

Historic Environment Topic Paper

**Enhancing the historic environment of the
Isles of Scilly | 2017**

The Local Plan 2015 – 2030



Publication Details

Local Plan Review 2015 – 2030 | [2016 Historic Environment Topic Paper](#)

Published | [January 2017](#)

If you require any of the documents in an alternative language, in larger text, Braille, easy read or in an audio format, please contact the Council at diversity@scilly.gov.uk or telephone 01720 424000.

Council of the Isles of Scilly
Local Plan Review
The Planning Department
Department of Infrastructure and Planning
Town Hall
St Mary's
Isles of Scilly
TR21 0LW
planning@scilly.gov.uk



Contents

Table of Figures	4
Introduction	5
1. Context of the Isles of Scilly Historic Environment.....	6
Conservation Area	6
AONB and Heritage Coast	6
Listed Buildings.....	7
Scheduled Monuments	7
Protected Wrecks.....	7
Registered Parks and Gardens	7
Historic Environment Records and Archaeological Constraint Areas.....	7
Article 4 Directions	8
2. National Context	8
National Policy	8
Economic Value of the Historic Environment.....	10
3. A POSITIVE STRATEGY FOR THE HISTORIC ENVIRONMENT OF THE ISLANDS..	10
4. EVIDENCE BASE – Legislation and Guidance	11
5. EVIDENCE BASE – Heritage Assets	12
6. EVIDENCE BASE - Isles of Scilly Heritage at Risk	14
Mapping Heritage at Risk.....	17
Bryher – Scheduled Monuments: Source Heritage at Risk Register 2016.....	18
St Agnes – Scheduled Monuments: Source Heritage at Risk Register 2016	19
St Martins – Scheduled Monuments: Source Heritage at Risk Register 2016	20
St Mary’s – Scheduled Monuments: Source Heritage at Risk Register 2016.....	21
Tresco – Scheduled Monuments: Source Heritage at Risk Register 2016.....	22
Samson – Scheduled Monument: Source Heritage at Risk Register 2016	23
7. Heritage under the 2005 Local Plan	24
Understanding Past Trends	24
Mapping heritage	26
Bryher	27
St Agnes	28
St Martins.....	29
St Mary’s.....	30
Tresco.....	31
8. Analyses of the historic environment.....	32
Isles of Scilly Historic Landscape Character Assessment 1996.....	32



	Cornwall and Scilly Urban Survey 2003	33
	The Garrison Conservation Plan 2010	34
	Field Boundaries on the Isle of Scilly: Historic Environment Study 2011	34
	Scilly Historic Environment Research Framework (SHERF) 2012.....	34
	Conservation Area Character Statement 2015.....	35
9.	Major heritage themes that contribute to local distinctiveness	36
	Prehistoric ritual monuments.....	37
	Submerged landscapes	37
	Iron Age and Romano-British cist burials	38
	Romano-British shrine.....	38
	Hermitages	38
	Medieval Scilly	39
	Post-medieval defences.....	39
	Historic landscape.....	39
	Maritime heritage	40
	The built environment	40
	Samson Buildings	41
	Tresco Abbey Gardens	41
10.	Drivers for change.....	41
	Climate change – sea level rise and coastal erosion.....	41
	Improving transport links	43
	Possible changes to governance of St Mary’s Harbour and off-island quays.....	44
	Potential housing sites on St Mary’s.....	44
11.	Consultation on local plan documents	46
12.	Recommendations for policy	47
13.	Action plan	48
	Bibliography	52



Table of Figures

Figure 1 Mid-16th Century Blockhouse, Scheduled Monument on Tresco	5
Figure 2 Records of Heritage at Risk.	14
Figure 3 Breakdown of all Heritage at Risk, by Location,	15
Figure 4 Identified sources of harm to heritage assets 'at risk'	16
Figure 5 Trends of the risk status of Heritage at Risk,	16
Figure 6 Numbers and types of decisions for demolition	26
Figure 7 List of the 20 Landscape Types in the Historic Landscape Assessment 1996.	32
Figure 8 The Historic Landscape Character of the Isles of Scilly.	33
Figure 9 Bant's Carn entrance grave on St Mary's	36
Figure 10 Submerged field boundaries on Samson Flats.	37
Figure 11 Scrub Clearance on Nornour Prehistoric Settlement	38
Figure 12 The pattern of field boundaries on St Agnes.....	40
Figure 13 Bronze Age – Iron Age settlement remains exposed in the cliff face	43
Figure 14 Halangy Porth in April 2015.....	43



Introduction

“A positive strategy for the conservation and enjoyment of the historic environment” is required by the National Planning Policy Framework as part of the development of the Local Plan. These types of strategy are sometimes called “heritage strategies”; however as this topic paper and emerging strategy will be limited to the historic environment and not include other heritage components, such as the natural environment or museums, it will be referred to as a historic environment topic paper and strategy.

The development of an historic environment topic paper has been developed following the LPA’s consultation: Local Plan Review Scoping Report (Regulation 18) and the response received from Historic England. It is an opportunity for the Council and its partners to consider the importance of the historic environment for the islands and how it can be conserved, enhanced and enjoyed by all. The Council of the Isles of Scilly understands the crucial role of the historic, built and natural environment for the quality of life and prosperity of the islands.



Figure 1 Mid-16th Century Blockhouse, Scheduled Monument on Tresco



1. Context of the Isles of Scilly Historic Environment

- 1.1 The Isles of Scilly are located 28 miles of the south west coast of Cornwall, and to commute from Penzance, via the Scillonian Ferry, takes 2 hours 45 minutes to travel around 40 miles, which operates March to November. Outside of this the only other current option to get to the islands is via aeroplane. From Lands End Airport you can reach the islands in as little as 15 minutes and you can also commute from Newquay Airport which takes 30 minutes. These services operate on a year-round basis. During the summer you can also commute from Exeter airport which takes around 1 hour. The transport links between the islands and mainland UK are a fundamental part of life on the islands. This importance is reflected in the recent proposal, approved by Cornwall Council, to reinstate a heliport in Penzance to provide a dedicated helicopter service to the islands. If the proposal is implemented a heliport should provide greater access and flexibility to those visiting, working and living on the islands. The last helicopter service between Penzance and Scilly ceased operation in 2012 and with its loss the islands became a little bit more isolated.
- 1.2 Whilst geographically small, the remit of the Council includes being the responsible authority for water services (Water Authority), for the local highway network (Highway Authority), for education (Education Authority), for planning (Planning Authority), for health and social care service (Adult Social Care and Children's Services) it also operates the local airport on St Mary's and is also responsible for the disposal of refuse both domestically and commercially (Waste Authority).
- 1.3 Comprising 5 inhabited islands and hundreds of smaller uninhabited islands and rocky outcrops, the Isles of Scilly are home to a population of 2203 people (Census 2011). The total amount of land comprising the inhabited islands is around 6 square miles (15.5km). This creates a general density of around 137 people per square kilometre (383 per square mile). Cornwall has a density of 153 per square kilometre and England has a density of 413 people per square kilometre (or 353 excluding London).

Conservation Area

- 1.4 In 1975 the Islands were designated as a Conservation Area, under Section 277(1) of the Town and Country Planning Act 1971. The Planning (Listed Buildings and Conservation Areas) Act 1990 imposes a duty on Local Authorities to designate as conservation areas "any areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance". This duty extends to publishing proposals for the preservation and enhancement of Conservation Areas. Since its designation in 1975 no comprehensive appraisal of the Isles of Scilly Conservation Area has been undertaken. In 2015 the Local Planning Authority consulted on a Draft Conservation Area Character Statement for the Isles of Scilly as a Supplementary Planning Document.

AONB and Heritage Coast

- 1.5 Since 1976 the islands were designated an Area of Outstanding Natural Beauty (AONB) and defined as a Heritage Coast. The quality of the environment of Scilly for designation as an AONB was first recognised in a report of the National Parks Committee in July 1947 (the Hobhouse Report). This listed 52 areas, known as 'conservation areas', which made sufficiently important contributions to the wider enjoyment of the countryside as to justify special measures being taken to preserve



their natural beauty and interest. The Jellico and Coleridge report 'A Landscape Character for the Isles of Scilly', published in May 1956, provided the foundation for the designation as both an AONB and Heritage Coast. The Heritage Coast definition protects 64km¹ of coastline around the islands which is 23 square kilometres of foreshore, cliff and dune environments. The management of the heritage coast was originally undertaken by a non-governmental organisation: The Isles of Scilly Environmental Trust. It is now managed by the Isles of Scilly Wildlife Trust through the AONB Partnership and Management Plan, which is updated every 5 years. The Conservation Area, AONB and Heritage Coast all overlap and cover all of the islands and the heritage coast occupies a substantial portion of the AONB.

Listed Buildings

- 1.6 The islands have a dense and rich historic environment which not only encompasses a conservation area but it also includes 128 Listed Buildings, which includes 4 Grade I, 8 Grade II* and 116 Grade II listed buildings. Almost 10% of listed buildings on the islands are grade I or II*. The first buildings were added to the Statutory Heritage List for England in 1959.

Scheduled Monuments

- 1.7 There are a total of 238 Scheduled Monuments on the islands scheduled under the Ancient Monuments and Archaeological Areas Act 1979. Out of the total for England (19864 sites) it is 1.2% of all scheduled monuments. These include 119 cairns², 16 Civil War batteries³, 86 prehistoric related structures including entrance graves, linear boundaries and regular and irregular field systems to name a few.

Protected Wrecks

- 1.8 There are 5 Protected Wrecks around the islands designated under the Protected Wrecks Act 1973 (52 in total nationally) which equates to 9.6% of all protected wrecks in England around the Isles of Scilly. These are identified as Tearing Ledge, designated in 1975, Bartholomew Ledges designated in 1980, HMS Colossus designated in 2001, Wheel Wreck designated in 2007 and Association designated in 2014. The Colossus has been added to the 2016 Heritage at Risk Register.

Registered Parks and Gardens

- 1.9 Tresco Abbey Gardens is the only designated Registered Park and Garden on the islands, registered under the Historic Buildings and Ancient Monuments Act 1953. It was designated as Grade I in 1987 for the extensively planted garden with exotic species were begun in the early nineteenth century together with a lake and woodland works, connected with the Lord Proprietor of the Islands, Augustus Smith who first secured a lease of the islands from the Duchy of Cornwall in 1834.

Historic Environment Records and Archaeological Constraint Areas

- 1.10 There are over 2400 Historic Environment Records on the Cornwall and Isles of Scilly Historic Environment Record. Additionally in 1995 174 Archaeological Constraint Areas across the islands were defined. The Isles of Scilly Archaeological Constraint Maps were compiled during February and March 1995 by Cornwall Archaeological Unit (CAU), Cornwall Council with funding from English Heritage and

¹ Review and Evaluation of Heritage Coasts in England - Full Report (July 2006)

² A cairn is a mound of rough stones built as a memorial or landmark, typically on a hilltop or skyline location.

³ A battery is a military defensive structure comprising a fortified emplacement for heavy guns



the Council of the Isles of Scilly. The maps were drawn to indicate the location of recorded archaeological and historic sites and structures in order to make an initial assessment of the impact of any proposed development on these remains, and if necessary, archaeological consultation carried out prior to any planning decision being made. They were intended to serve as a graphic aid to planning officers and others dealing with the management of the environment.

Article 4 Directions

- 1.11 In 1976 the first of 4 all-encompassing Article 4 Directions was made. Under Article 4(1) of the Town and Country Planning General Development Order 1973 permitted development rights for the islands were removed. This first Article 4 included the removal of the right to enlarge, improve or otherwise alter a dwelling house; erect a garage, stable, loosebox or coach house within the curtilage of a dwelling. It also removed the right for uses of land including to change the use of land for a temporary 28 days per year or the use of land and erection of tents by certain recreational organisations. It also removed the right to carry out on agricultural land, of more than one acre, comprising an agricultural unit, the building or engineering operations for the purposes of agriculture.
- 1.12 In 1989 a second Article 4 Direction was made. Under Article 4(1) of the Town and Country Planning General Development Order 1988, further permitted development rights for the islands were removed. This document sets out the removal of permitted development rights to construct, alter or erect swimming pools and other pools within the curtilage of a dwelling house.
- 1.13 In 1995 a third Article 4 Direction was made. Under Article 4(2)⁴ of the Town and Country General Permitted Development Order 1995. This removed rights for development that fronts a highway including any alteration to the roof of a dwelling house, the painting of the exterior of any building or structure or the alteration of windows and doors of a dwelling.
- 1.14 A fourth and so far final Article 4 Direction was made in 1999. Under Article 4(1) of the Town and Country General Permitted Development Order 1995 further rights were removed. This direction took away the permitted development right to provide a building or moveable structure required temporarily in connection with operations being carried out on the land.

2. National Context

National Policy

- 2.1 One of the core land-use planning principles as set out in the National Planning Policy Guidance (2012) states:

⁴ Article 4(2) Directions can be made to protect land and buildings within Conservation area (whereas an Article 4(1) can relate to any land or building not in a conservation area). They are aimed at encouraging the retention of high quality architectural features and to preserve and enhance the character of the built heritage. The designation of a Conservation Area only goes some way towards protecting the integrity of buildings and their character. Under the Town and Country Planning Act (General Permitted Development) Order 1995, permitted development rights enable property owners within a Conservation Area to undertake small-scale extensions and/or alterations without the need for planning permission. Where these rights are unchecked, they can erode the special interest of the Conservation Area.



“Conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations”

- 2.2 The NPPF at chapter 12 sets out the national policy framework for both plan making and decision taking in relation to conserving and enhancing the historic environment. Paragraph 126 states that Local planning authorities should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. In developing this strategy, local planning authorities should take into account:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
 - the desirability of new development making a positive contribution to local character and distinctiveness; and
 - opportunities to draw on the contribution made by the historic environment to the character of a place.
- 2.3 Historic England, as the public body that looks after England’s Historic Environment, provide annual statistics in the Heritage at Risk registers and through Heritage Counts. Through these annual reports it is possible to gauge the Isles of Scilly relative to the South West Region and compare this to national figures. More detail is provided on this in section 4 below.
- 2.4 In 2016 Heritage Lottery Fund commissioned (HLF) Oxford Economics research the economic benefits of tourism to the UK economy⁵. The headline figures set out the valuable financial benefits that are attributable to the heritage sector:
- 192 million heritage-motivated trips in the UK in 2015
 - £17.5 billion spend on heritage-motivated trips in the UK in 2015
 - £20.2 billion heritage tourism’s contribution to the UK economy (GDP) in 2015
 - 386,000 jobs supported by heritage tourism in the UK in 2015
- 2.5 The HLF research highlights the high-value attached to the heritage of the UK particularly when you consider that “relative to all tourists on holiday and visiting friends and relatives, those visiting heritage attractions are more likely to be overseas visitors, who spend on average £560 per trip (£7.4 billion in total in 2015), or domestic overnight visitors, who spend on average £210 per trip (£4.7 billion in total in 2015), rather than a domestic day visitor who spends £35 per trip (£5.4 billion in total in 2015)”. It is important therefore that not only is it critical that the heritage of the islands is promoted as an integral part of the tourism, but that the heritage is adequately managed and not permitted to decline.

⁵ The Impact of Heritage Tourism for the UK Economy (2016) Oxford Economics



Economic Value of the Historic Environment

- 2.6 The Isles of Scilly is one of the most historically rich environments in the UK. The entire islands have been designated a Conservation Area since 1975. That's over 40 years of recognition of the special historic character of the islands. In 2015 the Council consulted on a Conservation Area Character Statement. This draft statement notes that the islands have 238 Scheduled Monuments in 250 locations and 128 Listed Buildings. Many of these scheduled areas comprise multiple sites and scheduling affords protection to over 900 individual sites. The Cornwall and Scilly Historic Environment Record contains information on 2587 individual records on historical and archaeological sites and finds in Scilly. The main settlement and administrative centre for Scilly is Hugh Town, St Mary's, the development of which originated around the quay during the 16th century probably to serve the military garrison on the hill to the west.

3. A Positive Strategy for the Historic Environment of the Islands

- 3.1 Based on the evidence in sections 5-7 of this topic paper a positive strategy for the historic environment of the islands has been developed and an action plan to deliver that strategy. One of the principle ways in which the strategy will be delivered is through the inclusion of appropriate strategic and specific policies in the emerging local plan. The positive strategy for the historic environment of the islands:

To ensure that the historic environment continues to contribute to the special character, identity and quality of life of the Isles of Scilly.

To ensure the conservation and enhancement of the historic environment of the islands for future generations, including both designated and undesignated heritage assets, their settings and the wider historic landscape.

To ensure that the interplay of the historic and natural environment, which is key to the special character of the islands is fully understood and considered.

To increase public understanding, awareness and enjoyment of and access to our heritage for both residents and visitors.

To support the vital tourist economy of the islands, for which heritage is a key element.

To ensure that the historic environment is used as a key driver and focus for inward investment, regeneration and re-development, particularly within our settlements.

To explore ways in which new developments can be successfully integrated with the existing historic environment.

To create and support strong partnerships between public, private and voluntary sectors.

To support organisations applying for funding and maximise the opportunities for external funding to benefit the historic environment.

