme Bay Coastal Plateau LCA Distinctive characteristics and special qualities

- The landform varies from steep cliff to open exposed coastal plateau to incised steep combe valleys which penetrate, curve and branch inland.
- Woodland and vegetation is restricted to more sheltered locations of the combe valleys and undercliff; while trees on the open plateau top comprise distinctive shelterbelts of Monterey pine and larch or occasional windblown gnarled hedgerow trees.
- Mainly arable land use on the plateau top with medium-sized regular fields defined by low hedgebanks, with small scale fields on old cliff landslips e.g. Branscombe, Beer.
- Steep combe valley sides mainly pastoral with small irregular fields.

- Semi-natural habitats that include the undercliff, where landslips have occurred and scrub and woodland vegetation has developed, chalk grasslands, saltmarsh, mudflats and old ash pollards important for lichen flora.
- Historic settlements in the combes and larger settlements on the estuaries (Beer, Sidmouth).
- Area of high tranquillity away from larger settlements and A3052 coastal road, particularly in the sheltered combes.
- Exceptional views out to sea and along the coast
- Area between the cliff tops and Mean Low Water Mark forms part of the Dorset and East Devon Coast WHS, of outstanding world value for its geological and geomorphological formations (particularly fossils).
- The chalk and limestone cliffs unique in a Devon context and the most westerly chalk cliffs in England.
- Rare chalk grassland along the coast which is designated SSSIs and CWS.
- Undercliffs valued for nature conservation and geological formations Sidmouth to Beer Coast SSSI and SAC.
- High value for recreation, including part of the South West Coastal Path long distance route.
- Many cultural associations with writers and artists who have been inspired by the dramatic coastal scenery including Lionel Aggett, John Fowles and Carolyn Vernon.

East Devon Central Ridge LCA - Distinctive characteristics and special qualities

- Elevated narrow ridge with a rolling topography underlain by clay-with-flints or Upper Greensand.
- Steep scarp slopes that are densely wooded ancient oak with bluebells and primroses; and some conifer plantations which extend onto the ridges.
- Low narrow earthbanks with hedges on the ridgetop, with wider historic banks in the upper farmed valleys and more species-diverse Devon hedges (e.g. beech, sycamore, ash, hazel and gorse) with flower, fern and moss-rich banks on lower slopes.
- Mainly pasture (often improved) and dairy farming with some mixed farming on heavy brown soils.
- High scenic quality
- Outstanding views across East Devon

This section of the CPA comprises a total of eight LCTs most of which are coastal as summarised in the table below. Their key features relevant to the CPA are set out in Appendix 1.

LCTs within CPA Area 2	Estimated percentage cover
Coastal LCTs	
1B Open coastal plateau	40
4A Estuaries	5
4B Marine levels and coastal plain	10
4D Coastal slopes and combes	25
4H Cliffs	9
Inland LCTs	
2A Steep wooded scarp slopes	3
3A Upper farmed and settled slopes	5
3B Lower rolling farmed and settled slopes	5
3C Sparsely settled farmed valley floors	3

The landscape within CPA Area 2 is generally representative of the LCA and LCT descriptions. This is a particularly varied stretch of coastline comprising a series of headlands and ebbs with a changing geology clearly seen in high cliffs ranging from white chalk at Beer to soft red marls at Sidmouth. The hinterland of the coastal plateau is incised by a number of north/ northwest running deep and branching coastal combes. There is a strong sense of time depth with extensive evidence of occupation by early peoples and numerous important archaeological sites. Overallit is of very high scenic quality and heritage value. Although there are several large caravan sites, most notably at Beer Head, their visual impact tends to be localised. Otherwise there are few modern detractors present. Beer and Branscombe together with the Donkey Sanctuary at Weston are popular recreation destinations. There is a high degree of tranquillity and sense of remoteness away from the main settlements and tourist hot spots, while the varied topography affords spectacular views over and along the coast.

Consistency with CPA boundaries

The existing boundaries of the CPA are consistent with relevant LCAs and LCTs. In some places the Open Coastal Plateau LCT extends northwards beyond the existing CPA boundary, but in such instances intervening landform and vegetation prevent views to the coast, coastal influences are slight and the inland boundary can be more conveniently defined by the A3052.

As developed land, Beer Quarry has been excluded from the current CPA. However, an undeveloped field parcel to the north of the quarry extending up to Paizen Lane is also excluded. As Paizen Lane runs along a ridge and forms the CPA boundary to the east and west, there is an argument for inclusion of this field within the CPA. Field visits have identified sea views from adjoining fields and glimpse views through the hedgerow bordering Paizen Lane adjacent to this parcel.

At its western end, CPA Area 2 drops steeply down from the coastal plateau to the Sid Valley through inland LCTs 2A and 3A. From the hamlet of Fortescue these afford views to High Peak and coastal promontories beyond (notably from the descent of Sidmouth footpath 117). North of Fortescue the valley slope assumes a northwesterly aspect and views of the coast are prevented by a combination of landform, vegetation and buildings and coastal character is lost. This is reflected in a change of LCA from the Sidmouth and Lyme Bay Coastal Plateau to the inland East Devon Central Ridge LCA. Despite this the CPA currently extends north from Fortiscue to the A3052, which appears to be an anomaly.

Recent development and policy changes

A parcel of land within the CPA at Short Furlong, Beer below the school site has recently been developed as a small housing scheme. Adjacent land is allocated for housing within the Beer Neighbourhood Plan and has outline consent for up to 30 dwellings. Nearby, consent has recently been granted for development of a large storage building and sound studio at the Pecorama site also within the CPA but it is less certain that this development will proceed.

There are no proposed policy changes or other land allocations within the emerging new Local Plan that are likely to affect the CPA boundaries.

Area 2 Recommendation:

a) To amend the CPA boundaries to omit land west of Soldiers Wood between Fortescue and the A3052 as fig. 1 below.

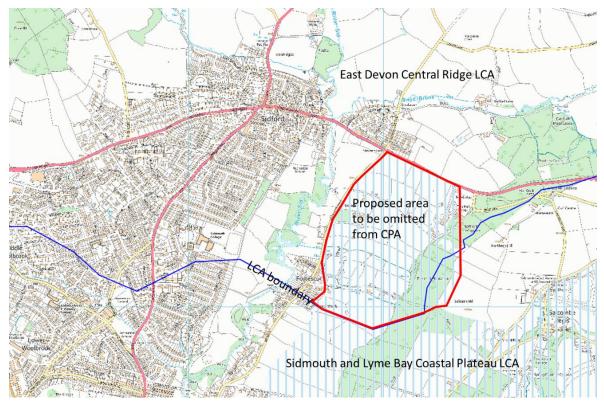


Figure 1 – Land outlined red recommended for omission from current CPA (blue hatch)

b) To amend CPA boundaries to include land between Beer Quarry and Paizen Lane – Parcel A in fig. 2 below)

c) To amend the CPA boundaries to exclude land allocated for housing in the Neighbourhood Plan at Short Furlong Beer (parcel B in fig. 2 below).

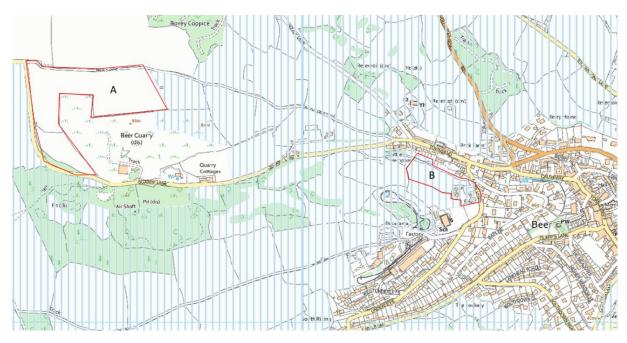


Figure 2 - Land recommended to be added to CPA (parcel A) and omitted from CPA (parcel B)

AREA 3: Sidmouth to Budleigh Salterton

Overview

Area 3 extends from the western edge of Sidmouth westwards to the eastern edge of Budleigh Salterton, the dominant landscape features being High Peak and Peak Hill. The inland extent varies between 1.5 to 2km from the shore. The inland boundaries comprise a mix of minor lanes and at the western end follow the course of the former railway between Otterton and Budleigh Salterton. All of the Area 3 CPA lies within the East Devon AONB.