To ensure that heritage assets and their settings as well as the wider historic environment are appropriately managed and maintained, whether in public or private ownership.



4. EVIDENCE BASE – Legislation and Guidance

- 4.1 There is a comprehensive set of international, national and local legislation and guidance that impinges on the historic environment. This has and will continue to evolve over time. The key components at the national level are currently:
- The National Planning Policy Framework
 - Planning (Listed Buildings and Conservation Areas) Act 1990
 - The National Planning Practice Guidance
- 4.2 The NPPF is very clear that the historic environment is a key part of sustainable development. There are three dimensions to sustainable development: economic, social and environmental. Further details of relevant guidance and legislation are to be found in English Heritage's Conservation Principles, Policies and Guidance (2008) Examples include:
- The European Landscape Convention 2007
 - European Convention on the Protection of the Archaeological Heritage (The Valletta Treaty) 1992
 - The Ancient Monuments and Archaeological Areas Act 1979
 - General and topic-based guidance from English Heritage/Historic England
- 4.3 There is also a wide range of guidance and policy at the local level, including:
- The Isles of Scilly AONB Management Plan, 2015 – 2020
 - A Heritage and Cultural Strategy for the Isles of Scilly 2004
 - The Isles of Scilly Local Plan, 2005
 - Isles of Scilly Design Code Supplementary Planning Guidance, 2007
 - DRAFT Conservation Area Character Statement, 2015



5. EVIDENCE BASE – Heritage Assets

- 5.1 Heritage Asset - A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing). (NPPF 2012)
- 5.2 The Isles of Scilly has one of the richest resources of historic environment or heritage assets of any area in England. Heritage assets both designated (listed buildings, conservation area, registered park and garden and scheduled monuments) and non-designated are protected through planning legislation helping to ensure their conservation, management and enhancement.

Table 1 Numbers of Heritage Designations

Heritage Designation	Nationally (50,337 square miles)	South West (9,189 square miles)	Isles of Scilly (6.3 square miles)
Scheduled Monuments	19859 (2.5 per square mile)	6996 (13 per square mile)	238 (38 per square mile)
% at Risk	13%	16% (1144)	13.8% (33)
Listed Buildings	377245 (7.5 per square mile)	89849 (8 per square mile)	128 (20 per square mile)
Grade I	9313	2047	4
Grade II*	21933	5181	8
Grade II	345999	82621	116
% at Risk	3.8%	3% (161)	3.8% (3)
Conservation Areas	8000	1524	1
% at Risk	6%	3%	0
Registered Parks and Gardens	1600	36	1
Protected Wrecks	52	6	5 (9.6%)

- 5.3 Further information, including location, level of protection provided by designation, reasons for designation and other related issues can be found on Historic England's Heritage Gateway and the Cornwall and Isles of Scilly Historic Environment Record (HER).
- 5.4 Non-designated Heritage Assets - Other sites and structures form a vital part of the wider historic environment resource of the area and contribute significantly to its character and sense of place, however they are not formally designated or protected. Information on many of these sites is also available from the Cornwall and Isles of Scilly Historic Environment Record.



- 5.5 There is no formal local listing of buildings or structures in the islands. At present there is no intention to introduce such a system, because of resource constraints and the very high number of non-designated heritage assets. However non-designated heritage assets will be identified as part of the planning application process and will be given the relevant consideration. A Conservation Area Character Statement will highlight buildings that contribute positively to the Conservation Area.

Within the 6.3 square miles of the Isles of Scilly there are 38 Scheduled Monuments and 20 listed buildings for every square mile.

- 5.6 The Cornwall and Isles of Scilly HER includes details of over 2,400 archaeological sites in the Isles of Scilly, that have not been formally “scheduled” and these non-designated sites are considered during the planning process. The fact that a monument is not designated as a Scheduled Monument does not necessarily imply that it is not of national importance. Nationally important but non-scheduled monuments can include:
- those positively identified by Historic England as being capable of designation ... but which the Secretary of State has chosen not to designate; and
 - those potentially capable of being designated ... but which have still to be formally assessed by Historic England.
- 5.7 In some cases sites of national importance have been positively identified by Historic England, but are incapable of being designated as Scheduled Monuments under the terms of the 1979 Act because their physical nature is outside the scope of its present definition of a monument.
- 5.8 In order for the significance of both designated and undesignated heritage assets to be fully conserved and enhanced, the setting of these assets must also be fully considered as part of that significance. This is particularly important in the Isles of Scilly where the overall landscape is of such high quality and the assets and their settings form a crucial part of this landscape. The wider historic environment Individual heritage assets, both designated and undesignated are set in a wider historic environment or landscape and it is vital that this wider resource is also conserved, enhanced and better revealed. This is of particular relevance in the Isles of Scilly due to the entire islands being designated, for the last 40 years, as an Area of Outstanding Natural Beauty. Although this designation refers primarily to “natural beauty”, that natural beauty is very closely tied to the historic value of the landscape. Those linkages include the landscape archaeology of the area – the field patterns, the ancient roadways etc., the use of local materials for building, the historic structures from Neolithic burial mounds to distinctive vernacular cottages, the setting of settlements and the “natural” landscape itself which is as much a man-made construct as a natural one.



6. EVIDENCE BASE - Isles of Scilly Heritage at Risk

6.1 Historic England have been recording the state of heritage assets in a regional 'heritage at risk' registers since 2008. In 2008 the South West register stated that the average density of monuments was 3.4 for every square kilometre of land with the Isles of Scilly having the highest density of 15 monuments per square kilometre.

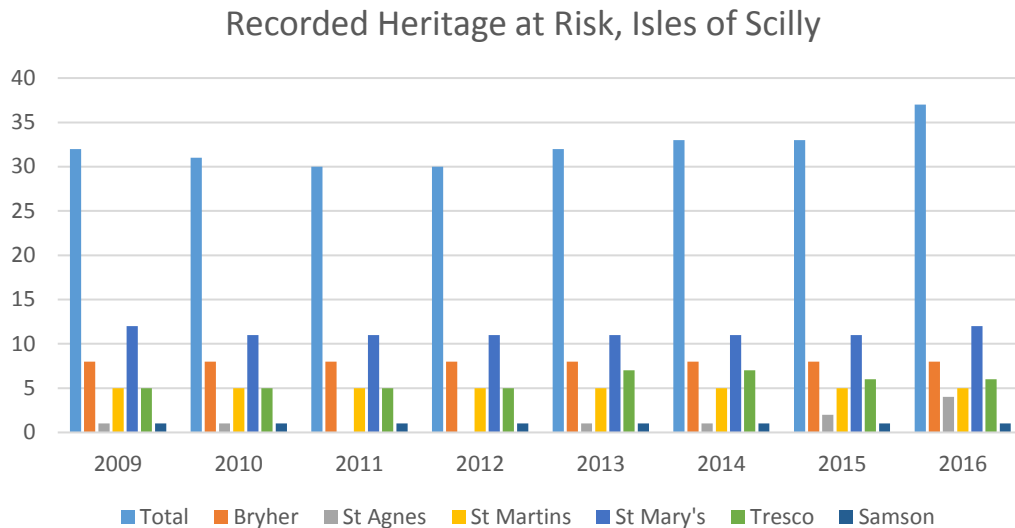


Figure 2 Records of Heritage at Risk. Source: Historic England

6.2 Whilst the figure has been steadily rising over the last 5 years it is clear from an examination of the registers that some heritage assets are no longer at risk, having been removed from the register, whereas others have been included. These changes can be notes as:

2010 the removal of:

- World War II Pillbox and civil war battery at Tolman Point, St Mary's

2011 the removal of:

- Prehistoric field system and post-medieval breastwork and maze on Castella Down, St Agnes

2013 the inclusion of:

- the Church of St Nicolas, Tresco
- Prehistoric to post-medieval funerary, field system and settlement remains, with post-medieval kelp pit and deer park on and adjacent to Samson
- Prehistoric Settlement and field system at Porth Killier, St Agnes

2015 the inclusion of:

- Prehistoric field system and post-medieval breastwork and maze on Castella Down, St Agnes

2016 the inclusion of:

- The Woolpack Battery on the Garrison on St Mary's
- Civil war battery and prehistoric entrance grave on the Carn of Works, St Agnes
- Prehistoric cairns, entrance graves, field system and settlement and post medieval kelp pits on Kittern Hill, St Agnes
- Prehistoric field system and kerbed cairn, with post-medieval kelp pit and linear boundary on southern White Island, St Martins
- Protected Wreck of HMS Colossus, Southward Well, off Samson

2016 the removal of:

- Prehistoric Settlement and Romano-British Shrine on Nornour, St Martins



6.3 The percentage of heritage assets, identified as at risk, is currently around 13.8%, as identified in figure 1 above, which is slightly above the national average but well below the south west average.

Table 2 Showing the percentage of 'at risk' scheduled monuments

Island	No of Scheduled Monuments	No at Risk
St Mary's	85	11 (13% of the island total and 4.6% of the Scilly total)
Bryher	22	8 (36% of Island total and 3.3% of the Scilly total)
St Agnes	66	4 (6% of the island total and 1.6% of the Scilly Total)
St Martins	34	5 (14.7% of the Island total and 2% of the Scilly total)
Tresco	22	4 (18% of the island total and 1.6% of the Scilly total)
Total	238	33 (13.8%)

6.4 Most of the 'at risk' heritage is located on St Mary's, as shown in Table 1 above, but this is not surprising given that the majority of the heritage on the islands is located on St Mary's as it is by far the largest island of the archipelago. Out of all the scheduled monuments [238] the number at risk [33] is around 13.8% of the total. When you look at the number of scheduled monuments per island then it is clear that Bryher, with its 22 scheduled monuments, has the most at risk [36%] compared with the total [66] Scheduled monuments on St Agnes with just risk with just 4 [6%] of its island total identified as 'at risk', as of 2016.

Location of Heritage at Risk 2017

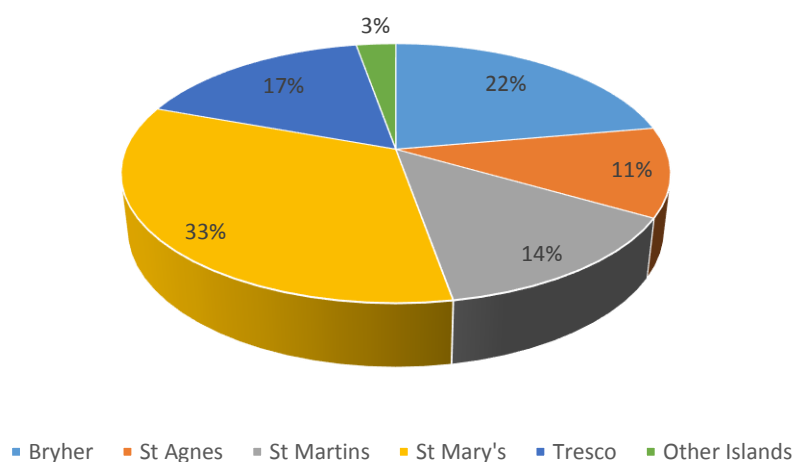


Figure 3 Breakdown of all Heritage at Risk, by Location, 2016



- 6.5 It is also worth noting that various reasons for inclusion on the at risk registers which includes a high proportion of monuments being lost through coastal erosion in particular. A reason which is difficult if not impossible to address. Figure 3 below shows the various categories for inclusion on the risk register.

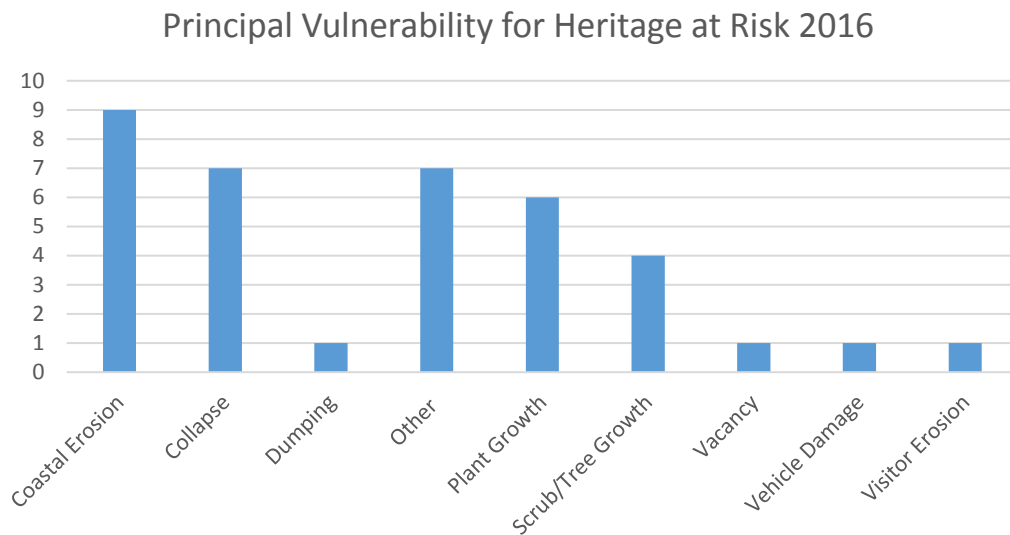


Figure 4 Identified sources of harm to heritage assets 'at risk' 2016. Source: Historic England

- 6.6 Over the last 8 years the annual registers show only marginal improvements overall with 4 assets removed from the lists (one of which was re-added in 2015 after coming off the register in 2011). A total of 8 new assets have been added to the registers over this 8 year period. The majority of assets on the register have maintained their declining status with only 4 asset improving over the period (3 of which were sufficiently safeguarded as to be removed altogether) and 1 asset is noted as stable. Figure 4 below shows the trend of the risk status.

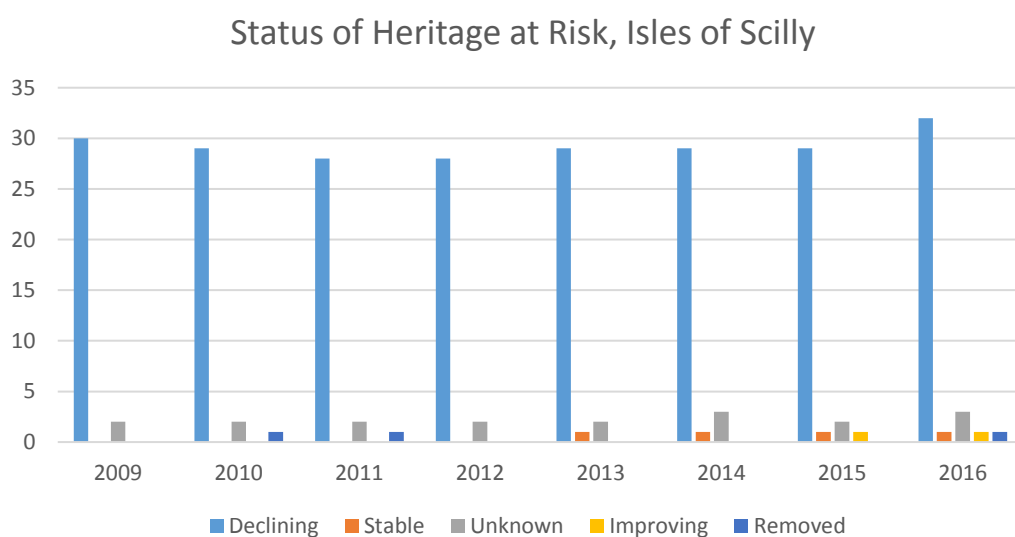


Figure 5 Trends of the risk status of Heritage at Risk, Isles of Scilly. Source: Historic England

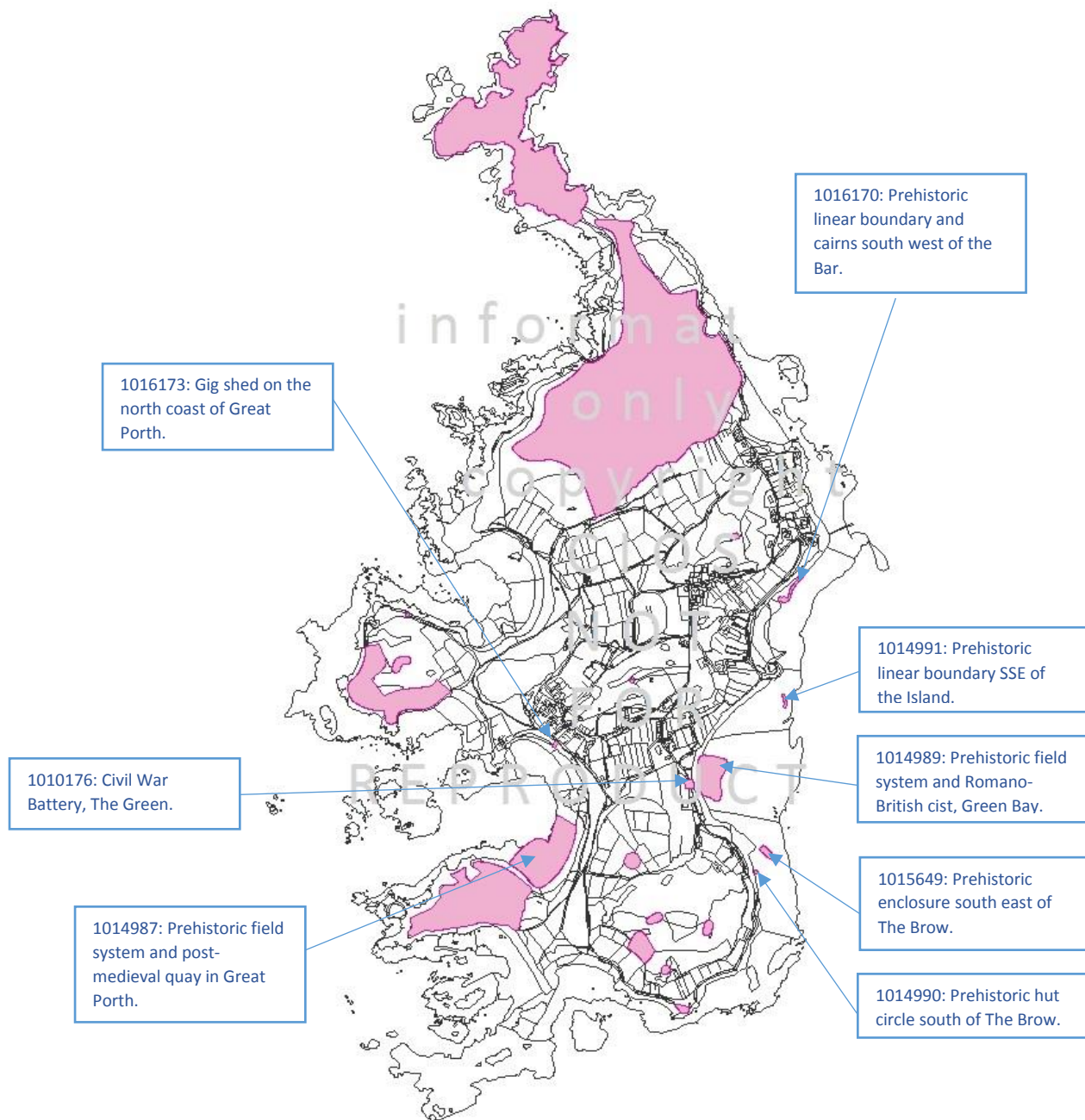


Mapping Heritage at Risk

- 6.7 The following maps identify the locations of the 2016 Heritage at Risk. Generally the heritage assets suffering on the islands appear to be mainly Scheduled Monuments, all of which are within a Conservation Area. In addition to Scheduled Monuments there are 3 listed buildings which can be listed as:
- The Woolpack Battery, on the Garrison, St Mary's – listed Grade II
 - Post Medieval Breastwork of the Garrison Wall, St Mary's – listed Grade I
 - St Nicholas' Priory, Tresco – listed Grade II
- 6.8 St Nicholas' Priory on Tresco is also within the Grade I Registered Park and Garden. There is also a scheduled monument on the uninhabited island of Samson which is identified as "Post-medieval cottage, Samson" and is identified as being in a 'poor' condition. The commentary in the register for this site describes it as "fossilised 18th/19th century landscape.
- 6.9 In October 2016 Cornwall Archaeological Unit was appointed by the Council for a two-year consultancy, funded by Historic England, to provide Heritage at Risk (HAR) and Development Management services. A HAR strategy for the islands has been prepared and a Scheduled Monument monitoring programme put in place.



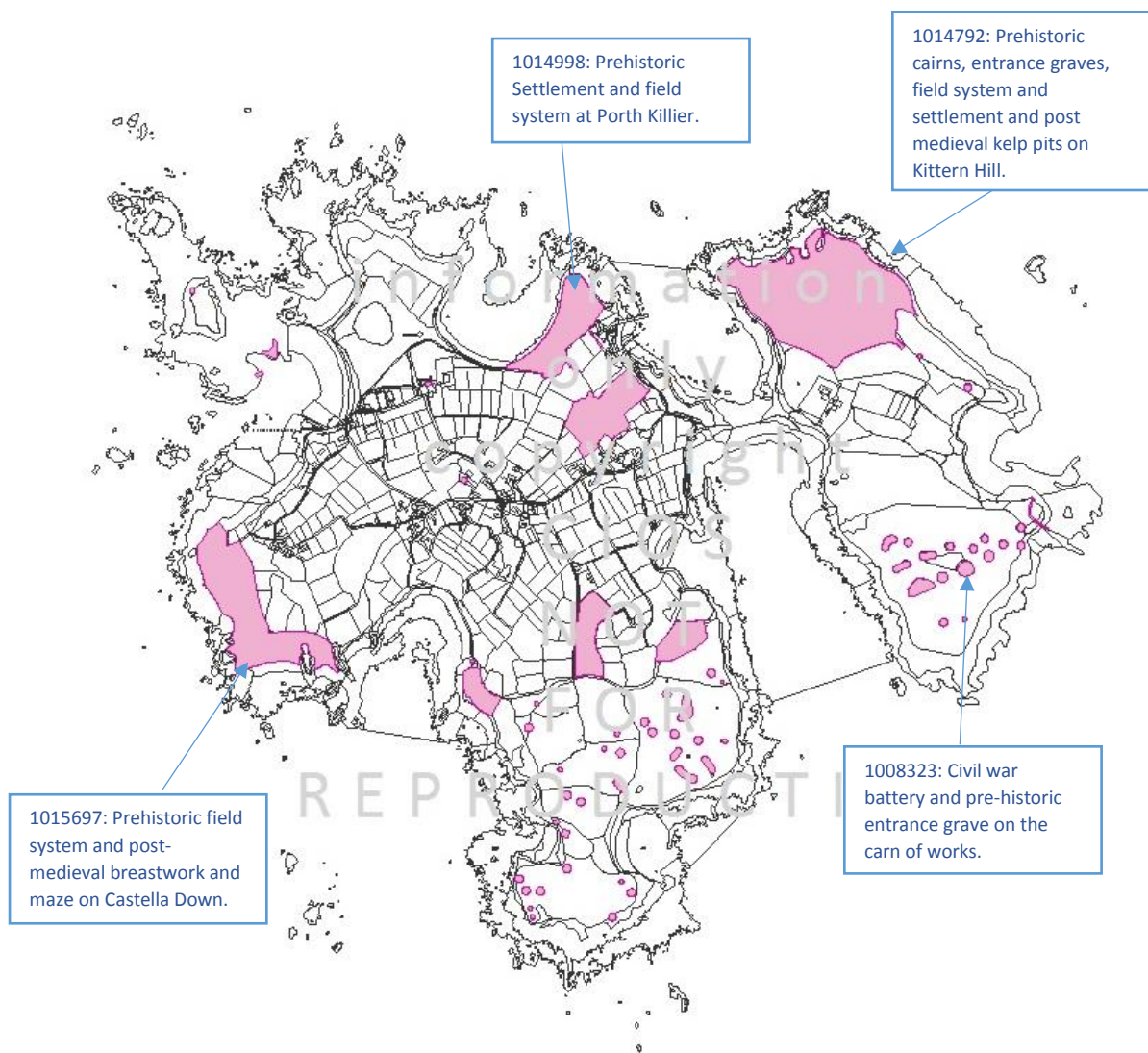
Bryher – Scheduled Monuments: Source Heritage at Risk Register 2016



There are a total of 22 Scheduled Monuments on the island of Bryher of which 8 are on the 'at risk' register, as identified above. That is a staggering 36% of all monuments on Bryher considered as 'at risk'. They are all identified as in a 'declining' state with principal vulnerabilities including 'dumping' and 'vehicle damage'.



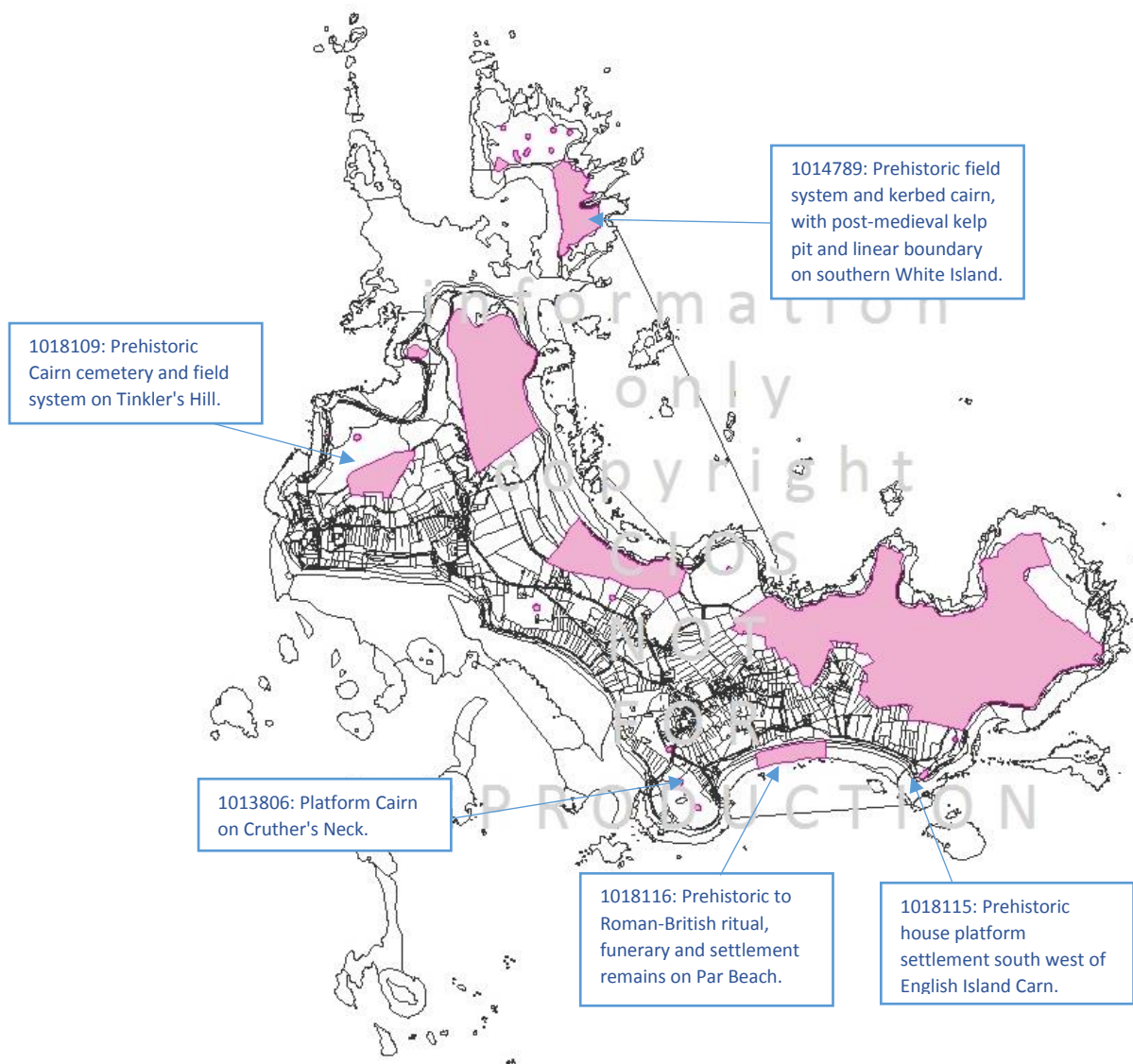
St Agnes – Scheduled Monuments: Source Heritage at Risk Register 2016



There are 66 Scheduled Monuments on St Agnes and the attached island of Gugh of which 4 are identified as at risk, which equates to 6%. One monument is identified in the 2016 register as 'stable' whilst the rest of identified as 'declining'. The monuments are within the Estate of the Duchy of Cornwall and the reasons identified for being at risk include 'plant growth', 'scrub/tree growth', 'visitor erosion' and 'coastal erosion'.



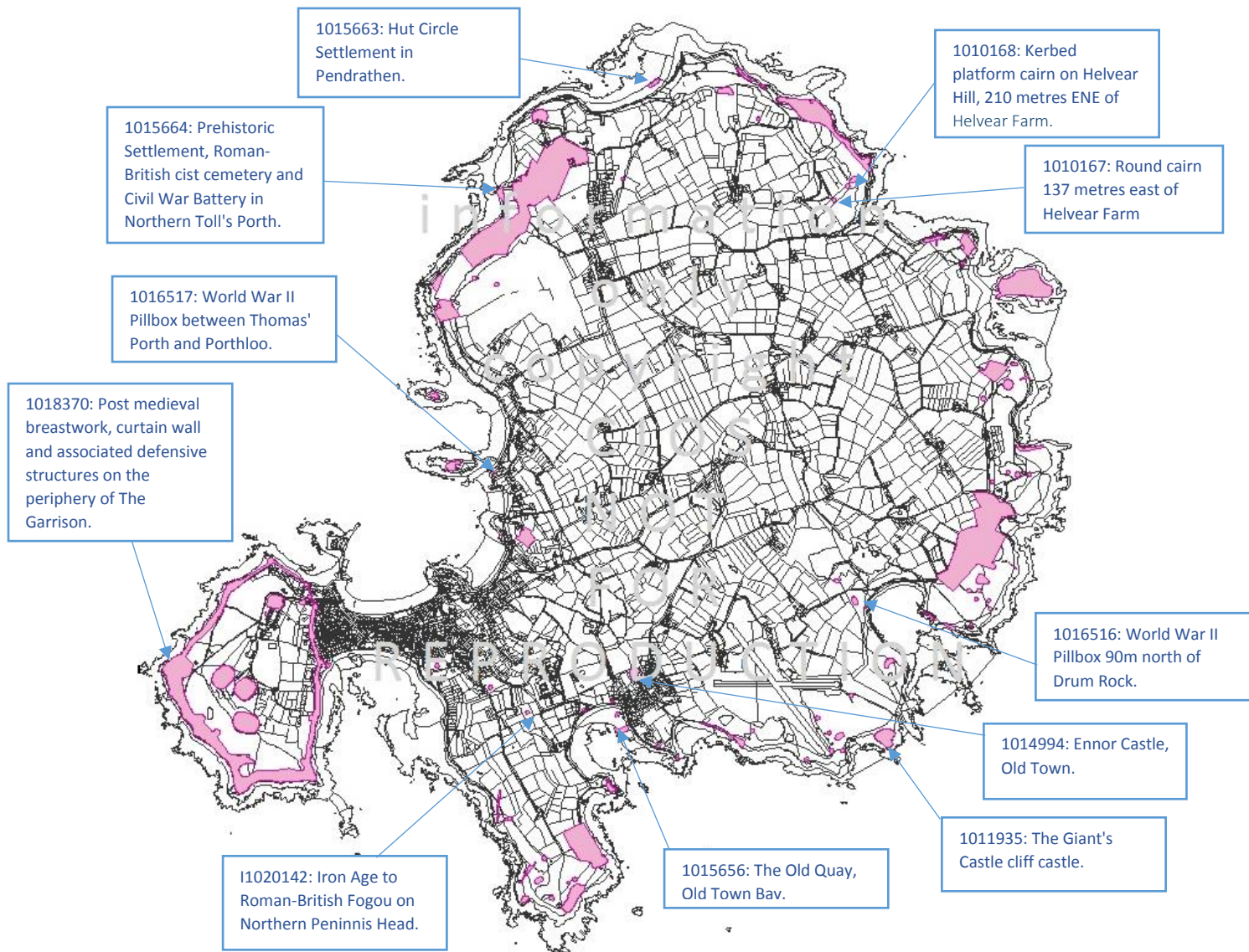
St Martins – Scheduled Monuments: Source Heritage at Risk Register 2016



There are a total of 34 Scheduled Monuments on St Martins of which 5 are identified as 'at risk', almost 15%. All are identified as in a 'declining' state for reasons given as 'coastal erosion', 'plant growth' and 'scrub/tree growth'. All sites are within land owned by the Duchy of Cornwall Estate.