Landscape character

Area 3 lies entirely within the Sidmouth and Lyme Bay Coastal Plateau LCA. Key features of the LCA relevant to this section of the CPA are summarised below:

Sidmouth and Lyme Bay Coastal Plateau LCA - Distinctive character and special qualities

- Coastal cliffs of red sandstone with pebble and sandy beaches.
- The landform varies from steep cliff to horizontal estuary and from open exposed coastal plateau to incised steep combe valleys which penetrate, curve and branch in land.
- Woodland and vegetation is restricted to more sheltered locations of the combe valleys and undercliff; while trees on the open plateau top comprise distinctive shelterbelts of Monterey pine and larch or occasional windblown gnarled hedgerow trees.
- Mainly arable land use on the plateau top with medium-sized regular fields defined by low hedgebanks.
- Semi-natural habitats that include the undercliff, where landslips have occurred and scrub and woodland vegetation has developed, saltmarsh, mudflats and old ash pollards important for lichen flora.
- Historic settlements in the combes and larger settlements on the estuaries (Budleigh Salterton and Exmouth).
- Area of high tranquillity away from larger settlements and A3052 coastal road, particularly in the sheltered combes.
- Exceptional views out to sea and along the coast.
- Area between the cliff tops and mean low water mark forms part of the Dorset and East Devon Coast WHS, of outstanding world value for its geological and geomorphological formations (particularly fossils).
- Undercliffs valued for nature conservation and geological formations Ladram Bay to Sidmouth SSSI.
- Estuary habitats valued for their saltmarshes and mudflats (i.e. Otter Estuary SSSI and LNR and Otter Meadows CWS).
- High value for recreation, including part of the South West Coastal Path long distance route.
- Many cultural associations with writers and artists who have been inspired by the dramatic coastal scenery including Lionel Aggett, John Fowles and Carolyn Vernon.

This section of the CPA comprises a total of eight LCTs most of which are coastal as summarised in the table below. Their key features relevant to the CPA are set out in Appendix 1.

LCTs within CPA Area 3	Estimated percentage cover
Coastal LCTs	
1B Open coastal plateau	20

4A Estuaries	5
4B Marine levels and coastal plains	10
4D Coastal slopes and combes	15
4H Cliffs	5
5D* Estate wooded farmland	25
Inland LCTs	
2A Steep wooded scarp slopes	5
3A Upper farmed and wooded slopes	5
3B Lower rolling farmed and settled slopes	10

*Al though LCT 5D is a lso found in inland areas it is considered coastal in this context as it essentially comprises the designed Bicton estate landscape on the Otterton peninsula overlaid on what would otherwise be considered open coastal plateau.

The landscape within CPA Area 3 is generally representative of the LCA and LCT descriptions. It is a landscape of very high scenic quality. The coastline is marked by striking red sandstone cliffs and includes the highest points on the East Devon coastline (High Peak 157m and Peak Hill 159m AOD) and the prominent land mass of Mutter's Moor behind. Although the large holiday park of Ladram Bay lies within the CPA its visual impact is localised. Otherwise, there is very little modern development evident within the CPA boundaries. There are very extensive views afforded along the coast and to the hinterland rising to the Pebble bed Heaths.

Consistency with CPA boundaries

At the western end of Area 3, covering the Otterton peninsula and Otter estuary and tidal flats, there is a good correlation between the CPA boundaries and the published landscape character assessments. From Buddleigh Salterton to Otterton the disused railway course clearly defines the inland boundary of the CPA. Between Otterton and Sidmouth the topography becomes more complex. This is reflected in the frequency of changes of LCTs which include a number of inland types which have limited coastal influence but which, due to their elevation and aspect, afford views to the coast and sea or form a visually prominent, undeveloped horizon in views from the coast. From Otterton eastwards the inland CPA boundary for Area 3 follows a mix of field boundaries, minor roads and green lanes and the urban edge of Sidmouth, generally following the Sidmouth and Lyme Bay Coastal Plateau LCA boundary. This takes in the north side of Bulverton Hill (northern end of Mutter's Moor) despite its northerly aspect on a wooded slope with no coastal influence or views, but which forms part of spectacular panoramic views over undeveloped East Devon coastline from high ground to the west of Budleigh Salterton.

A few field parcels between Stantyway Farm and Otterton included in the CPA have a steep northwesterly aspect with no coastal views or influence but form part of the view to undeveloped coastline seen from the high ground of the Pebblebed heaths to the northwest and their inclusion in the CPA is justifiable for this reason.

Recent development and policy changes

There are no proposed policy changes within the emerging new Local Plan that are likely to affect the CPA boundaries but housing allocations proposed at Sidmouth to the east of the B3176 (Bawd-Sidmouth road) within the draft new local plan would require amendment of the CPA boundaries if confirmed.

Area 3 Recommendation

Retain CPA boundaries to Area 3 as existing with minor adjustment north of Otterton and southeast of Burnthouse Farm to incorporate a local ridgeline and better fit with LCT 4A Coastal slopes and combes boundary as fig. 3 below:

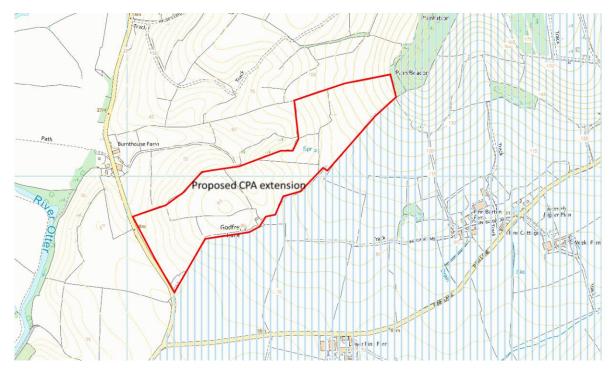


Figure 3 - Proposed amendment of CPA boundary north of Pinn Lane Otterton by addition of land outlined in red

AREA 4: Budleigh Salterton to Exmouth

Overview

Area 4 extends from the western edge of Budleigh Salterton to the eastern edge of Exmouth and is a continuation of the high cliff and open coastal plateau. The inland extent varies between 0.8 to 2km from the shore. The inland boundaries comprise a mix of minor lanes and the B3178 Salterton Road. The eastern and western ends abut the built-up boundaries of Budleigh Salterton and Exmouth respectively. All of the Area 4 CPA lies within the East Devon AONB.

Landscape character

The CPA within Area 4 is entirely within the Sidmouth and Lyme Bay Coastal Plateau LCA. Special qualities and key features of the LCA relevant to Area 4 are summarised below:

Sidmouth and Lyme Bay Coastal Plateau LCA - Distinctive characteristics and special qualities

- The landform varies from steep cliff to open exposed coastal plateau.
- Woodland and vegetation is restricted to more sheltered locations of the combe valleys and undercliff; while trees on the open plateau top comprise distinctive shelterbelts of Monterey pine and larch or occasional windblown gnarled hedgerow trees.
- Mainly arable land use on the plateau top with medium-sized regular fields defined by low hedgebanks.
- Semi-natural habitats that include the undercliff, where landslips have occurred and scrub and woodland vegetation has developed.

- Exceptional views out to sea and along the coast
- Area between the cliff tops and Mean Low Water Mark forms part of the Dorset and East Devon Coast WHS, of outstanding world value for its geological and geomorphological formations (particularly fossils).
- High value for recreation, including part of the South West Coastal Path long distance route.
- Many cultural associations with writers and artists who have been inspired by the dramatic coastal scenery including Lionel Aggett, John Fowles and Carolyn Vernon.

This section of the CPA comprises a total of two LCTs most of which are coastal as summarised in the table below. Their key features relevant to the CPA are set out in Appendix 1.