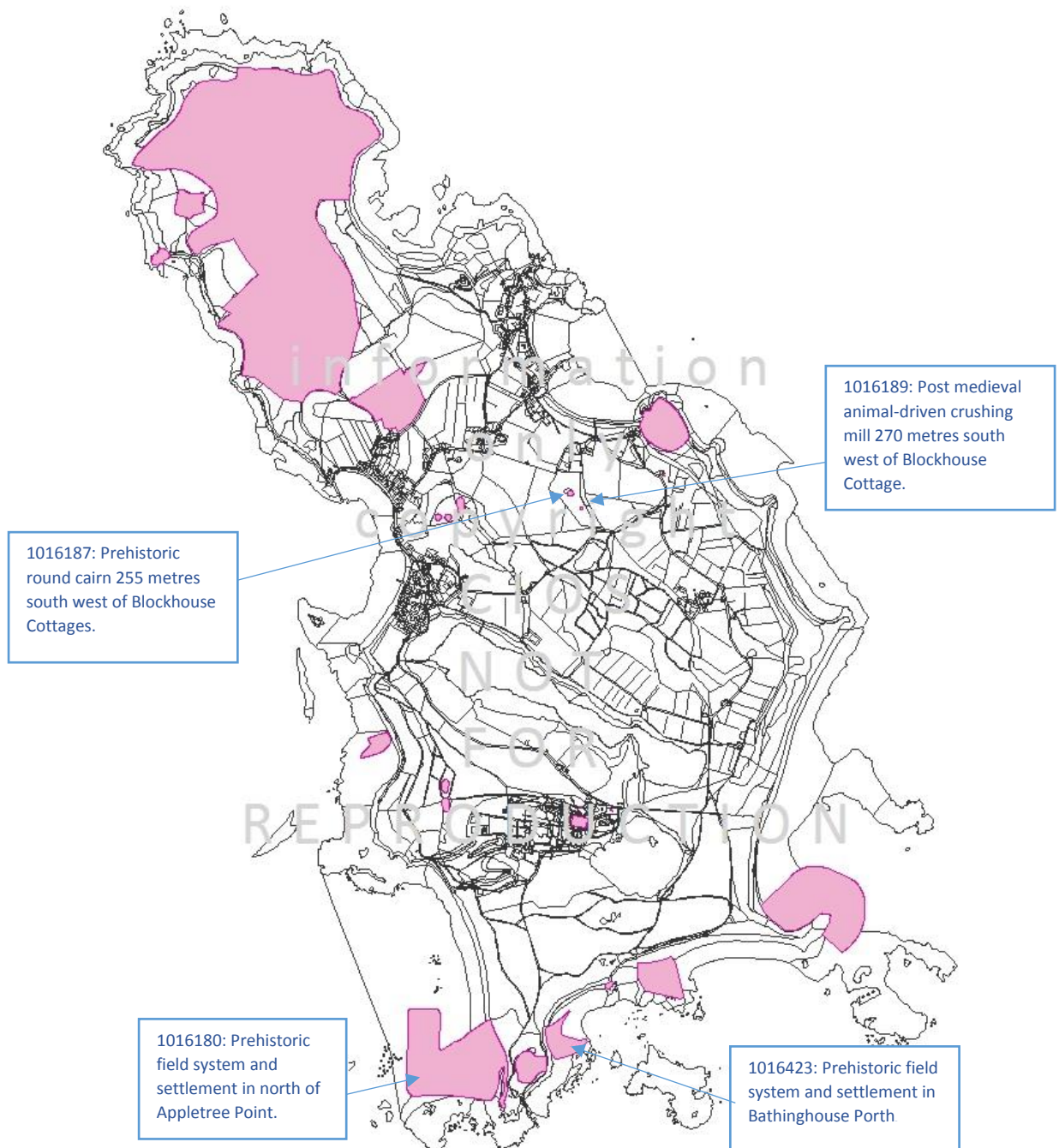
St Mary's – Scheduled Monuments: Source Heritage at Risk Register 2016



There are a total of 85 Scheduled Monuments on St Mary's of which 11 are identified as 'at risk'. That equates to 12.9% of monuments on St Mary's. Only one is identified as 'improving' and one 'stable' with the rest continuing to be in 'decline' or 'unknown condition'.



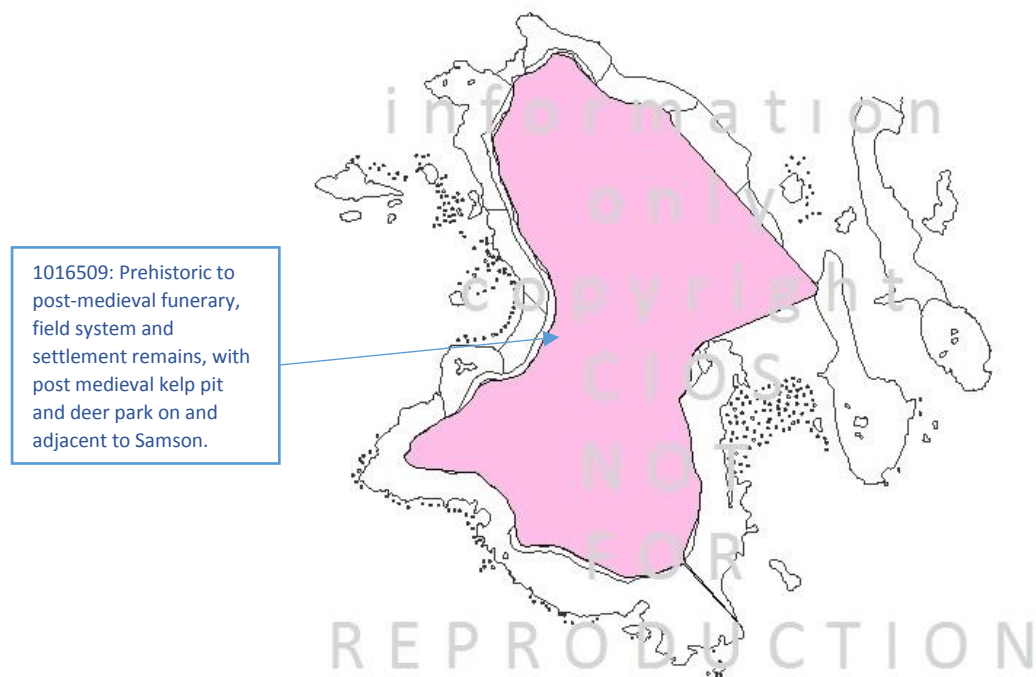
Tresco – Scheduled Monuments: Source Heritage at Risk Register 2016



There are 22 Scheduled Monuments on Tresco of which 4 are on the 'at risk' register. That is 18.1% of the total number on this island.



Samson – Scheduled Monument: Source Heritage at Risk Register 2016



There is 1 Scheduled Monument on the uninhabited island of Samson and it is identified as 'at risk'. The reason given for this status is identified as natural weathering, vegetation and erosion caused by visitors. Historic England state that a management plans has been devised and initial phase of consolidation, grant funded by Historic England is now complete. The works are now being monitored to inform a wider programme of repair.



7. Heritage under the 2005 Local Plan

7.1 The 2005 Local Plan set out in its core principles in the first 6 policies. These policies were described as the backbone of the Plan. Policy 1 related to Environmental Protection:

To ensure that all relevant future development proposals respect and protect the recognised quality of the islands' natural, archaeological, historic and built environment, they will be permitted only where, as applicable, they:

- a) Conserve or enhance the natural beauty, wildlife and cultural heritage of the Area of Outstanding Natural Beauty and protect the unspoilt character and good appearance of the Heritage Coast;
- b) **Preserve nationally important archaeological remains and their settings;**
- c) **Preserve or enhance the character or appearance of the Conservation Area and preserve the architectural or historic interest of all listed buildings, including their features and settings;**
- d) Safeguard the integrity and nature conservation objectives of Special Protection Areas (SPAs), Ramsar Sites and Special Areas of Conservation (SACs).
- e) Protect a statutorily-protected plant or animal species and the wildlife, geological and geomorphological interest and features of designated Sites of Special Scientific Interest; and locally important biodiversity habitats, species and landscape features; and
- f) **Secure the future character, appearance and setting of any Parks and Gardens of Special Historic Interest included in the English Heritage Register.**

7.2 Parts B, C and F of Policy 1 relate specifically to the historic environment of the islands. The supplementary text of the plan also advocating the importance of the heritage which it describes it as embracing “*the built and historic environment, archaeology, landscape, air and sea and everything that lives in it*”.

Understanding Past Trends

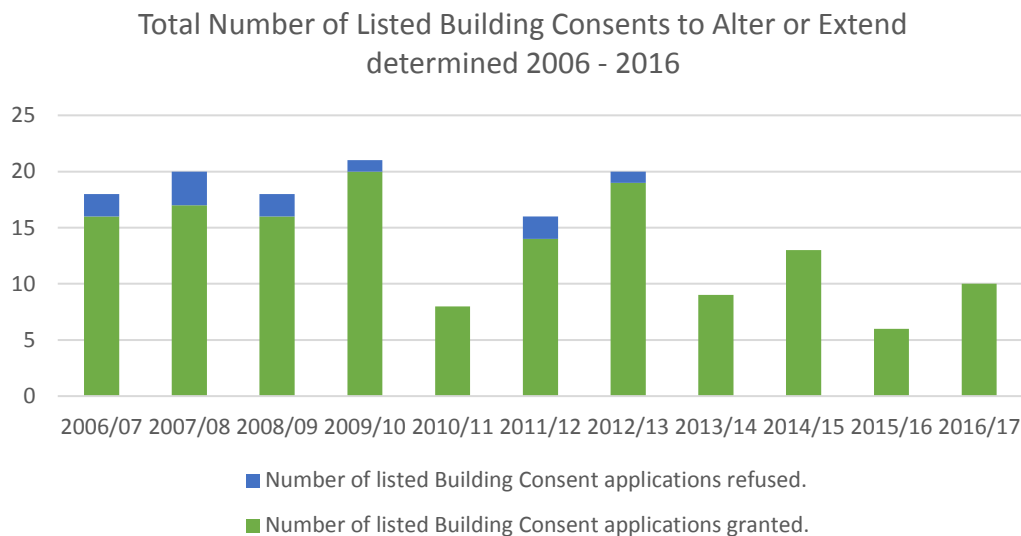
7.3 The Planning and Compulsory Purchase Act 2004, which came into force in September 2004, introduced fundamental changes to the planning system. Section 35 of the Act required that every Local Planning Authority submit an annual monitoring report to the Secretary of State by the 31st December. Monitoring is central to sound spatial planning and the achievement of sustainable development and is required to identify the impact of planning policies and proposals and assess whether or not they need adjusting or replacing to ensure they meet their purpose.

7.4 The Annual/Authority Monitoring Reports (AMR) were designed to enable monitoring and communication of the effectiveness of the local plan in terms of its policies and proposals. Up to 2011 the AMR was comprised of a set of Government identified set of Core Output Indicators and a set of locally defined set of Local Indicators. After



2011 Section 113 of The Localism Act (2011) included the requirement to produce an Authority Monitoring Report (AMR). This enabled authorities to choose which targets and indicators to include in the report as long as they are in line with the relevant UK and EU legislation. Their primary purpose is to share the performance and achievements of the planning service with the local community.

- 7.5 The following historic environment monitoring data has been extracted from the 2006/7 AMR through to 2016/17 and shows the numbers of applications in relation to listed buildings during the Local Plan 2005 period.



- 7.6 The Council of the Isles of Scilly, despite its rich historic environment and high number of listed buildings, received on average between 14-15 applications per year for Listed Building Consent. The monitoring reports also highlight that on only 1 occasion has the Council determined an application for listed building consent contrary to the advice of Historic England (HE). HE objected to the proposed works to Tregarthen's Hotel on St Mary's on the grounds of significant harm to the significance of the adjacent scheduled monument and Grade I listed building of the Garrison Wall.
- 7.7 There have been no applications to demolish listed buildings on the islands. From 2006 up to 2015, when the regime for Conservation Area Consent was removed under the 2013 Enterprise and Regulatory Reform Act, there were a total of 19 application made to the Council for demolition of structures within the Conservation Area. Following this there were a further 8 applications for planning permission for the demolition of structures within the conservation area. Out of these only 1 application was refused.



Number of applications for demolition 2006 - 2016

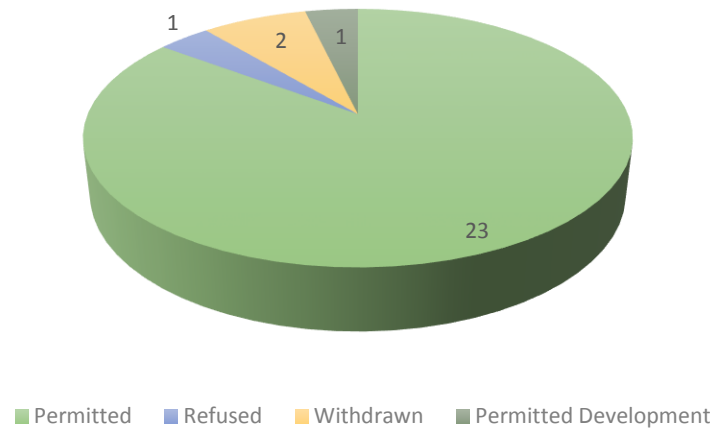


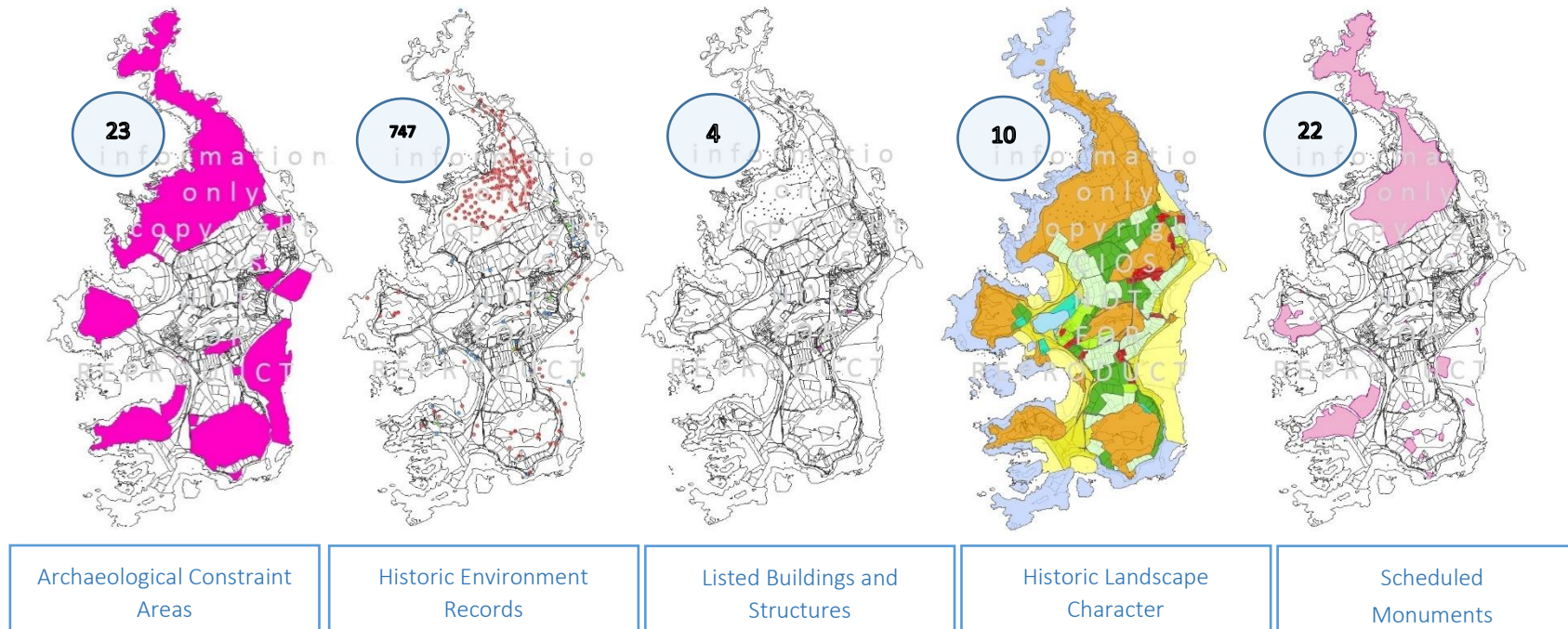
Figure 6 Numbers and types of decisions for demolition in the Isles of Scilly Conservation Area 2006 - 2015

Mapping heritage

- 7.8 Understanding where heritage is located and the historically sensitive parts of the islands is essential in determining whether future development is likely to have an impact upon the historic environment. The following island maps highlight where heritage is broadly located for each of the inhabited islands.



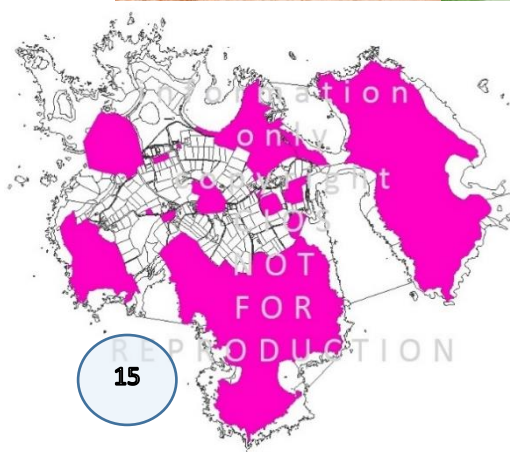
Bryher



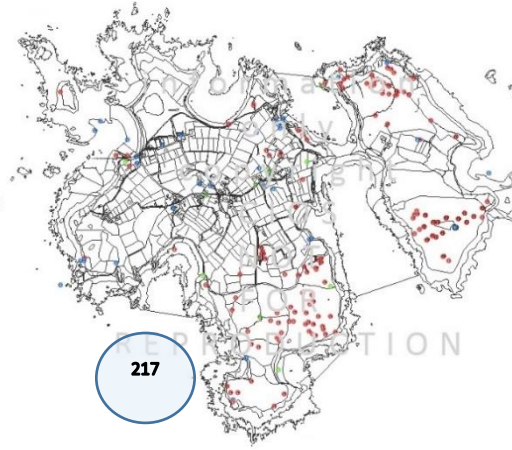
- 7.9 Bryher, as with other inhabited islands, has a diverse and rich historic environment with a large part of the landscape covered by archaeological constraint areas, particularly to the north side. Here the rough ground and heathland are clearly the focus of a dense area of archaeological remains including the scheduled monument of a 'prehistoric cairn cemetery and field system at Shipman Head Down and Great Bottom'. There is a correlation between these landscape character types of heathland and the location of prehistoric archaeological remains. Heritage at risk on Bryher is located generally on the exposed coastal locations on the east and west coastlines, primarily on the eastern side. This is likely to be the focus of island activity as both quays are located on the east coast due to the close relationship with Tresco.
- 7.10 There are approximately 747 findspots recorded on the HER for Bryher with over 160 of these being recorded as prehistoric in origin located to the north side of the island within the largest scheduled monument. The rest of the island contains a less dense scattering of medieval finds, ranging from the early to the post medieval period.



St Agnes



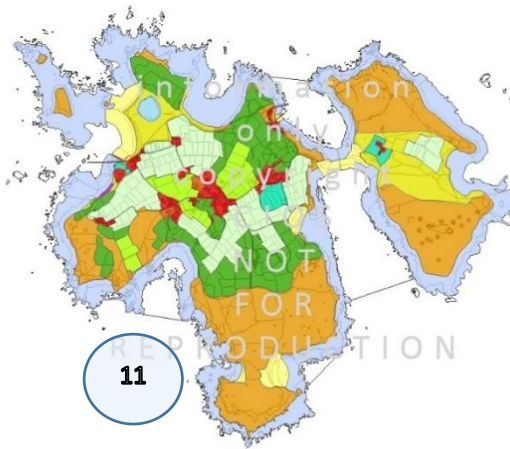
Archaeological Constraint
Areas



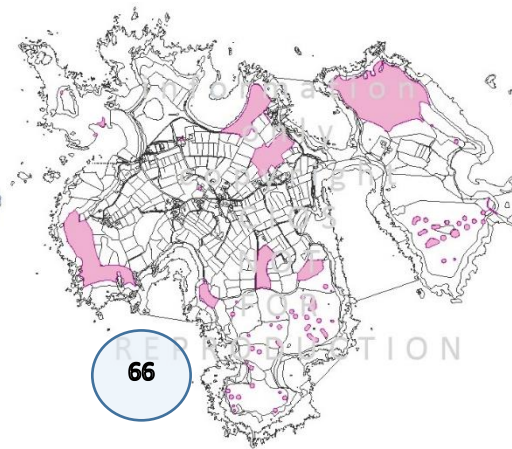
Historic Environment
Records



Listed Buildings and
Structures



Historic Landscape
Character

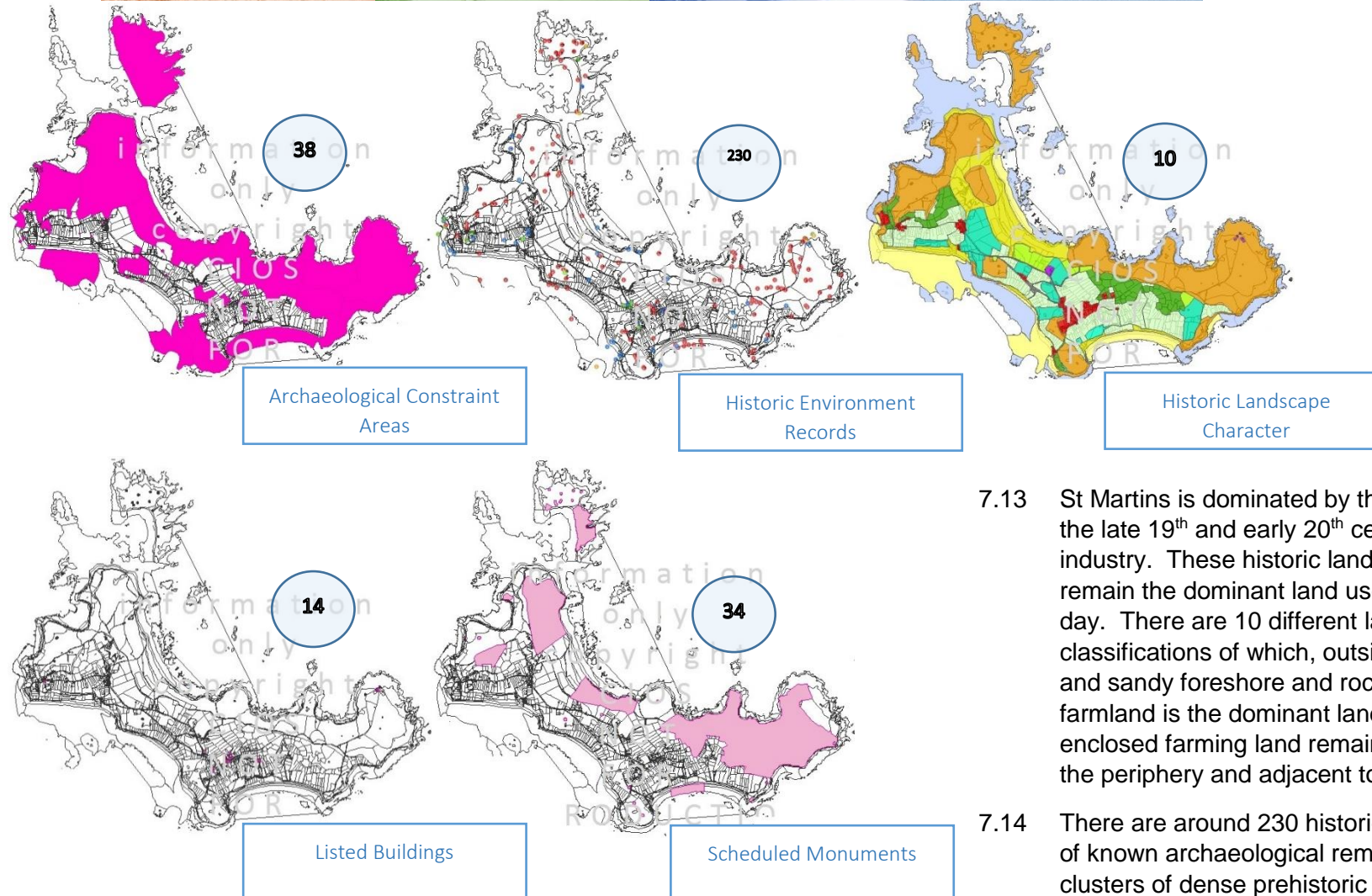


Scheduled Monuments

- 7.11 St Agnes is dense in known archaeological remains including around 220 historic environment records that range from very dense clusters of Bronze Age cairns within the large areas of heathland on both St Agnes and Gugh. Elsewhere but largely on St Agnes there is a scatter of early and post medieval findspots.
- 7.12 There are 11 different historic landscape classifications with the largest areas being defined as farmland ranging from anciently enclosed farmland adjoining the heathland areas. Further inland there are the later bulb strip fields of the late 19th and early 20th centuries. Further inland still are the late post medieval enclosures and smaller areas of farmland identified as modern.



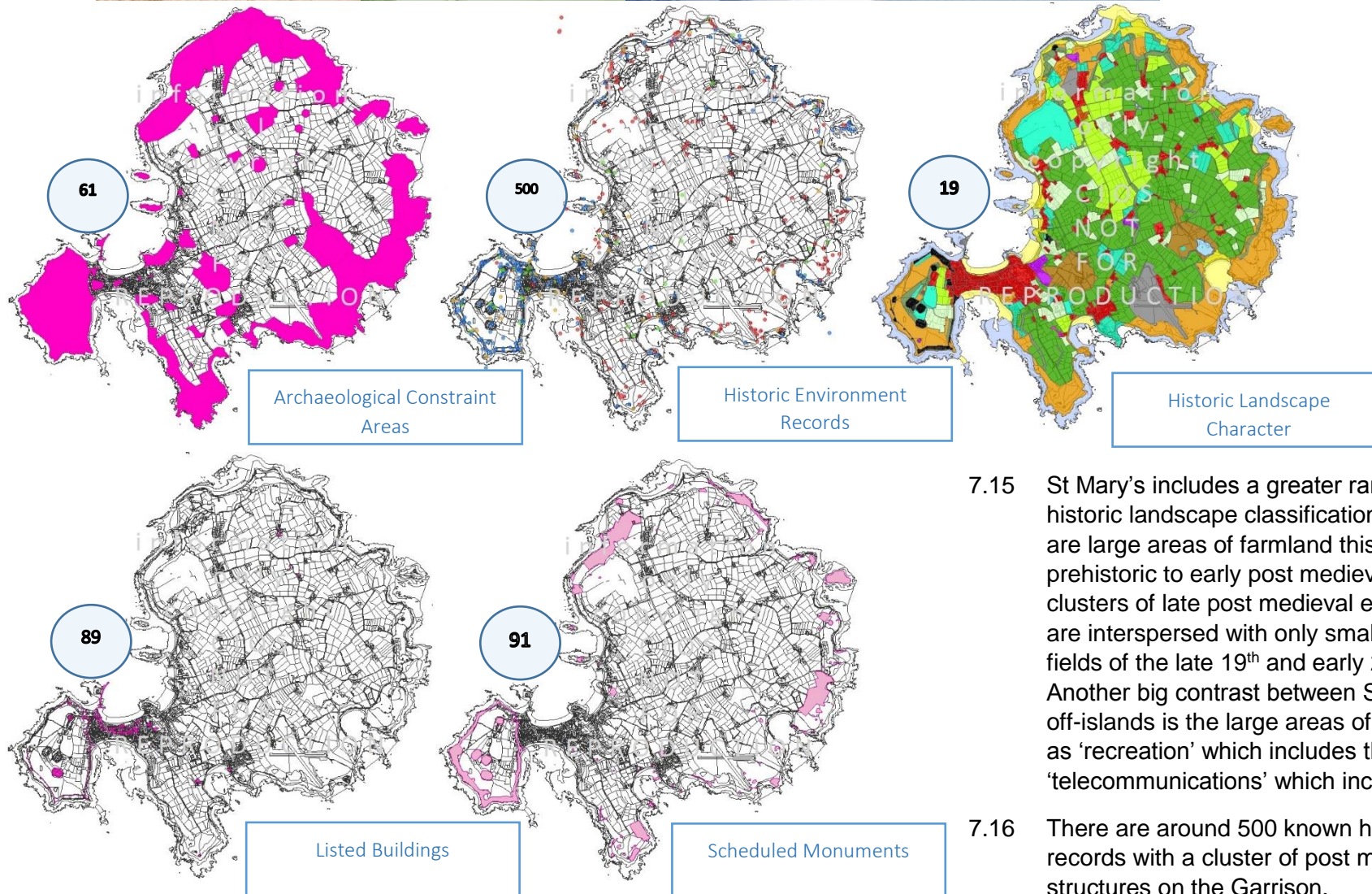
St Martins



- 7.13 St Martin is dominated by the bulb strip fields of the late 19th and early 20th century flower growing industry. These historic landscape classifications remain the dominant land use on St Martin to this day. There are 10 different landscape classifications of which, outside of the heathland and sandy foreshore and rocky foreshore, farmland is the dominant land use. The anciently enclosed farming land remains apparent only at the periphery and adjacent to the heathland.
- 7.14 There are around 230 historic environment records of known archaeological remains which range from clusters of dense prehistoric remains of Bronze Age cairns and prehistoric hut circles on the heathland to the north east and north west.



St Mary's

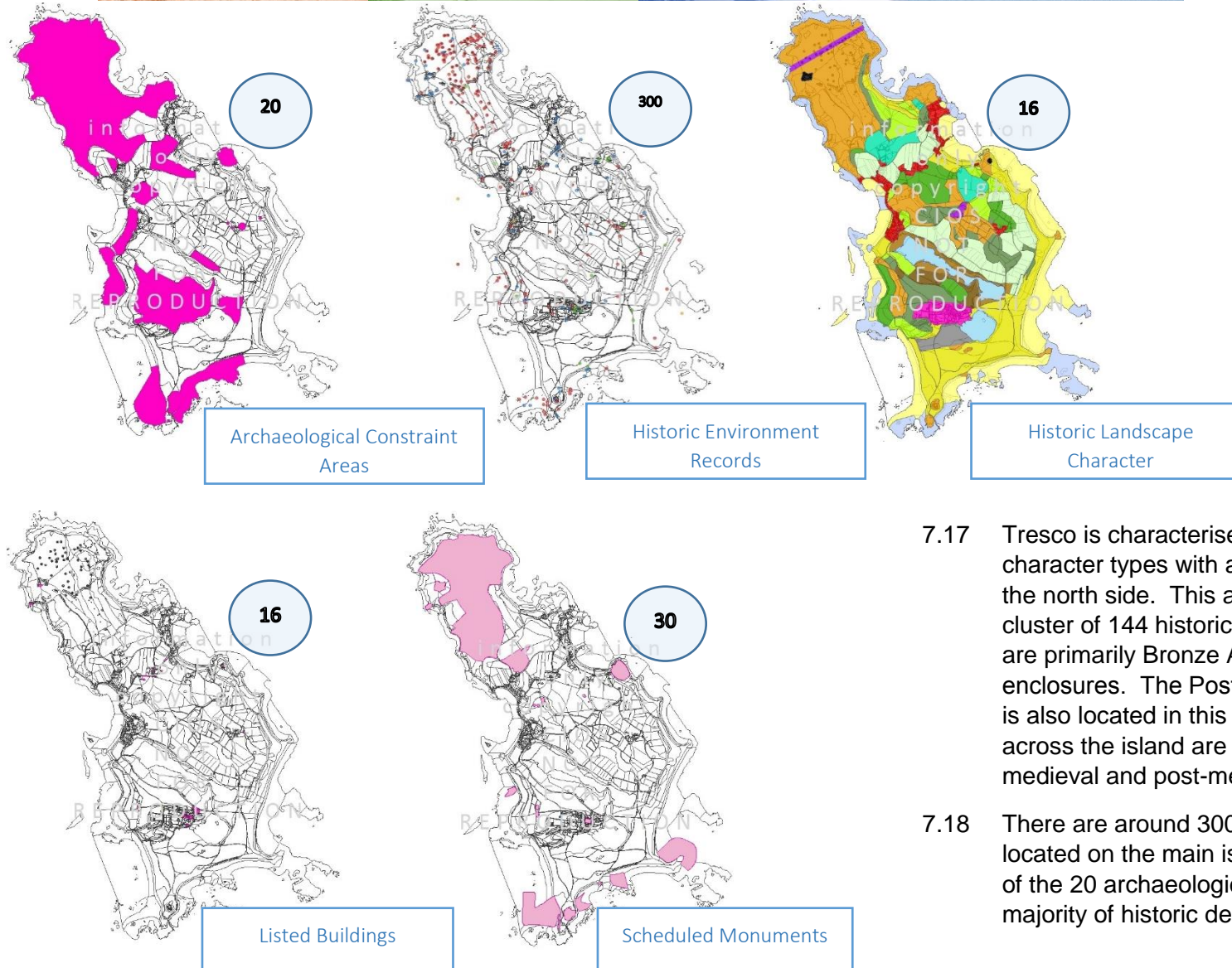


7.15 St Mary's includes a greater range and diversity of historic landscape classifications and whilst there are large areas of farmland this tends to be the prehistoric to early post medieval period with clusters of late post medieval enclosures. These are interspersed with only small areas of bulb strip fields of the late 19th and early 20th centuries. Another big contrast between St Mary's and the off-islands is the large areas of landscape classed as 'recreation' which includes the golf course and 'telecommunications' which includes the airport.

7.16 There are around 500 known historic environment records with a cluster of post medieval defensive structures on the Garrison.



Tresco



7.17 Tresco is characterised by 16 defined landscape character types with a large section of heathland to the north side. This area correlates with a dense cluster of 144 historic environment records. These are primarily Bronze Age cairns and post medieval enclosures. The Post Medieval Cromwell's Castle is also located in this area. Less densely scattered across the island are a range of early medieval, medieval and post-medieval finds and structures.

7.18 There are around 300 historic environment records located on the main island of Tresco. The location of the 20 archaeological constraint areas cover the majority of historic designations on Tresco.



8. Analyses of the historic environment

- 8.1 A number of landscape and historic environment characterisation studies have been undertaken that include all or part of the islands, as well as those which are specifically focusing on smaller areas, such as the Garrison conservation plan and the urban survey of Hugh Town. These provide contextual and more detailed information on which to base decisions about the historic and natural environment. In addition a research framework for the historic environment of the islands was completed in 2012.

Isles of Scilly Historic Landscape Character Assessment 1996

- 8.2 The historic landscape character assessment was produced in 1996 by Land Use Consultants for the Duchy of Cornwall in relation to Countryside Stewardship grants, and in partnership with the Countryside Commission. It was carried out in association with Cornwall Archaeological Unit and Countryside Management and Planning. Although now over 20 years old the study establishes the historic evolutions and characteristics of the island, which remain unchanged:

“It is recognised that all of the Scillonian landscape is historic and a particular emphasis is placed on identifying its historic character by defining a series of historic landscape types”.

- 8.3 The landscape assessment draws together the information on the evolution of changes in the landscape to identify distinct landscape types. Although 13 distinct landscape character areas are identified in the assessment, later refinement was added for the purposes of digitising the information and the maps now include these areas, set out below.