LCTs within CPA Area 4	Estimated percentage cover
Coastal LCTs	
1B Open coastal plateau	85
Inland LCTs	
1C Pebblebed Heaths	15

The landscape within Area 4 is generally representative of the relevant LCA and LCT descriptions. This is a relatively simple landscape of coastal plateau and cliff edge intersected by a prominent ridge of high ground towards its eastern end affording panoramic views in all directions. The coastline comprises hard bands of red sandstone forming the headlands of Orcombe Point and Straight Point with softer clays between which have been eroded into bays. The famous Budleigh Salterton pebble beds dip through the cliffs to the west of the town. Of the five CPA sections it is the second most affected by development in the form of the extensive Sandy Park holiday park, adjacent MOD shooting range and Budleigh Golf Club, while the built-up edge of Exmouth is visible in views north from sections of the South West Coast Path. Notwithstanding this, the coastal scenery is rugged affording dramatic views along the coast, out to sea and across the Exe Estuary and there is a strong sense of light, openness and exposure near the coast.

Consistency with CPA boundaries

The CPA boundaries align closely with the Sidmouth and Lyme Bay Coastal Plateau LCA boundaries except, correctly, where the Sidmouth and Lyme Bay Coastal Plateau LCA extends further inland to include most of Exmouth.

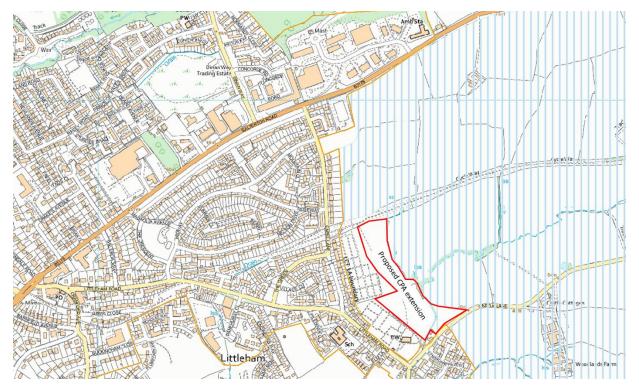
Proceeding inland from the coast, the landform rises gently to a low ridge some 1km from the shore and roughly parallel with it. North of this the landform drops to the valley of Littleham Brook and rises beyond to Salterton Road and the CPA extends across this valley. Although coastal influences are slight within the valley and there are no views to the sea, it is clearly seen in views from high ground on the Coast Path in the vicinity of West Down Beacon. There are also views down the valley to the Exe Estuary over the tops of houses in Littleham.

West of Littleham the CPA stops short of the built edge of the village by 200m despite the intervening land being visible from the coast path and affording views to the cliff tops and being included in landscape Character type 1B- Open coastal Plateau.

Recent development and policy changes

A large housing allocation within the current CPA boundaries to the east of Littleham (Exmo_07) is being is being considered for inclusion in the emerging new Local Plan that, if confirmed, is likely to affect the CPA boundaries.

Area 4 Recommendation:



To extend the CPA boundary up to the edge of Littleham church yard as fig. 4 below.

Figure 4 - Proposed amendment of CPA boundary by addition of land outlined in red

Area 5: Exmouth to Topsham

Overview

Area 5 extends from the northern edge of Exmouth to Topsham. In contrast to the other four sections of CPA it is entirely estuarine. The inland extent varies between 0.7 to 1.6km from the shore. The settlements of Lympstone, Exton and Ebford are excluded as is Lympstone Commando Station. The inland boundaries mostly follow field boundaries and, in some instances, minor lanes. The southern end abuts the built-up boundary of Exmouth. None of the Area 5 CPA lies within the East Devon AONB.

Landscape character

Only about half of CPA Area 5 falls within the Exe Estuary and Farmlands LCA which extends from the estuary shoreline to just beyond the A376 Exmouth Road. The remainder lies within Clyst Lowland Farmlands LCA and Pebblebed Heaths LCA. Special qualities and key features of these LCAs relevant to Area 5 are summarised below:

Exe Estuary and farmlands LCA - Distinctive qualities and key characteristics

- Extensive open, low-lying estuary opening onto south coast flanked by undulating farmland.
- Deep red, fertile underlying soils that support intensive mixed farming and are visible within ploughed fields and as red sandstone cliffs at the coast.
- Shallow valleys with small rivers and streams draining into the estuary, a landscape shaped by natural processes which changes with the tides.
- Mixed woodland and notable areas of mature parkland concentrated within designed landscapes.
- Patchwork of medium to large-scale fields delineated by hedgerows (often gappy).
- Dunes, marshes, mud and sand flats and estuarine habitats (including Eel Grass) important for waders, wildfowl and sea birds.
- Settlement pattern of nucleated villages, hamlets, farms and houses with cob, thatch, stone, render and slate and some brick; settlement denser on the eastern than the western bank.
- Network of sunken, winding lanes with often dense, high hedgebanks connecting historic settlements and contrasting with modern infrastructure such as railway.
- Enclosed and sheltered landscape with expansive views across open water and intertidal mudflats from estuary edge and adjacent slopes.
- Views to major urban areas including Exeter and Exmouth which lie adjacent.
- Recreational influences seen in small boats, boatyards, moorings, quays and as well as in nature reserves and cycling and walking routes.
- Variable sense of tranquillity: tranquil in inland valleys and parts of the estuary where there is a serene quality, but disturbed close to settlements, railway and main roads.
- Strong sense of place and scenic quality derived from the open character of the estuary with its maritime influences.
- Character and unique qualities reinforced by the contrasting wooded backdrop of elevated land at Haldon Ridge and Woodbury Common.
- Internationally important habitats valued for wildfowlincluding Ramsar, SPA, SSSI, NNR, LNR and CWS designations for estuary habitats and sea cliffs near Dawlish.
- Notable Historic Parks and Gardens including Powderham Castle, Oxton House and A La Ronde and The Point-in-View which influence landscape character and scenic qualities and have notable collections of veteran trees.
- Extensive opportunities for water-based as well as coastal recreation (Exe Estuary Nature Reserve and East Devon Way and Exe Valley Way long distance routes).
- Distinctive views across and up and down the estuary, which can be particularly scenic under certain light conditions; this, along with abandoned vessels or hulks in the estuary, attracts artists to the area.
- Buildings and features which denote the rich commercial history of the estuary.

Pebblebed Heaths and farmland LCA - Distinctive characteristics and special qualities

- Views out to sea and also across the Exe Estuary.
- Distinctive, unspoilt, wooded skyline providing local distinctiveness and orientation.
- Outstanding views across East Devon to west and east and also south to the coast.
- Sense of isolation, tranquillity and remoteness.

Clyst Lowland Farmlands LCA - Distinctive characteristics and special qualities

- Lowland, undulating farmed landscape underlain by mudstones, siltstones and sandstones.
- Generally well treed appearance due to significant numbers of hedgerow trees although few woodlands.
- Mixture of small to medium scale fields often with curving boundaries reflecting medieval origin.
- Mixed farming including arable and some pasture along watercourses where there is seasonal flooding, as well as areas of horsiculture and hobby farming.

- Dispersed pattern of small villages (particularly along the watercourses many with 'Clyst' place names), dispersed farmsteads and town of Honiton.
- Overarching perceptions of tranquillity and quintessential English lowland farmland when away from infrastructure and communication corridors and a sense of isolation in parts.
- Views to surrounding ridges of higher land.

This section of the CPA comprises a total of three LCTs, of which only one is coastal covering just 15 % of the designated area as summarised in the table below. Their key features relevant to the CPA are set out in Appendix 1.

LCTs within CPA Area 3	Estimated percentage cover
Coastal LCTs	
4B Estuaries	15
Inland LCTs	
3B Lower rolling farmed and settled valley	35
slopes	
3E Lowland Plains	50

The landscape within Area 5 is generally representative of the relevant LCA and LCT descriptions. The settlements of Lympstone, Exton and Ebford together with the urban edge of Exmouth fragment the rural character and exert an urbanising influence on adjacent land. The existing settlement pattern and well treed, rolling landform break it up visually and away from the immediate shoreline opportunities for expansive views of the estuary are limited. There are however pockets of attractive rural landscape including historic parkland at Courtlands, Nutwell Park and west of Harefield House and National Trust farmland to the south of Courtlands.

As well as the established settlements and transport infrastructure, including the railway and A376 which run through the CPA, it is subject to particularly high development pressure due to the desirability of living in the historic estuary-side settlements while the proximity of the M5 to the northern end makes it attractive for commercial development and expansion. Within the eastern portion of the CPA, away from the A376 there is a strong rural character and pervasive sense of tranquillity.

Consistency with CPA boundaries

The inland extent of the Exe Estuary and Farmlands LCA is limited to the line of the A376 reflecting the limits of obvious coastal influence. Land to the east of this included in the CPA boundary has a southwesterly aspect and affords occasional views of the estuary through field gates and over hedges although these are rarely expansive and tend to be filtered by intervening vegetation. While this area has limited coastal influence it also provides the green undeveloped setting to views from the estuary and the western shore.

The inland extent of the CPA generally follows low northwest-southeast running ridgelines except to the east of Lympstone where the boundary only extends 400m east of the A376 despite the landform continuing to rise to a ridge line 1-3km beyond and visible from the estuary and western shore.

Recent development and policy changes

Recent commercial development at Darts Business Park extends into the CPA.

Two large agricultural stores have recently been erected within the CPA at Lympstone to the east of Meeting Lane.

A small housing development has recently been constructed within the CPA to the northeastern edge of Lympstone adjacent to Meeting Lane. Further CPA land between Meeting Lane and Strawberry Hill is proposed as a housing allocation within the emerging local plan.

Area 5 Recommendations

Amend CPA boundaries at Darts Business Park as per fig. 5 below to omit recently developed land:



Figure 5 - Proposed amendment of CPA boundary by omission of land outlined red

b) Amend CPA boundaries to omit recent housing development at Strawberry Hill Lympstone as fig. 6 below:



Figure 6 - Proposed amendment of CPA boundary to omit recent housing development west of Stawberry Hill Lympstone

c) CPA boundaries to wash over barns recently constructed to west of Meeting Lane.

d) Extend CPA boundary inland to the ridgeline east of Lympstone and north of Summer Lane, Exmouth as per figure 7 below:



Figure 7- Proposed amendment of CPA boundary by addition of land outlined in red

e) In addition to these amendments a number of small, isolated pockets of undeveloped land along the estuary shoreline that were not included in the CPA previously have been incorporated.

References

Principles of defining and maintaining the character of Devon's undeveloped coast, Devon Landscape Policy Group Advice Note 3 – Consultation draft November 2013

Seascape Assessment for the South Marine Plan Areas, Marine Management Organisation

- MCA1: Lyme Bay West
- MCA2: Lyme Bay (East)

National Character Areas, Natural England

- NCA 147 Blackdown Hills
- NCA 148 Devon Redlands

Devon Landscape Character Areas, Devon County Council

- Sidmouth and Lyme Bay Coastal Plateau LCA
- Exe Estuary and farmlands LCA
- Pebblebed Heaths and farmland LCA
- Clyst Lowland Farmlands LCA
- East Devon Central Ridge LCA

East Devon and Blackdown Hills Landscape Character Assessment, Fiona Fyfe Associates Ltd 2019

Jurassic Coast Partnership Plan 2020-2025 - Management Framework for the Dorset and East Devon Coast World Heritage Site

Link to land with sea views mapping data: <u>https://explore-marine-plans.marineservices.org.uk/</u>

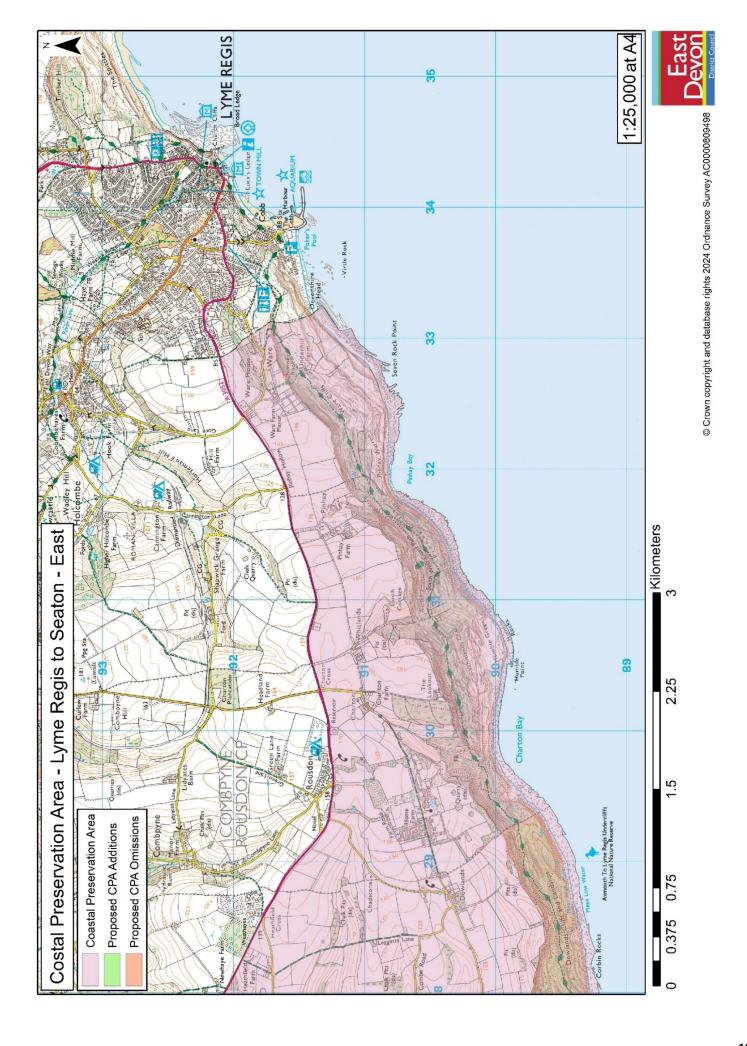
Appendices

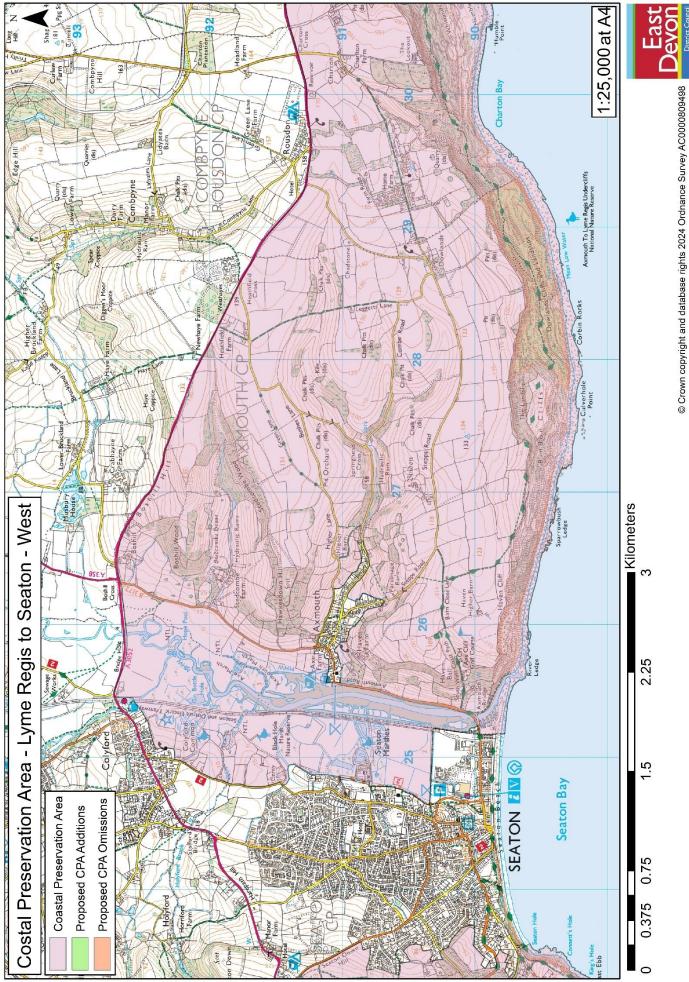
Appendix 1 - Coastal Preservation Area maps showing recommended omissions and additions