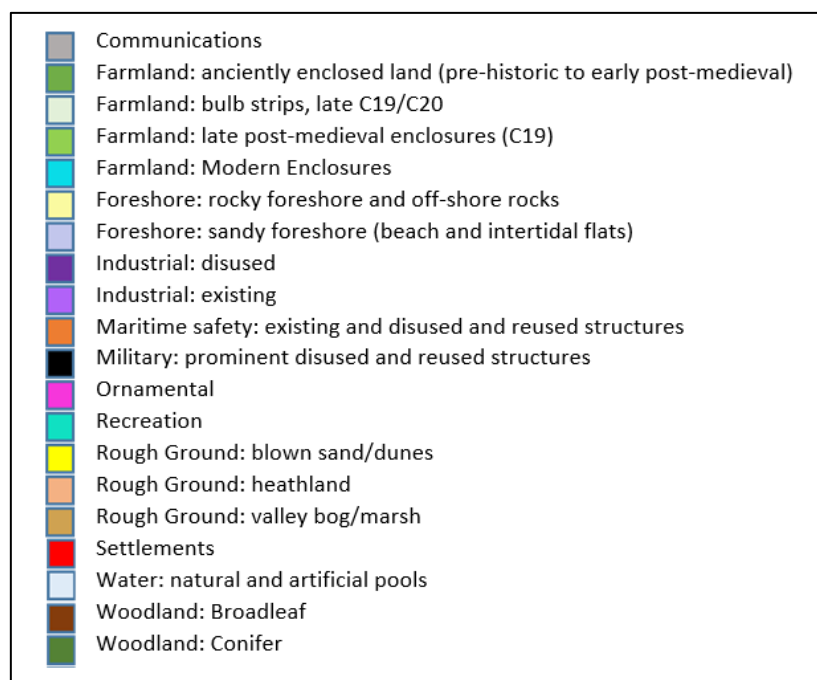


Figure 7 List of the 20 Landscape Types in the Historic Landscape Assessment 1996.

- 8.4 The objective of the landscape project was to understand how the islands have changed to guide future management. The data shows that a wide range of historic



landscape character types can be found across the islands. The maps in section 7 of this report show the patterns of landscape types on each of the inhabited islands. Below in Figure 7 you can see broad patterns of land use identified across the archipelago.

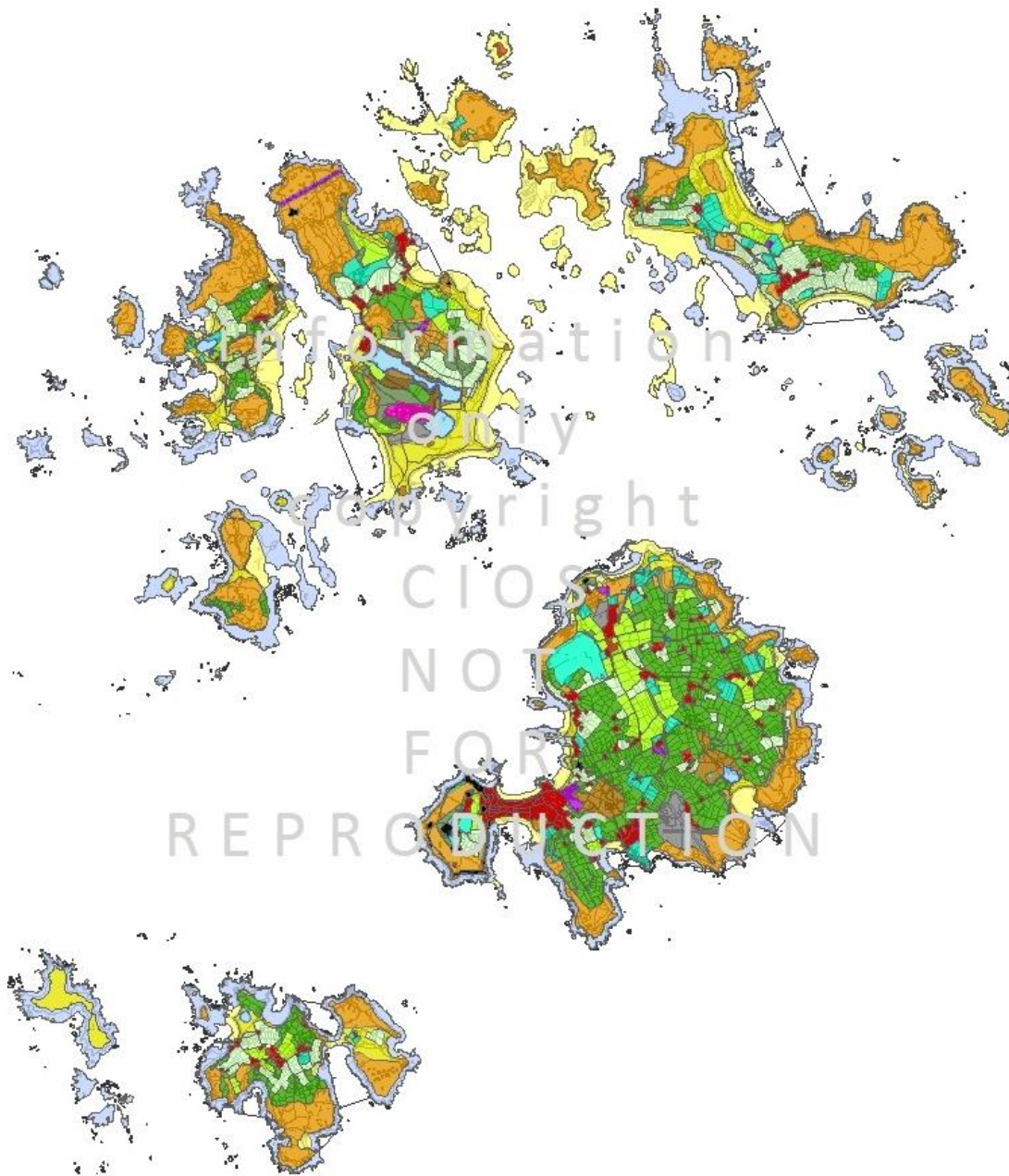


Figure 8 The Historic Landscape Character of the Isles of Scilly.

Cornwall and Scilly Urban Survey 2003

- 8.5 The historic characterisation for regeneration was a report on Hugh Town carried out by Cornwall Archaeological Unit. This was aimed at harnessing the quality and distinctive character of the historic environment to support sustainable regeneration. Hugh Town was one of 19 historic towns which created an information base and



character assessment for the purposes of regeneration planning. The project was funded by English Heritage (now Historic England) and Objection 1 and South West Regional Development Agency. The report was published in 2003.

The Garrison Conservation Plan 2010

- 8.6 In 2010 a conservation plan was produced by Cornwall Council, as a Historic Environment Project, under commission of English Heritage (now Historic England). The aim of the plan was to develop an understanding of the significance of the historic environment of the Garrison and to set management recommendations for its long term management and security as a significant multi-designated heritage asset. The designated study area for the plan is the section of land enclosed by the garrison perimeter wall. The land within this boundary is under the care and management of Historic England. It covers around 38 hectares of land. The management recommendations of the plan seek to sustain the identified evidential significance, which is the physical structure and remains of historic importance, the historic significance, that is the known understanding and purpose the structures, the aesthetic significance which would include the use of appropriate interpretation and signposting, and communal significance of the site, that is its importance to the islands' sense of place. The plan demonstrates a clear understanding of the importance of the Garrison to the islands' and makes appropriate long-term management recommendations to ensure this importance is retained.

Field Boundaries on the Isle of Scilly: Historic Environment Study 2011

- 8.7 Field boundaries on the islands are a distinctive Scillonian characteristic of its farmed landscape. As well as having landscape value the boundaries are of historic importance both for showing how the landscape has changed and developed and for their archaeological potential. The project focussed on the Anciently Enclosed Land (AEL) which is one of the historic landscape character types identified in the above Historic Landscape Character Assessment. The AEL has formed the core of the agricultural land on Scilly from the remote past to the present day. It has therefore been the most intensively worked and managed area of agricultural land and the most subject to changes in economic context. The report recommended, in addition to further research and refinement, that principally the diversity of styles of boundaries should be maintained across the islands to ensure the retention of this important historic landscape characteristic
- 8.8 The work was funded by the Local Action Group and the Isles of Scilly AONB partnership and provides a detailed description of the work undertaken to map and assess the field boundaries on the Isles of Scilly. The report makes recommendations and provides a basis for targeting conservation works, it identifies areas for further research and provides examples of boundary types, construction and preservation. The report was published in 2011.

Scilly Historic Environment Research Framework (SHERF) 2012

- 8.9 In 2012 an historic environment research framework for the Isles of Scilly was produced, through funding and support secured through English Heritage (now Historic England). The overall aim of the project was to define a framework for research on the historic environment of Scilly. The project sought to understand the current state of knowledge of the historic environment, identifying gaps for further research and setting research priorities for the islands. A total of 51 research aims were identified as resource for future.



- 8.10 The first two stages of the Scilly Historic Environment Research Framework (SHERF), the Resource Assessment and Research Agenda were completed in 2012. SHERF was funded by English Heritage with contributions from the Isles of Scilly AONB Unit, the Council of the Isles of Scilly and the Duchy of Cornwall and has as its aim the provision of a structure in which to make decisions about future historic environment research. It is part of a Historic England initiative to prepare a series of research frameworks for the whole country.
- 8.11 The Resource Assessment is a comprehensive overview of the islands from the Palaeolithic to the present day, which aims to provide an accessible and up-to-date review of the current state of knowledge about the historic environment. It also aims to define the character of the resource and to act as a reference to inform decisions on the future of that resource. The Research Agenda highlights the major gaps in our knowledge and also areas where Scilly's historic environment has the potential to contribute to national and international research questions. It is intended to review and update the Research Framework after a five year period.

Conservation Area Character Statement 2015

- 8.12 The blanket coverage of the islands forms a single conservation area designation which has not been subject to appraisal. A draft conservation area character statement was produced in 2015 and was subject to public consultation but this has yet to be finalised and adopted. Emphasis has not been placed on to the production of a Conservation Area Appraisals and Management Proposals for a number of reasons, primarily that planning decisions and in particular appeals have not been compromised by the lack of such documents and in addition the high cost of production. It is recommended that a review of the conservation area and an appropriate character statement and management plan should be progressed following the adoption of a new local plan.



9. Major heritage themes that contribute to local distinctiveness

- 9.1 In spite of its small size – equivalent to a single mainland parish - Scilly is noted for the richness and variety of its historic environment, with numerous Bronze Age entrance graves and other prehistoric monuments, including settlement sites and field systems. In addition, the gradual rise in sea level over several millennia has resulted in the unusual phenomena of archaeological remains surviving below present high water, making the archipelago a valuable laboratory for studying progressive sea-level rises within an historical context. Scilly is also unusual in that the continuing process of coastal erosion, though ultimately having a destructive effect, provides informative cross sections through a large number of sites, some of which may otherwise have remained undiscovered.
- 9.2 The islands' distinctive Iron Age cist burial tradition includes the Bryher sword and mirror burial, a discovery of international importance for the study of the development of Insular Celtic art. The enigmatic Roman shrine on the little island of Nornour produced a huge array of brooches and the largest collection of west of Exeter. During the early medieval period the Islands were home to several ecclesiastical hermitages and in the medieval period rule was divided between the monks of Tavistock priory on Tresco and the lay lords on St Mary's with their castle at Old Town. St Mary's Garrison, which developed around Star Castle built in 1593-4, has been described as probably the most impressive work of its kind extant in England because of the state of preservation and complexity of its early fortifications.



Figure 9 Bant's Carn entrance grave on St Mary's (photo: CAU).



Prehistoric ritual monuments

- 9.3 The number of Bronze Age ritual burial monuments in Scilly is exceptional. The most impressive of these are the entrance graves; over 80 have been recorded on Scilly, a higher concentration than anywhere else in the World. Some occur singly but most are found in small groups, for example, Porth Hellick Down on St Mary's and North Hill on Samson. In addition there are nearly four hundred cairns, mainly in the heathland areas such as Wingletang Down on St Agnes. Many were formed as a result of field clearance and associated with the early field boundaries but some contain stone box like graves known as cists with cremated remains.

Submerged landscapes

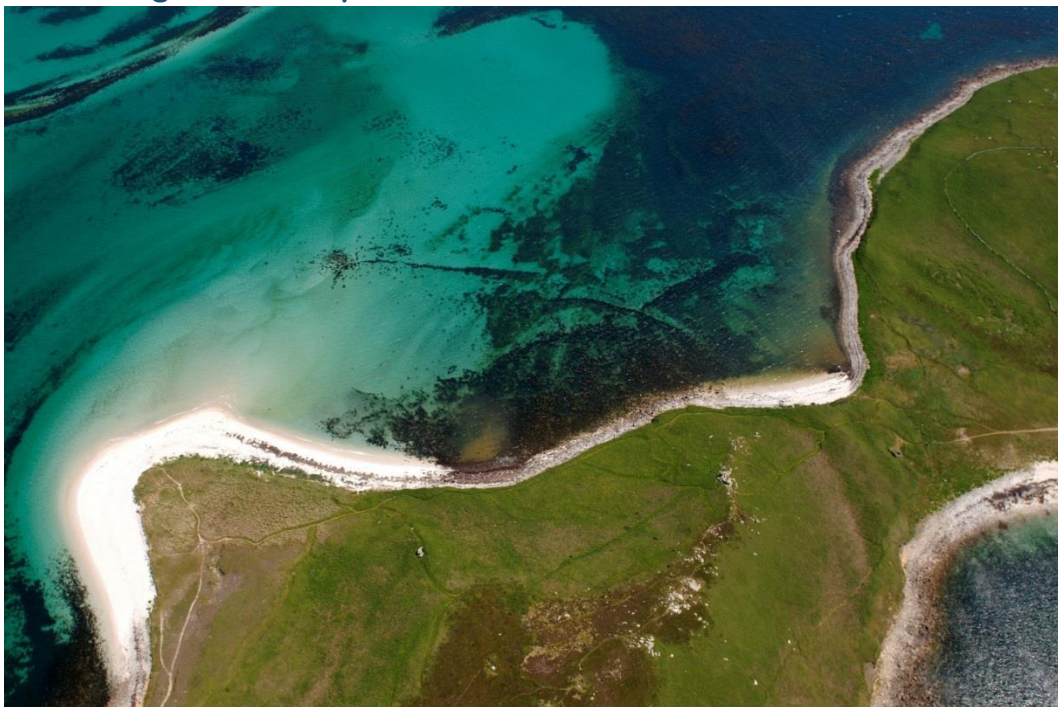


Figure 10 Submerged field boundaries on Samson Flats (photo: HER, Cornwall Council, 2009; F92-065).

- 9.4 The submerged landscape is another crucial component of the islands' marine heritage. The Isles of Scilly contain wide expanses of shallow subtidal and intertidal environments that were flooded by rising relative sea levels during the late Holocene. It has long been thought that the islands in their current form are a result of past marine transgressions that flooded early archaeological sites, making the archipelago a valuable laboratory for studying progressive sea-level rises within an historical context. These submerged and intertidal remains have led to the identification of Scilly as the 'lost land of Lyonesse' – a legendary, low-lying country which once extended westwards from Land's End to Scilly. Elizabethan antiquaries, such as Camden, collected reports current in the sixteenth century claiming that, Lethowsow, the Cornish name for this area, contained fair-sized towns and 140 churches and was suddenly engulfed by the sea.
- 9.5 The potential for the remains of settlements, field systems, burial and ritual sites in the intertidal area and underwater is immense. The study of submerged sites can also inform research into sea level rise, assisting in establishing the timetable of



inundation, as illustrated by the recent Historic England funded Lyonesse Project, as study of the historic coastal and marine environment of Scilly (Charman *et al* 2016).

Iron Age and Romano-British cist burials

- 9.6 The bodies of most British Iron Age and Romano-British people were disposed of in ways that have left no archaeological trace. The islands' distinctive Porthcressa-type cist burials are a development of the south-western cist burial tradition which was distinctive to the local tribe, the Dumnonnii. The richest of these burial includes the Bryher sword and mirror burial, a discovery of international importance for the study of the development of Insular Celtic art, which are on display in the Isles of Scilly Museum.

Romano-British shrine

- 9.7 Perhaps the single most iconic archaeological site on Scilly is the tiny island of Nornour in the Eastern Isles where a remarkable collection of bronze and enamel brooches, Roman coins, votive pots and figurines depicting a Romano-Celtic deity was discovered after storm surges in the 1960s exposed a multi-period settlement site. These finds have led archaeologists to suggest that this site may have been a shrine to a marine goddess.



Figure 11 Scrub Clearance on Nornour Prehistoric Settlement, Community Archaeology Group 2017

- 9.8 Another notable site of the period is the Romano-British courtyard house settlement on Halangy Down, St Mary's. Excavated in the mid-20th century the settlement is now Guardianship site maintained by Historic England.