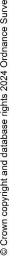
Appendix 2 -Key characteristics of LCTs within CPA

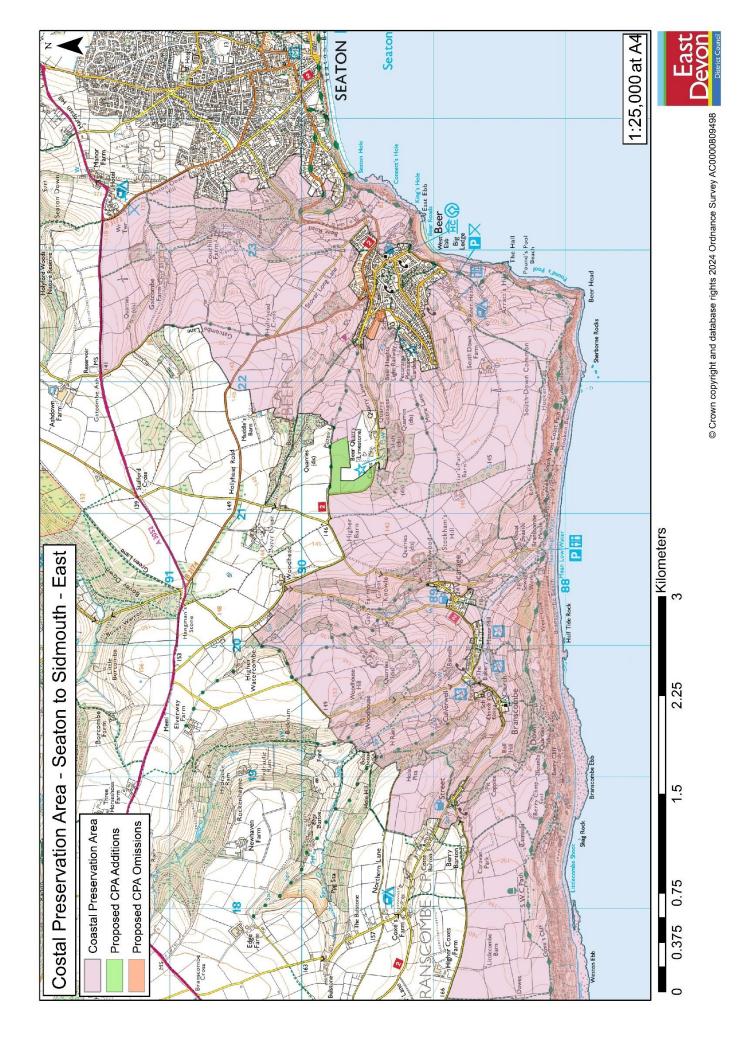
Appendix 3 – Land with sea views mapping

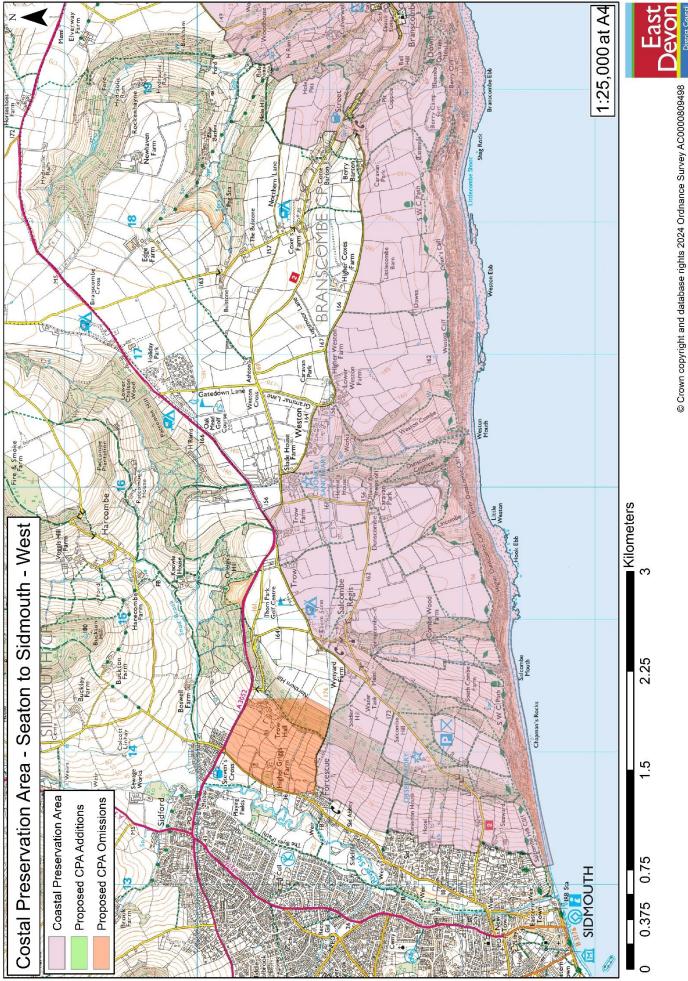
Appendix 4 - Methodology



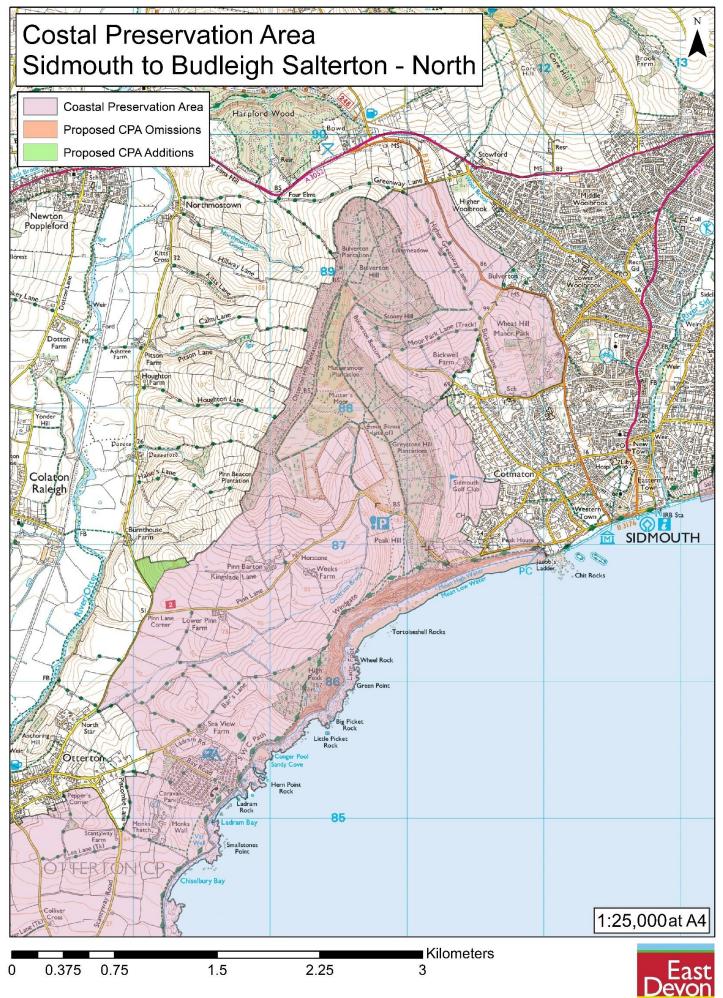




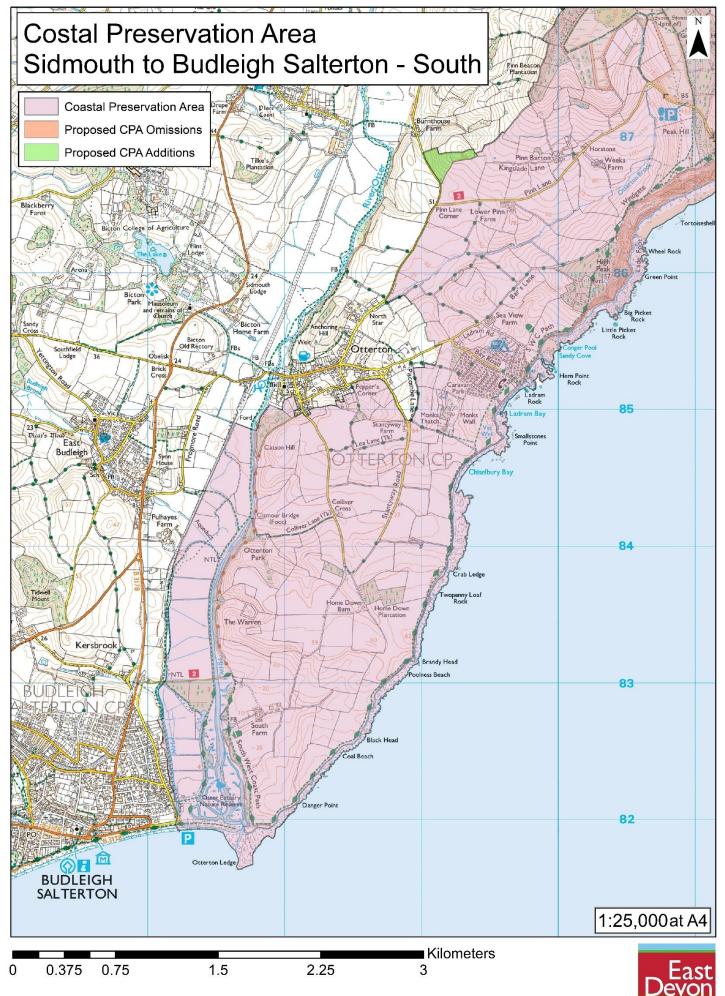




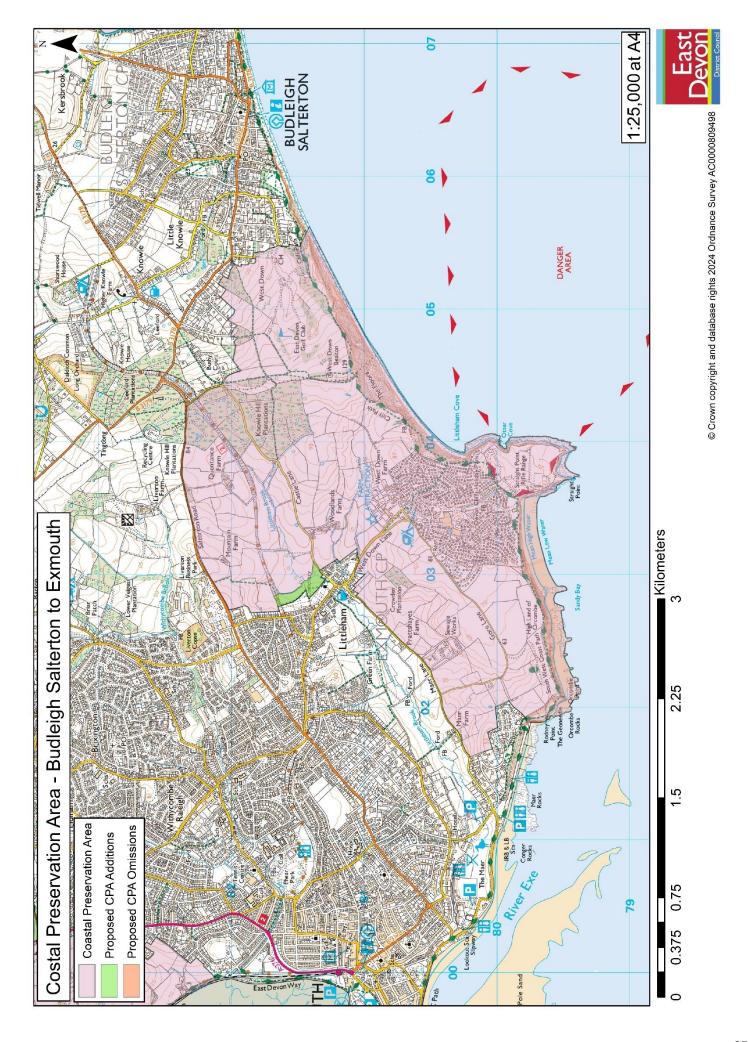


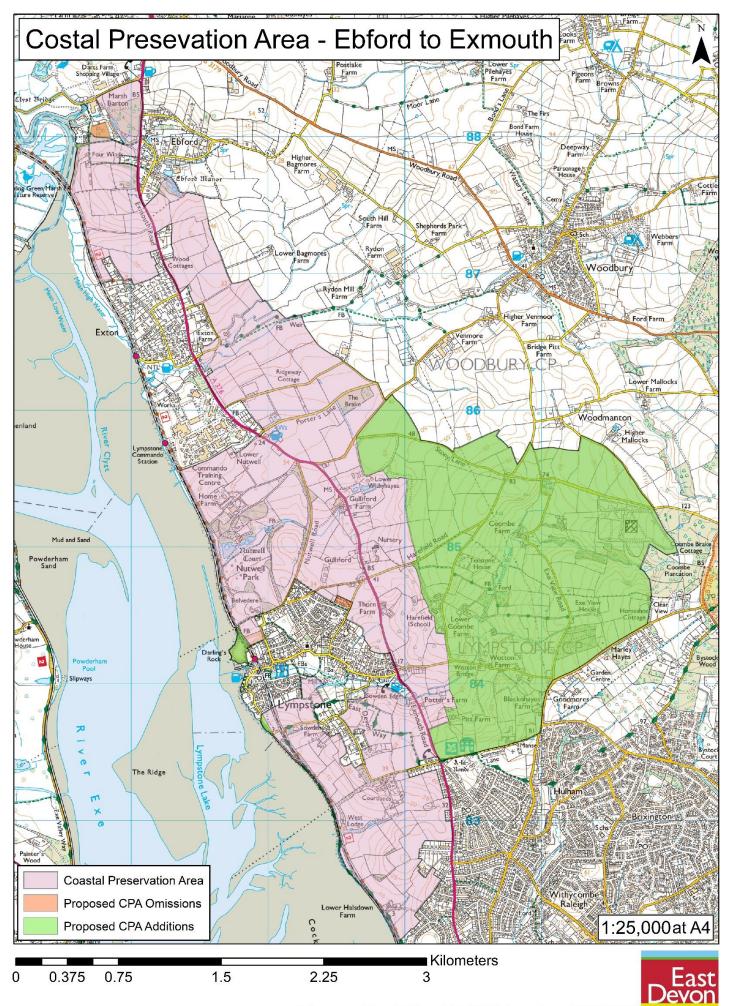


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Appendix 2 – Relevant key characteristics and special qualities of Landscape Character Types occurring within CPA

LCT 1B Open coastal plateau

- High, undulating, open plateaux, dissected and separated by combes and river valleys. Underlain by Permian and Triassic sandstone and mudstone in the west and limestone in the east.
- Little woodland, with occasional plantations and estate planting. Some windblown vegetation.
- A relatively large scale landscape, with a regular medium to large field pattern, dense low hedges, containing mix of species and occasional hedgerow oaks. Mixed land use, mainly arable.
- Semi-natural habitats include salt-tolerant coastal grassland, hedgerows, trees and verges, and wind-cropped thickets of blackthorn.
- Local influence of Rousdon Estate, and a postmedieval pattern of fields and farms.
- Low settlement density, mainly limited to scattered farms or hamlets. There are also several campsites and caravan parks.
- Few roads, but many rights of way, including long sections of the South West Coast Path. Main roads are straight and fast along ridges. Minor roads linking combes are narrow and often sunken.
- Extensive views along coast, often visible from South West Coast Path. Much of the LCT has a sense of openness and exposure. Context of open sky to the south and land to the north adds to the sense of place.