Hermitages

- 9.9 Islands appear to have been specifically sought by the adherents of the early Christian church; the ocean was seen as a metaphorical desert with islands regarded



as spiritual stepping stones and suitable locations for ascetics in chapels and hermitages

- 9.10 The remains of simple chapels dating from the 8th to 10th centuries AD are found on the islands of St Helen's, Teã, St Martin's (Chapel Down) and possibly Samson (East Porth). Others may once have stood on St Mary's, St Agnes and Tresco, where Early Christian cemeteries have been recorded. Comparative evidence from Wales suggests that such Early Christian foundations were settlements rather than isolated churches, comprising curvilinear or sub-rectangular enclosures containing housing, a cemetery and a chapel.

Medieval Scilly

- 9.11 At Old Town on St Mary's, which was the seat of secular rule during the medieval period we have the ruins of Ennor Castle overlooking the Old Town quay as well as the old church of St Mary, originally dating to Norman times. On Tresco there are the remains of St Nicholas Priory where the monks of Tavistock Abbey presided over the northern islands and which now form the core of the world famous Tresco Abbey Gardens.

Post-medieval defences

- 9.12 Over the last 400 years a large and complex series of castles, forts, blockhouses, breastworks, walls and other military installations has developed, emphasising the strategic position of the islands. Scilly boasts an unrivalled sequence of fortifications; medieval and Tudor defences; Civil War installations when Scilly was the last Royalist stronghold. Early 18th century massive defence works on the Garrison were commissioned and supplemented during the Napoleonic Wars; gun batteries and other innovative defence works from the turn of the 19th century, World War I flying boat stations, culminating in World War II pillboxes and airfield installations. Paul Ashbee (1985) considered that St Mary's Garrison, 'as progressively modified and developed down the years, is probably the most impressive work of its kind extant in England'.

Historic landscape

- 9.13 An intrinsic component of the character of the historic landscape is the pattern of settlement, fields and lanes with field boundaries. Together these reflect the evolution of the islands over 4000 years of human impact on the land form, when the first settlers ventured across the sea from West Cornwall. Development restrictions on the islands have enabled whole landscapes to survive in a relatively unaltered state.



Figure 12 The pattern of field boundaries on St Agnes (photo: HER, Cornwall Council, 2009; F92-030).

- 9.14 As well as having landscape value the field boundaries are of historic importance, both for showing how the landscape has changed and developed and for their archaeological potential; some have prehistoric origins. The islands' walling techniques are distinct from those of the mainland and in some respects differ from island to island, although there are broad similarities in the suite of boundary types. Some field systems are in disrepair. With the progressive loss of traditional dry-stone walling skills, some field boundaries are losing their traditional character.
- 9.15 In the latter part of the 19th century the introduction of intensive flower farming produced narrow bulb strips bounded by Cornish hedges and more particularly high 'fences' of hardy species to protect the tender flowers. These bulb strips, which often subdivided earlier fields, are now one of the most distinctive features of the Scillonian landscape

Maritime heritage

- 9.16 Scilly has a rich maritime historic environment with harbours and quays, the remains of a shipbuilding industry, lighthouses, daymarks and lifeboat stations. The islands have a wealth of intertidal/underwater archaeological sites, including prehistoric remains and over 700 wreck sites, five of which are designated under the Protection of Wrecks Act 1973.
- 9.17 Scilly's maritime heritage, documented by the historic maritime photographs of the Gibson family (and others), the assemblage of retrieved shipwreck and other maritime-related material held by the Isles of Scilly Museum and the Valhalla figurehead display on Tresco is potentially/arguably of world class standard.

The built environment

- 9.18 The vernacular architecture of the islands is typified by low granite cottages once roofed with rope thatch; later 'scantle' slated with small Delabole 'peggies' bedded in



lime mortar and laid in diminishing courses; with box sash windows and sturdy plank doors. Wreck wood was used extensively in buildings throughout the islands.

- 9.19 Some 16th and 17th century domestic buildings such as Pier House survive, together with a few elegant 18th century, early 19th century properties such as Hugh House (built as the officers' mess), Veronica Lodge, Newman House, Lyonesse and Lemon Hall on St. Mary's and Dolphin House on Tresco.
- 9.20 In the 19th and early 20th century the influence of the Dorrien-Smith family and the Duchy of Cornwall is evident in the development of a certain 'house-style' of robust and rather severe public buildings. On St Mary's, these include the parish church, Town Hall and Hugh Town post office while on Tresco Abbey built by Augustus Smith, close to the ruins of the Benedictine priory is now surrounded by the famous Abbey Garden on Tresco.
- 9.21 Further significant structures of this period are the first glasshouses used to produce early flowers in the initial years of the flower industry. Few of these huge timber framed buildings survive but those that remain make an important contribution to the economic and architectural heritage of the islands. Often they are attached to older granite buildings roofed with scantle slate or Bridgwater clay tiles brought over as ship's ballast. These once served as animal shelters or hay barns but were given new life as packing sheds for flowers. A survey of the farm buildings on Scilly has shown that many have become disused and fallen into disrepair, as they no longer fulfil the needs of present day farming.

Samson Buildings

- 9.22 The surviving buildings are a small representation of the innumerable cottages, small field barns and hay stores that once dotted the fields throughout Scilly. The ruined cottages and barns of Samson, forcibly evacuated between 1855 and 1861, are a rare example of an early 19th century landscape suspended in time, giving us some indication of how the isles appeared before the flower industry supplanted subsistence agriculture.

Tresco Abbey Garden

- 9.23 Within the islands' wind swept and largely treeless landscape, the creation of the sub-tropical gardens around the ancient ruins of St. Nicholas Priory on Tresco in the mid-19th century by Augustus Smith, are a testament to his drive and tenacity. His vision to transform bare hillside into terraced gardens has created Britain's finest outdoor Mediterranean and southern hemisphere plant collection. The garden is dynamic with each subsequent member of the Smith family making their own contribution to its development. Tresco Abbey Garden is designated Grade I on the English Heritage Register of Historic Gardens and attracts around 45,000 visitors each year and is included in the itinerary of many cruise ships that visit the islands.

10. Drivers for change

Climate change – sea level rise and coastal erosion

- 10.1 Average global temperature and sea level have risen since the late 19th century and at an increased rate over the past few decades. Average UK temperature has risen since the mid-20th century, as have average sea level and sea surface temperature around the UK coast. Over the same time period, trends in precipitation and storminess are harder to identify (UK Climate Projections (UKCP09)). Future sea-



level rise around the UK is estimated to be between 12 and 76cm by 2090–2099 (Lowe et al 2009).

- 10.2 The Paris Agreement of November 2015 represented a historic moment in the fight against climate change. An enduring, legally-binding treaty, it is the first to commit all countries to cutting carbon emissions. 187 countries will reduce carbon emissions, starting in 2020, once 55 countries covering 55% of global emissions have acceded to it.
- 10.3 Future projections of sea level rise in Scilly by the Lyonesse Project (Charman et al 2016) show the changes in land and intertidal areas resulting from the median lower, mid-range and upper scenarios, together with the median ‘high-plus-plus’ (H++) scenario for sea-level rise (Lowe et al 2009). Mapping the changes in land and intertidal areas as well as water depth changes confirmed that future change in Scilly will not be so much in diminishing the extent of dry land, but in the development of a much narrower intertidal zone and an expansion in the area of shallow water between 0 and 10m below Chart Datum. There is also a clear risk to the low lying areas currently protected from marine incursion by dune systems and barriers. Much of the land behind these barriers is at or below a level at which a break in the barriers would flood the valleys behind them at high tide. The timing and extent of this is dependent on the strength of the barriers rather than on sea-level rise per se, but clearly these areas are under particular threat from future increased sea level and the narrow isthmus between Porthcressa and Town Beach in Hugh Town is one of the places on St Mary’s which would be likely to experience flooding and fragmentation. The quay was damaged during the storms of winter 2013/14 and the future impacts of climate change and increased storminess have the potential to alter or put pressure on the historic environment St Mary’s harbour
- 10.4 The overall impact of future sea-level rise on Scilly is likely a small but significant reduction in land area above mean high water springs, a very large reduction in intertidal area and a change in character of Scilly from islands separated by extensive intertidal sand flats and shallow waters, to one of islands permanently separated by deeper waters and surrounded by a relatively narrow intertidal zone. There is also a risk of flooding of low lying and narrow areas of land that could lead to the formation of new islands (Charman et al 2016).
- 10.5 The islands’ coasts are subject to erosion, some continuous and some due to winter storm events or high spring-tide storms when two metres or more of soft coastal cliff can be lost. Coastal erosion is the main threat to the islands’ numerous intertidal archaeological remains (many of them Scheduled Monuments) and to the many sites exposed in the low ram cliffs (see Figs 1 and 2).



Figure 13 Bronze Age – Iron Age settlement remains exposed in the cliff face at Halangy Porth, St Mary's, in May 2012 (photo: Ian Dennis)



Figure 14 Halangy Porth in April 2015 (photo: CAU)

Improving transport links

- 10.6 The air and sea links between the mainland and the Isles of Scilly are the 'lifeline' for the communities and businesses of Scilly. St Mary's Harbour is the islands' only sea-link with the mainland and provides transport for the majority of freight and over 80,000 passengers to and from the Isles annually, a lower cost option for passengers and an alternative for air passengers when flights are cancelled. The existing vessel, RMV



Scillonian III, was launched in 1977, a bespoke build with a shallow (2.9m) draft and was designed to sit on the seabed when there is insufficient depth of water to remain afloat.

- 10.7 The *Scillonian* does not sail between November and the end of March and there is a serious issue of maintaining adequate passenger links through the winter, a situation further aggravated by the loss of the helicopter service in 2012.
- 10.8 There have been various proposals to improve transport links since the early 2000s, notably the failed 'Route Partnership' which proposed replacement of the *Scillonian III* passenger vessel and the *Gry Maritha* freight vessel with a single passenger-freight ship, plus refurbishment of St Mary's quay to accommodate the new vessel.
- 10.9 Harbour improvements were carried out in 2015/16 to safeguard the future of the sea link for St Mary's and Penzance and create deeper water berths to improve the likelihood of the private sector continuing to operate the service. Cornwall Council promoted the scheme as the Local Transport Authority in partnership with the Council of the Isles of Scilly, Penzance Town Council, Duchy of Cornwall, Isles of Scilly Steamship Company and supported by the Cornwall and Isles of Scilly Local Enterprise Partnership. Works also involved alterations and extensions to existing buildings to on the quay at St Mary's to provide enhanced passenger and freight facilities. The main pier was extended to the north-east and the quay wall widened to the south-east to improve access to the freight yard on Rat Island.

Possible changes to governance of St Mary's Harbour and off-island quays

- 10.10 The Duchy has been the statutory harbour authority on St Mary's since the 1890s but in 2014 were proposing to change the governance arrangements at St Mary's Harbour, which they felt were anachronistic. Their intention to transfer operations to a new body was announced in August 2014. An initial round of consultation was held with major stakeholders in autumn 2014 and a second round of public consultation was completed in March 2015. The Duchy set out their vision for the Harbour's future and the options open to a future Trust Port in the 'Draft Strategic Harbour Plan 2015–[]', published in April 2015 (Duchy of Cornwall 2015) (which set out the various designations but omitted to note that that Quay is a Listed Building).
- 10.11 In April 2015 the Duke of Cornwall submitted a formal proposal to the Marine Management Organisation (MMO) seeking to introduce the creation of a Trust Port as the new Statutory Harbour Authority. In October 2016 it was announced that after careful review and consideration of consultation responses to the MMO the Duchy are of the view that it is not feasible to create a Trust Port at this time and therefore the application to the MMO was withdrawn.

<http://www.stmarys-harbour.co.uk/harbour-information/sha-transfer>

Potential housing sites on St Mary's

- 10.12 The Strategic Housing Land Availability Assessment (SHLAA) includes a number of potential housing sites at Old Town and Hugh Town which if built-out could result in landscape changes to St Mary's. The Strategic Housing Market Assessment (SHMA) has identified a need to deliver 105 new homes with an Objectively Assesses Housing Need of 120 homes which will need to be strategically planned for over the life of the plan (2015 – 2030).



<http://www.scilly.gov.uk/sites/default/files/document/planning/Isles%20Of%20Scilly%20Final%20SHMA%20Report%202016.pdf>



11. Consultation on local plan documents

- 11.1 Only a limited number of comments were received on the subject of the historic Environment as part of the consultation on earlier local plan documents. Historic England were welcoming on of the identification of the issue of the protection of the historic environment but were largely critical of the lack of up to date information. The key issues can be summarised as:
- It is important, and should be conserved / protected / has local importance / tourism draw
 - Concerns over adverse impact of new design (development / alterations) and renewable energy installations on the historic environment;
 - Role of setting and the wider landscape context
 - Ensure that new developments complement the historic environment (sense of place) – design guides for new build could assist in this
 - The need for up-to-date evidence on the historic environment
 - The requirement for a positive strategy for the historic environment and strategic policies to reinforce that.
- 11.2 The above comments are taken into account and have resulted in the progression of this topic paper. Consultation on the draft local plan documents is set out in the Local Development Scheme (LDS). The latest update to the LDS is version 3, which was adopted in March 2017. This identifies that the next consultation will take place in June/July 2017.
- 11.3 The second Regulation 18 consultation will be on the full Draft local Plan and will run for 6 weeks. Everyone on the Local Plan consultation database will be consulted including statutory consultees.



12. Recommendations for policy

12.1 Development will be permitted in situations where a proposal would sustain the distinctiveness of Scilly's historic environment by protecting conserving and where appropriate enhancing the significance of designated and non-designated assets and their settings. Development proposals will be expected to:

- a) Conserve or enhance the natural beauty, wildlife and cultural heritage of the Area of Outstanding Natural Beauty and protect the unspoilt character and good appearance of the Heritage Coast;
- b) Preserve and sustain nationally important archaeological remains and their settings;
- c) Preserve or enhance the character or appearance of the Conservation Area and preserve the architectural or historic interest of all listed buildings, including their features and settings;
- d) Secure the future character, appearance and setting of any Parks and Gardens of Special Historic Interest included in the Historic England Register; and
- e) Protect the historic maritime environment, including harbours and quays.

Planning applications which affect, or have the potential to affect, heritage assets will be expected to:

1. Describe the significance of the asset and its setting, using appropriate expertise, at a level of detail proportionate to its significance and sufficient to understand the potential impact of the proposal; using appropriate references such as the Historic Environment Record and, if necessary, original survey (including, for assets of archaeological interest, an appropriate desk-based assessment and, where necessary, a field evaluation; and
2. Set out the impact of the development on the heritage assets and suggested mitigation that is proportionate to the impact and the significance of the heritage asset, including where possible positive opportunities to conserve and enjoy heritage assets as well as recording loss and advancing knowledge.

12.2 The Council will monitor buildings or other heritage assets at risk through neglect, decay or other threats, proactively seeking solutions for assets at risk through discussions with owners and willingness to consider positively development schemes that would ensure the repair and maintenance of the asset, and, as a last resort, using its statutory powers.

12.3 Development on the uninhabited islands will not be permitted. Development would irrevocably compromise the environmental qualities of these islands. Given the focus of the Plan on ensuring the viability of communities on the inhabited islands, there are no circumstances in which development could be justified on any of the uninhabited islands.



13. Action plan

- 13.1 Scilly has a rich historic and archaeological resource, which survives as a physical reminder of human response and interaction in the liminal island landscape and the processes that have led to the formation of the islands as we experience them today. The evidence for these can be prominent and highly visible or hidden beneath layers of historic change and adaptation; from the Bronze Age entrance graves to the post-medieval defences on the Garrison. Change is inevitable where human perceptions, responses and actions are resource-led, economy-driven and susceptible to external pressures, such as environmental fragility and escalating climate change. The historic maritime environment can be particularly vulnerable to these factors for change.
- 13.2 Conserving the historic environment remains an important objective at the heart of national and local spatial strategies and planning policy. A range of protections exist to help achieve this, including national designations (scheduling, listing etc.), local government initiatives (conservation areas, local lists, etc.) and the practical efforts of local communities and interest groups. Nonetheless, there is continued pressure on the historic environment through the demands of modern development, changes in technology, economic fluctuation and natural processes and this requires ongoing attention to ensure that the policies in place remain up to date, relevant, and effective.
- 13.3 A positive strategy for the historic environment of the island has been developed (section 3 above) and this action plan is intended to deliver that strategy. An effective action plan needs to have realistic objectives with measurable outcomes that allow progress to be monitored and recommendations to be adjusted accordingly:



Objective	Actions
Strategic Objective 1: To ensure that the historic environment continues to contribute to the special character, identity and quality of life of the Isles of Scilly.	Action 1.1 Increase understanding, awareness, appreciation and celebration of all aspects of Scilly's historic environment.
	Action 1.2 Promote heritage events and National schemes for promoting Heritage such as the Festival of Archaeology Week.
	Action 1.3 Identify and promote the story of past human land use in Scilly from prehistory to the present day. Listing.
	Action 1.4 Promote understanding of the importance of Scilly's historic field patterns.
	Action 1.5 Prevent avoidable damage to archaeological remains. There should be presumption against damage to any known or suspected remains, not simply those mapped and described in the Cornwall & Scilly HER or designated through Scheduling and
Strategic Objective 2: To ensure the conservation and enhancement of the historic environment of the islands for future generations, including both designated and undesignated heritage assets, their settings and the wider historic landscape.	Action 2.1 Ensure heritage significance is fully considered in the development management process.
	Action 2.2 Ensure that appropriate policies and supporting evidence is included in local planning documents.
	Action 2.3 Ensure that the most significant elements of the historic environment are protected from inappropriate development.
	Action 2.4 Continue to monitor and record the condition of designated and undesignated heritage assets on a regular basis.
	Action 2.5 Continue to implement the Council's Heritage at Risk Strategy.
	Action 2.6 Ensure historic features particularly sensitive to coastal erosion including prehistoric intertidal features and cliff-face sites and WW2 sites have been identified and recorded.
	Action 2.7 Work with the Community Archaeology Group to understand and record the historic features particularly sensitive to coastal erosion and relating to the historic exploitation of coastal areas, including intertidal and cliff-face prehistoric features, historic boundaries, and military sites.
Strategic Objective 3: To ensure that the interplay of the historic and natural environment, which is	Action 3.1 Improve understanding of the development of Scilly's historic environment through time. Building on and enhancing the Scilly Historic Environment Research Framework (SHERF).



<p>key to the special character of the islands, is fully understood and considered.</p>	<p>Action 3.2 Support research into the effects of climate change in Scilly, disseminate research results to the island's communities and stakeholders and foster strategies for sustainable adaption and mitigation of the effects of climate change.</p>
<p>Strategic Objective 4: To increase public understanding, awareness and enjoyment of and access to our heritage for both residents and visitors.</p>	<p>Action 4.1 Produce interpretation materials designed to improve awareness and understanding of Scilly's archaeology and heritage resource.</p>
	<p>Action 4.2 Create information for walking guides which communicate the story of Scilly's unique landscape.</p>
	<p>Action 4.3 Maintain accessibility of archaeological remains and key landscape features.</p>
	<p>Action 4.4 Maintain visibility of archaeological remains.</p>
	<p>Action 4.5 Target vegetation management initially on the most important areas of heritage assets, in particular those monuments listed on Historic England's Heritage at Risk Register.</p>
	<p>Action 4.6 Continue to support the Community Archaeology Group.</p>
<p>Strategic Objective 5: To support the vital tourist economy of the islands, for which heritage is a key element.</p>	<p>Action 5.1 Improve promotion of importance of the historic environment in attracting visitors to Scilly to the tourism sector.</p>
	<p>Action 5.2 Identify and promote sites, monuments and buildings of historic interest across the islands.</p>
	<p>Action 5.3 Facilitate skills training in heritage tourism.</p>
<p>Strategic Objective 6: To ensure that the historic environment is used as a key driver and focus for inward investment, regeneration and re-development, particularly within our historic settlements.</p>	<p>Action 6.1 Support sustainable projects that seek to understand the heritage of the isles of Scilly.</p>
	<p>Action 6.2 Develop and seek funding for heritage-led regeneration scheme for the Hugh Town streetscape.</p>
<p>Strategic Objective 7: To explore ways in which new developments can be successfully integrated with the existing historic environment.</p>	<p>Action 7.1 Seek to create development briefs for heritage assets capable of beneficial new uses.</p>
	<p>Action 7.2 Encourage local level design statements based on historic landscape character and local distinctiveness.</p>
	<p>Action 7.3 Ensure that any new development reflects and enhances the historic character of the islands.</p>
	<p>Action 8.1 Establish a land management focus group to foster dialogue on the relationships between farming, woodland management, planning, biodiversity management, historic environment management, tourism and recreation.</p>



Strategic Objective 8: To create and support strong partnerships between public, private and voluntary sectors.

Action 8.2 Promote co-operation between local groups and individuals, share best practice and develop a common agenda for action.

Action 8.3 Seek opportunities to engage a broader audience to engage in projects.

Action 8.4 Identify 'shared' projects that groups could contribute to positive outcomes.

Action 8.5 Try to ensure that all projects lead to positive outcomes for the broader community.

Strategic Objective 9: To support organisations applying for funding and maximise the opportunities for external funding to benefit the historic environment.

Action 9.1 Identify potential projects and seize opportunities to encourage understanding, participation and enjoyment of the historic environment.

Strategic Objective 10: To ensure that heritage assets and their settings as well as the wider historic environment are appropriately managed and maintained, whether in public or private ownership.

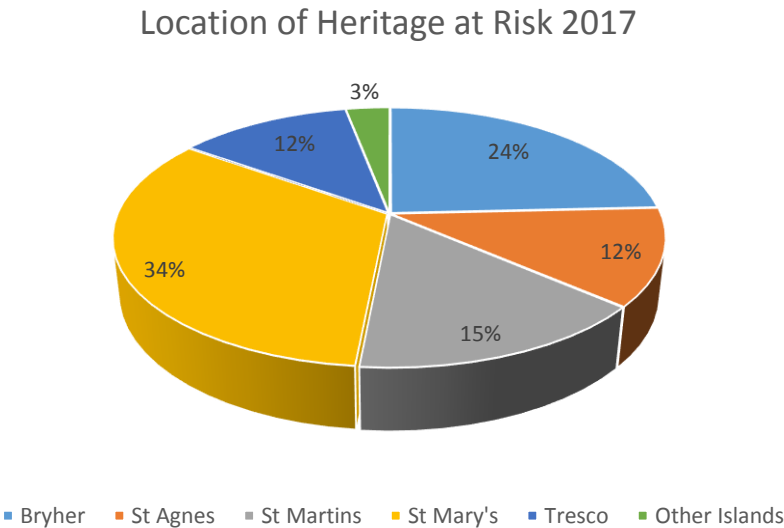
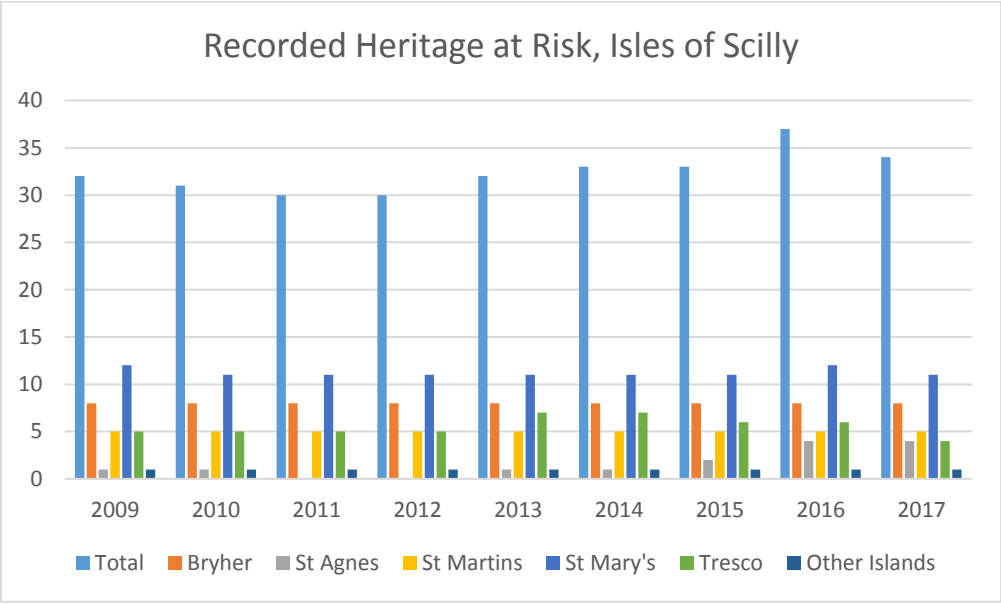
Action 10.1 Facilitate skills training in the field of heritage management

Action 10.2 Encourage preparation of holistic management plans which take into account the interests of the natural and historic environment, the landscape, public access, the local community and other groups.



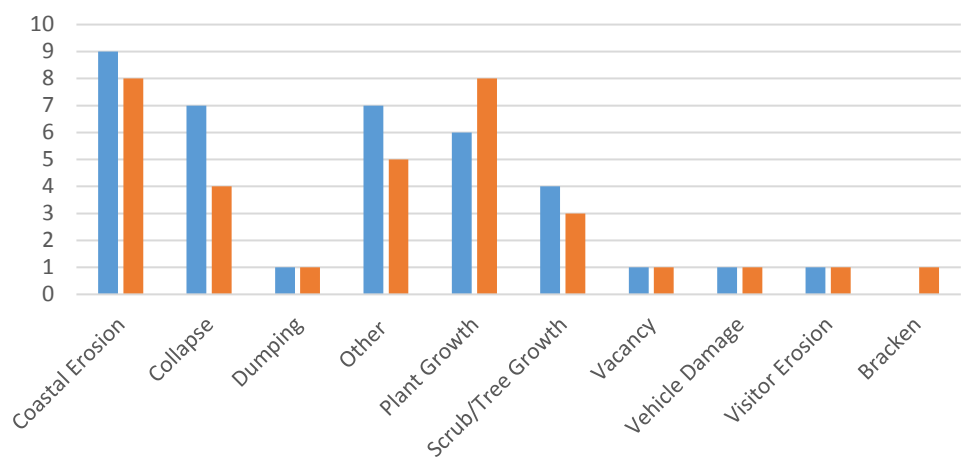
2017 Heritage at Risk Update

In the 2017 update to the annual HAR there have been 3 records removed from the Register. These include Protected Wreck, HMs Colossus and two scheduled monuments on Tresco: Post medieval animal-driven crushing mill 270 metres south west of Blockhouse Cottage and Prehistoric round cairn 255 metres south west of Blockhouse Cottages. There are now 34 entries on the at risk register.

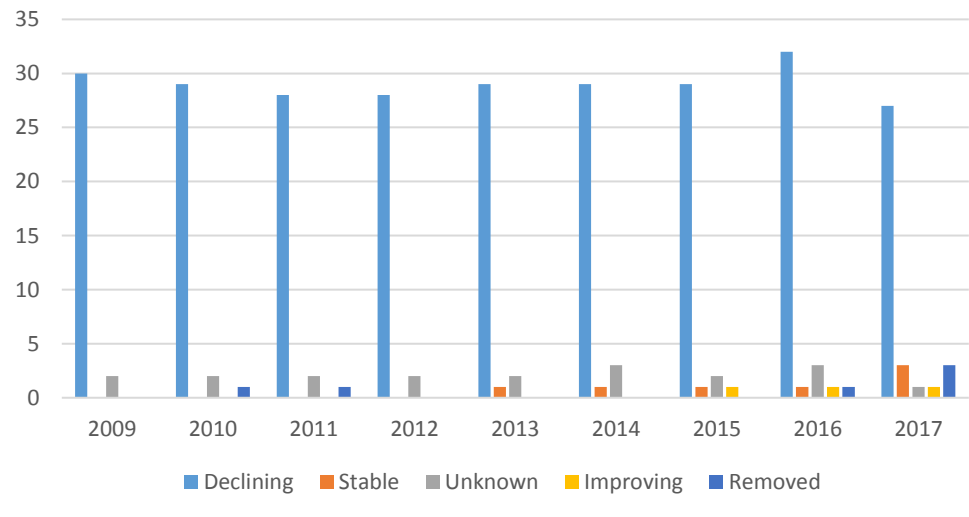




Principal Vulnerability for Heritage at Risk
2016/2017

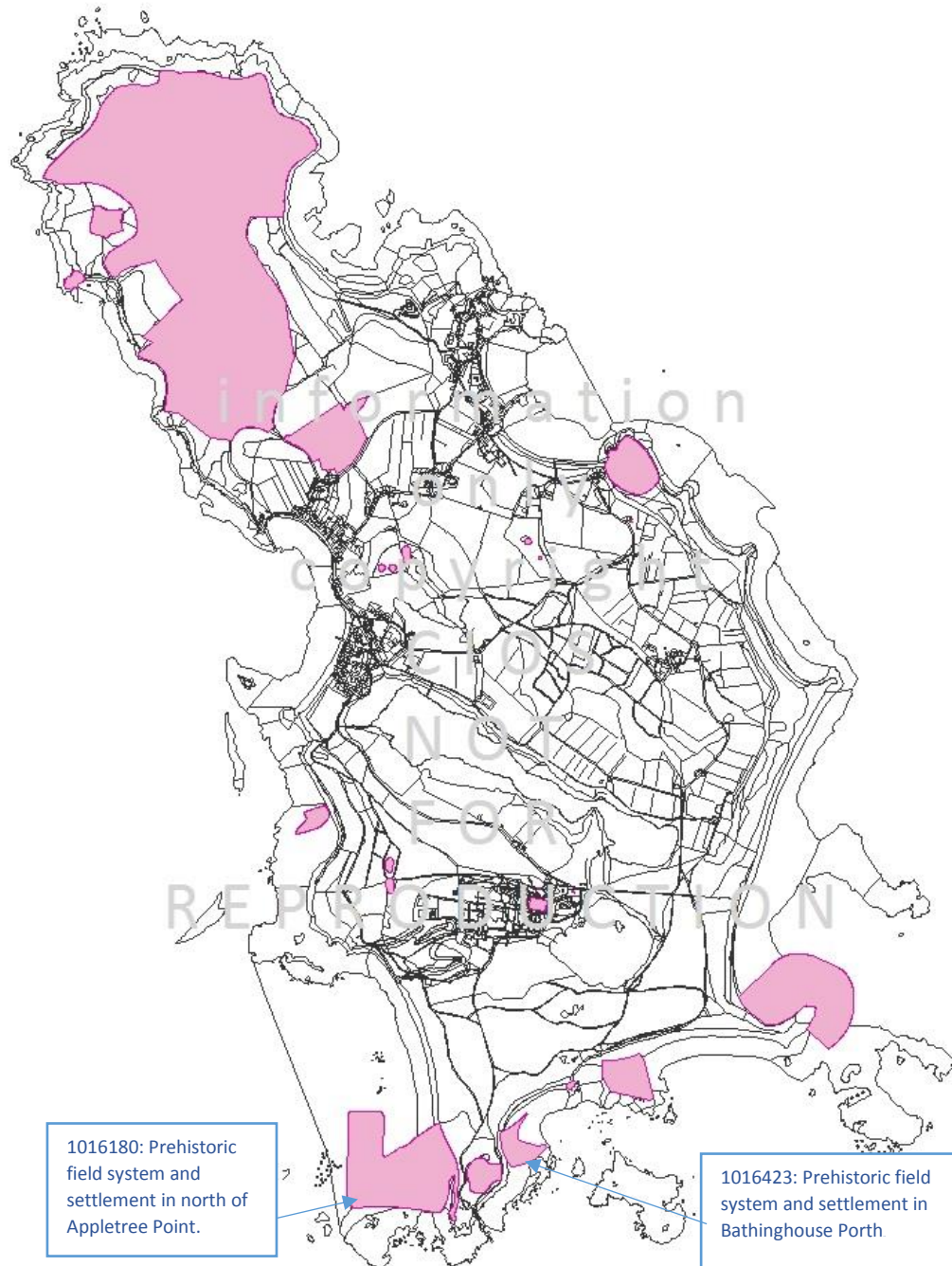


Status of Heritage at Risk, Isles of Scilly





Tresco – Scheduled Monuments: Source Heritage at Risk Register 2017



There are 22 Scheduled Monuments on Tresco of which 2 are on the 'at risk' register. That is 9.09% of the total number on this island.



Bibliography

A Landscape Character for the Isles of Scilly (1965)
The Buildings of Scilly (Laws) (1980)
Ancient Scilly: retrospect, aspect and prospect, Ashbee, (1986)
The Archaeology of Scilly (1989)
Isles of Scilly Archaeological Constraint Maps (Volumes 1-9) (1995)
Archaeological Building Survey (1995/6)
Historic Landscape Assessment and Management Strategy (Land Use Consultants) (1996)
Cornwall and Isles of Scilly Landscape Character Study Draft Report Number 2 (2006)
Historic Characterisation for Regeneration (2003)
A Strategy for the Historic Environment in the South West (English Heritage) (2004)
A Heritage and Cultural Strategy for the Isles of Scilly (2004)
Rapid Coastal Zone Assessment for the Isles of Scilly (2004)
Discovering the Past Shaping the Future: Research Strategy (2005 – 2010)
Review and Evaluation of Heritage Coasts in England - Executive Summary (2006)
UK Climate Projections science report: Marine and coastal projections (Lowe et al 2009)
Military Defences, 1540-1951: Earthwork sites and minor features (2008-2010)
Studies to investigate the capacity for change in farms on the Isles of Scilly - Draft Report, (2010)
The Garrison, St Mary's - Conservation Plan (2010)
The Tudor Defences of Scilly, Brodie, (2010)
Defending Scilly (English Heritage) (2011)
Field Boundaries on the Isles of Scilly - Historic Environment Study to inform management for conservation (2012)
Research Framework for the Historic Environment of the Isles of Scilly (2013)
Tourism: Jobs and Growth 2013 (Deloitte and Oxford Economics) (2013)
Consultation Draft Conservation Area Character Statement updated (2015)
The Historic Environment in Local Plans: Good Practice Advice in Planning (2015)
Conservation Area Designation, Appraisal and Management (2016)
The Lyonesse Project - a study of the historic coastal and marine environment of the Isles of Scilly (2016)
The South West Register Heritage at Risk (2016)
The South West Register Heritage at Risk (2017)
Heritage Counts, South West (2016)
The Impact of Heritage Tourism for the UK Economy Oxford Economics (2016)



END OF DOCUMENT