LCT 2A Steep wooded scarp slopes

- A narrow band of steeply sloping land immediately below the plateau edges.
- Extensive woodland, both deciduous and coniferous. Trees and hedgerows increase its wooded appearance. Notable mature oak and ash trees.
- Land use of mixed woodland and semi-improved or unimproved pasture. Small scale, irregular field pattern.
- Many patches of semi-natural habitats, including springline mires, scrub, grassland and woodland.
- Lightly settled, with occasional scattered farms, often nestled in folds of the scarp.
- Narrow winding lanes with well-treed banks. Lanes often run at an angle to the slope. Some green lanes and footpaths, but much of the LCT is inaccessible.
- Strong sense of enclosure in wooded areas, and a contrast of light and darkness. Irregular fields create varied and distinctive patterns.
- Seasonal contrasts in colour, particularly in deciduous woodlands, including spring bluebell woods and autumn leaves.
- From less wooded areas, and openings in trees, there are sudden and spectacular views over surrounding landscapes.
- Strong sense of tranquillity over much of the LCT, particularly away from roads and settlements.
- A rich diversity of woodland, grassland and springline habitats, within an historic landscape pattern.
- Its dramatic appearance as a steep ridge at the tops of the valley sites, creating a seasonallychanging backdrop to the valleys below.
- A strong sense of tranquillity, and magnificent views over surrounding valleys and across to scarps

LCT 3A Upper farmed and wooded valley slopes

- Small V-shaped valleys on upper slopes.
- Deciduous woodland and copses, especially on upper slopes. Hedgerow trees (mostly oak and ash) add to the green and lush appearance.
- Well-treed pastoral farmland, with some arable cultivation on lower slopes. Small to mediumsize fields with irregular boundaries. Associated with traditional Devon smallholdings.
- Wide, species-rich hedges with many hedgerow trees. Grassland, stream and woodland habitats add to rich biodiversity.
- A dispersed settlement pattern of isolated farms and small villages. Villages are often nucleated around a church, and contain local stone (chert) and cob buildings.
- Very winding narrow lanes, many sunken with high banks and flower-rich verges.
- An intimate and intricate landscape with wider views often confined by vegetation. Where views occur, they contain distinctive patchwork patterns of fields.
- Relatively remote and tranquil with little obvious modern development.

LCT 3B Lower farmed and settled slopes

- Gently rolling landform, sloping up from valley floor.
- Oak and ash predominate, and there are small blocks of woodland.
- Predominantly pastoral farmland, often with a wooded appearance. Variable sized fields with wide, low hedged boundaries and a mostly irregular pattern, reflecting different phases of enclosure.
- Semi-natural habitats include streams and ditches, grassland, woodland and trees.
- Views tend to occur across valleys, rather from within them. Higher land in other LCTs forms the backdrop to views.

LCT 4A Estuaries

• Estuaries opening out onto south coast. Covered with shallow water at high tide, with creeks and tidal rivers highly influenced by prevailing tidal condition. Shingle spits/beaches at the mouths of the Axe and Otter estuaries.

- River channels can be narrow and shifting, with strong tidal flows.
- Areas defined by permanently dry land to east and west. Red sandstone headlands are distinctive features.
- No tree cover within LCT, although trees on headlands (including Estate planting) add to character.
- Semi-natural habitats include extensive mudflats, with areas of sandbanks, mudflats and saltmarsh, supporting a range of wildlife.
- Unsettled, but influenced by adjacent towns.
- Small quays and jetties found along the shore line, often associated with settlements. Adjacent railway/tram lines and bridges.
- Few roads or public rights of way within the LCT, but South West Coast Path, cycle routes, Tramway & Exe Valley Railway line run adjacent. Exe is well-used for water-based recreation, with majority of boat traffic comprising small recreational boats.
- Mainly tranquil away from major settlements, with strong sensory characteristics. Distinctive views of Exe from trains and stations.

• An open and expansive landscape, with large skies. Church towers (particularly at Exmouth) are skyline features.

LCT 4B Marine levels and coastal plains

• Flat land and open water within a floodplain, based on alluvial or tidal deposits, and containing some reclaimed farmland in areas formerly estuary.

• Vegetation influenced by coastal conditions, with some hedges but limited tree cover.

• Largely unenclosed, with some pasture on reclaimed grazing marsh divided by ditches. Extensive informal recreational use, including nature reserves.

• Habitats of national importance include coastal grasslands, reedbeds, open water and grazing marsh.

• Non-designated archaeological sites including lime kilns, former ports (e.g. East Budleigh) and medieval saltworking sites.

• Largely unsettled, due to flooding.

No roads within the LCT, although some run along the periphery. Recreational routes include the South West Coast Path, and Seaton Electric Tramway. Evidence of historic use for water transport.
Parts are exceptionally tranquil, however, in some locations, the proximity of roads and

settlements in adjoining areas reduces tranquillity.

• Strong sensory characteristics: colour and texture of marshes, reeds and water, smell of water, nearby saltmarsh and mudflats, sound of birdcalls, reflecting sunlight and seasonal inundation. • Flat, expansive landscape with a feeling of space and long views, especially along valleys.

LCT 4H Cliffs

• Steeply-sloping cliffs of varying heights, nearly vertical in places; slopes shallower elsewhere due to landslips. Narrow shingle beaches at base of cliffs.

• A dynamic landscape, with distinctive landforms and rock stratifications related to limestone and sandstone geology which extends inland and out to sea.

• Predominantly treeless, although the eastern end of the study area is densely vegetated, with deciduous woodland and fern-rich groundcover.

• Unenclosed, with occasional surviving examples of undercliff 'platts' used for vegetable growing.

• Cliff faces support important breeding colonies of seabirds, and succulent plants. Local examples of extensively vegetated slumped landslips on lower half of cliff.

• Remains of prehistoric barrows on cliff tops, also industrial remains (e.g. limekilns) and military archaeology.

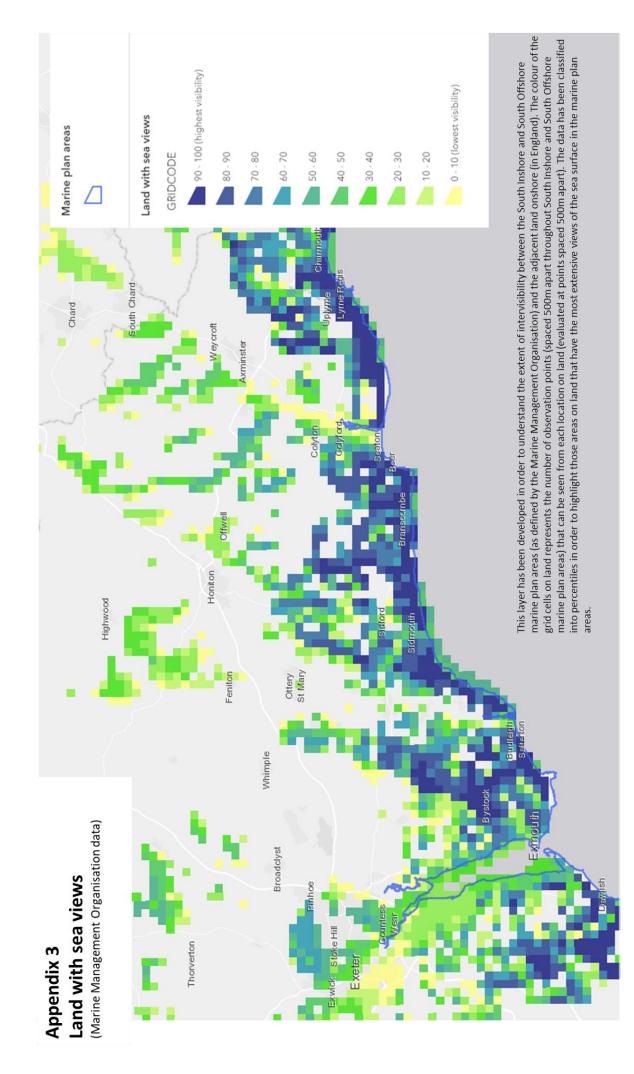
Unsettled

• Accessible only along cliff top via South West Coast Path, or in some places along beach.

• Extensive and sometimes wild, with dominant marine influence and high levels of tranquillity and remoteness away from settlements.

• Strong influences of weather and season, and contrasting colours of white limestone and red sandstone.

• Extensive and dramatic views along coastline from cliff-top path, and associations with artists.



Appendix 4 – Methodology

EAST DEVON COASTAL PRESERVATION AREA REVIEW 2023

The following methodology is based on 'An approach for defining undeveloped coast' DLPG Advice note 3.

The original Coastal Preservation Area designation provides a starting point or baseline for defining 'Undeveloped Coast' through the Local Plans and Local Development Documents. This reflects the approach already adopted by many coastal planning authorities to date.

General principles

Where a need is established to amend or review boundaries, the Devon Landscape Policy Group recommends the following criteria for defining the Undeveloped Coast, developed from those used to define the Coastal Preservation Area and earlier advice in PPG20:

a) <u>Landscapes that have a coastal character, including direct maritime influences and coastal related activities.</u> As a minimum the area should include the open coast down to mean low water, rias and estuaries up to the tidal limits and including the whole tidal estuary channel. Landscape character types with a distinct coastal component of their key characteristics may be useful when considering the landward extent.

b) <u>An area of coastal landscape perceived as undeveloped and unspoilt by modern development.</u> This should acknowledge that most coastal landscapes in Devon have been influenced by human activity over time, and may therefore include landmark buildings, historic rural hamlets, farmsteads, farmed landscapes and country lanes for example that positively contribute to the rural 'undeveloped' character of the coastal landscape.

c) <u>The landward extent of the visual envelope visible from clifftops, beaches, sea or estuary; or form part of the view</u> <u>from significant lengths of public highway, or other publicly accessible routes, leading to and along the coast,</u> <u>including the South West Coast Path and the intended new coastal trail / access land.</u>

Where undeveloped coast abuts existing large villages or urban areas, there should be a presumption against allocating land for future development along the coast, given that the undeveloped coast is a finite resource.

The inland extent of the undeveloped coast will depend on its intrinsic coastal character and whether it is perceived by people to be undeveloped, rather than a definitive distance. Coastal character may extend to variable distances inland, depending particularly on the topography and natural and cultural influences such as tidal range, vegetation, coastal industries and activities.

The seaward extent of the area should integrate with the Marine Plan/Marine Character Area i.e. overlap to include to the tidal limits, to Mean Low Water and to the tidal estuary channel. Some of these areas may fall outside local authority boundaries and within the Crown Estate.

In Devon, the visual and cultural relationship between land and sea is integral to the character of the coast. Therefore the seaward area visible from the undeveloped coast should be taken into account when reviewing proposals for offshore development. Evidence base

Landscape and seascape character assessments should be used to help define the undeveloped coast and to inform how to maintain its distinctive character through the planning process. Devon Character Areas, Landscape Character Types, and emerging seascape assessments prepared by the Marine Management Organisation (MMO) should be referred to, along with National Character Areas, as appropriate.

The Devon Historic Landscape Characterisation and Historic Environment Record should be integrated with this process and reference should be made to the Historic Seascape Characterisation being carried out by English Heritage to inform the Marine Plans.

Existing management plan and strategies should be consulted, such as those compiled for East Devon AONB, Jurassic Coast World Heritage Sites, Shoreline Management and other coast or estuaries management plans. These will help to identify the special qualities and sense of place which inform protection and enhancement, as well as natural processes and the changing character of the coast.

Since the last Local Plan some additional policy and guidance has been produced including South Inshore and South Offshore Marine Plan July 2018, Marine Character Areas MC1 Lyme Bay West and MC2 Lyme Bay East, 2013. The East Devon Landscape Character Assessment was updated in 2019. These may have some influence on the CPA boundaries and will be reviewed as part of the assessment process.

<u>Desk study</u>

A desk study to analyse the areas with direct maritime influences and coastal related activities will be undertaken including review of published landscape and seascape character assessments; topography; areas of floodplain and flood risk within the coastal flood zone and the extent of land visible from the shore.

o It should be noted that the administrative area of Teignbridge District and East Devon District stop at the Mean Low Water Mark which is also the seaward limit of the Coastal Zone defined in PPG20. The permanent open water channel of the River Exe falls within Crown jurisdiction.

o A judgement is required to set the distance from the coast or estuary shore at which visible land cannot be described as 'coastal', where direct maritime influences and coastal related activities are not significant. The extent to which these criteria affect the landscape varies considerably depending on elevation and exposure. High inland ridges many miles from the coast can be influenced by the effect of salt laden winds, and may afford distant views to the sea, however they are not considered to form part of the 'Undeveloped Coast'. For the purposes of this study the inland limit is judged to be a maximum of 4km from the coast or estuary shore. The inland limit of the 'Undeveloped Coast' therefore varies considerably, the farthest limits lying at approximately 4km.

o An analysis of the settlement boundary (Urban Residential Development Boundary, Village Envelope and Holiday Development Area) would be undertaken and land developed since the Adopted Local Plan 2013 would be excluded from the 'Undeveloped Coast'.

o Woodland, trees and hedgerows visible from sea or estuary should be included since these are landscape elements which form part of the 'Undeveloped Coast'. Land falling behind such features which would otherwise be visible should be included since they are not permanent and generally have no specific protection under law.

o Buildings on the other hand are more permanent features and are rarely cleared and replaced with open land, except perhaps in cases of coastal erosion. Whilst individual and small groups of buildings and other developments may be 'washed over', larger settlements (villages and towns) are excluded.

o Land obscured behind buildings along a settlement boundary should in the ory therefore be excluded. The limits of field work, however, mean it would not be feasible to survey all land potentially obscured behind the settlement boundaries. Previous mapping of the CPA mapped to a recognisable feature e.g. a field boundary, result ing in small fields or parts of fields being included within the CPA when they were obscured by buildings.

o Mapping to a recognisable field boundary is a pragmatic approach which is in general terms effective. In some instances, however, large fields which cross ridges and summits or vary dramatically in elevation clearly have visible and non-visible areas. In these cases the limits of the 'Undeveloped Coast' would be effectively defined by contours.

o Consideration will also be given to principle publicly accessible routes leading to and along the coast to help define the visual envelope where visibility is not defined by views from the sea or estuary. For the purposes of this study, routes leading to the coast were considered to terminate within 1km of the shore. Visibility from these routes was considered looking towards the coast or estuary. An inland limit of approximately 4km was set. Land beyond 4km from the coast or estuary was considered to have limited coastal or maritime influences. Routes along the coast were considered to be roughly parallel with and within the 4km limit. o Where coastal land is not visible from sea or coast but potentially from significant lengths of a publicly accessible route, views may frequently be obscured by hedges, banks, trees or woodland or indeed buildings along the route. Land which is not visible from significant lengths is excluded, taking into account whether the view from the route is obscured by vegetation, banks or buildings along the route itself. The exceptions to this are where land is under direct maritime or coastal influence, small areas included for mapping purposes or pockets washed over within a wider area.

o Within the CPA pockets of land e.g. in deep valley bottoms, which are not visible but fall within a larger visible area should be 'washed over', rather than leave 'holes' in the CPA. Static caravan sites have also been washed over as these are considered to be relatively impermanent, are low in height and their replacement with larger per manent structures could adversely impact surrounding undeveloped coastal land.

Field study

o If field study work is to be undertaken it should be focussed on areas of land identified for potential inclusion and exclusion using information from the desk study, visual analysis and informed information gained from further consultation exercises. Consultations will be undertaken with East Devon AONB/ Jurassic Coast WHS/ Teignbridge DC, and other interested parties.

Field study observations will be recorded on a standard template (attached at end) to help provide consistency in forming judgements, combined with site photographs. Copies should be retained as evidence for justification of changes.

Presentation of findings

Proposed changes to CPA boundaries will be mapped using GIS software and summary location, description and justification for change provided in written/tabular form.

Coastal character checklist – Site:

Physical characteristics	Dominant coastal influence	No coastal influence
Topography aspect and orientation		
Maritime activities		
Shoreline development (including sea defences)		
Vegetation pattern		
Presence of natural processes		
Experiential characteristics	Dominant coastal influence	No coastal influence
Sense of space and light		
Sense of exposure and relative wildness		
Sense of naturalness and remoteness		
Extent of human influence (including cultural associations)		
Sights, sounds and smells associated with marine environment		
Visual characteristics	Dominant coastal influence	No coastal influence
Views of coastline/ marine		
edge		
Views of sea/estuary		
Notes:		

Notes:

Undeveloped coast applicable:

Yes