

Sustainability Assessment of Housing Distribution Scenarios For Torrington District Council



September 2009



1. Introduction

To inform the North Devon and Torridge Core Strategy in respect of the distribution of the strategic housing requirement for Torridge District a Sustainability Appraisal has been undertaken. Three realistic scenarios have been tested to guide policy decisions in respect of the distribution of housing between the towns of Bideford/Northam, Holsworthy and Great Torrington and the district's rural area. The tested scenarios relate to variable concentrations of proposed development towards the district towns and dispersal of development across the rural area.

The housing requirement for Torridge District is set out in the Regional Spatial Strategy (RSS), which has progressed from the initial draft¹ document published in June 2006 to the revised draft² issued in July 2008.

The draft RSS was required by law to be subject to Sustainability Appraisal (SA) incorporating a Strategic Environmental Assessment³, the aim of which is the achievement of sustainable development.

The Strategic Sustainability Assessment (SSA) of the draft RSS identified the likely positive and negative effects of proposed policy options. Policy SR43 in the draft RSS provided specific guidance for development at Barnstaple and Bideford, and the strategy for development under this policy is summarised as:

- In the Northern Devon Area, Barnstaple will be the prime focus for development, with policies targeted at stimulating the economy, promoting a sustainable pattern of development and reflecting the high quality environmental assets.
- To ensure the economic success of northern Devon, it will be important to maintain and enhance strategic transport links to the rest of Devon and the South West. This includes maintaining the capacity and effectiveness of the North Devon Link road, and rail services on the Barnstaple branch line.

Policy HD1 of the draft RSS defined the strategic housing allocation for each district at a level of 8,100 dwelling at North Devon and 4,800 at Torridge, 2006-2026, which was set within the Polycentric Devon and Cornwall Housing Market Area.

In the emerging RSS, a new Policy HMA10: Polycentric Devon and Cornwall HMA established an increased scale of development to be accommodated within the Housing Market Area (HMA). The sub-regional strategy for Polycentric Devon and Cornwall HMA is summarised as follows:

- As the main employment, retail, service and cultural centre for the north Devon area, Barnstaple will be developed a vibrant and diverse economy and skills base, based on respecting the high quality environment of the area, enhancing higher education opportunities and facilitating a range and mix of business and commercial investment.
- There is no specific strategy given for the other areas covered by the HMA, other than the number of dwellings and jobs by District.

A table for Polycentric Devon and Cornwall HMA – comparison of key aspects of draft RSS and emerging RSS is provided below:

¹ The draft Regional Spatial Strategy for the South West 2006-2026 (June 2006)

² The draft Regional Spatial Strategy for the South West 2006-2026 Incorporating the Secretary of States Proposed Changes (July 2008)

³ Strategic Sustainability Assessment of the Regional Spatial Strategy for the South West - July 2008

Table 1: Polycentric Devon and Cornwall HMA - Comparison of key aspects of draft RSS and emerging RSS housing distribution requirement

Devon and Cornwall HMA requirement provided in the draft RSS	Devon and Cornwall HMA requirement provided in the emerging RSS
Housing provision 2006 - 2026	
20,500 dwellings: <ul style="list-style-type: none"> • North Devon – 8,100 • Torridge – 4,800 • North Cornwall – 7,600 	35,000 dwellings: <ul style="list-style-type: none"> • North Devon – 10,900 (+34.6%) • Torridge – 10,700 (+ 122%) • North Cornwall – 13,400 (+76.3%)

Changes to the draft RSS significantly altered the housing requirement for all the districts within Devon and Cornwall HMA. The overall housing requirement increased by 56%, within which Torridge experienced the highest level of increased provision at a level of 122%. The housing requirement that must be accommodated within the North Devon and Torridge Core Strategy for the district of Torridge is 10,700.

The emerging RSS does not provide a distribution strategy for the 10,700 dwellings. Guidance is provided only in respect of Development Policies A (SSCT's) B (Market and Coastal Towns) and C in (Small Towns and Villages) respect of the nature of growth to be planned for in relation to a settlements role. The lack of a specific housing distribution strategy for Torridge has led to the decision to undertake a SA for different housing distribution scenarios in order to determine the most sustainable option. The SA of the proposed housing distribution scenarios, as set out in this document took into account local knowledge and information available at the time of preparation. The SA additionally assumes that sustainable levels of housing growth will be supported by a balanced and proportionate increase in employment opportunities as well as associated infrastructure provision.

1. Alternative Scenarios – Housing Distribution

Three alternative scenarios for the distribution of the emerging RSS housing requirement for Torridge have been identified. The requirement of the emerging RSS for 10,700 new dwellings during the plan period remains consistent for each scenario:

Table 2: Alternative Scenarios for the distribution of housing growth in Torridge District

		Alternative Scenario 1		Alternative Scenario 2		Alternative Scenario 3	
Bideford/Northam	BID/NOR	6,955	65%	6,099	57%	6420	60%
Holsworthy and Great Torrington	HOL/GT	1,284	12%	1,605	15%	2,140	20%
All Rural Areas	RURAL	2,461	23%	2,996	28%	2,140	20%
Torridge Total		10,700	100%	10,700	100%	10,700	100%
North Devon Total		10,900	100%	10,900	100%	10,900	100%

Scenario 1 is based on the distribution strategy provided through Torrridge District Local Plan⁴, which provides for a concentration of development at Bideford and Northam, enabling modest growth within the market towns of Great Torrington and Holsworthy, which together with Local Centres⁵ act as focal points for new development within the rural area. Within these centres the development target in the Torrridge District Local Plan sought the delivery of 90% of the housing requirement 1995-2011.

Scenario 2 provides for market town growth and modest rural growth, based on 45% household growth within the main towns of Torrridge, 30% growth in rural centres and 20% in other rural settlements. This approach would result in a high proportion of development occurring within the rural area, providing for a dispersed development strategy.

Scenario 3 provides for concentrated market town growth and modest rural growth. This scenario provides for the highest combined concentration of development within the main towns, consequently lowering the scale of development that would be enabled within the rural area.

2. Assessment of Alternative Scenarios

The housing scenarios have been assessed against the 24 sustainability objectives adopted as the Joint Core Strategy Sustainability Appraisal Framework for North Devon and Torrridge. Each scenario has been assessed in terms of its direct, indirect and cumulative impacts on the three distinct settlement levels within the district:

- Bideford and Northam
- Great Torrington and Holsworthy
- All Rural Areas (including villages and rural settlements)

The individual growth levels of the three scenarios have been assessed using the scoring scheme outlined below:

Table 3: Scoring options for each settlement level within the three scenarios

Score	
++	The option will have a very positive impact on the SA objective
+	The option will have a positive impact on the SA objective
0	The option will have a neutral or negligible impact on the SA objective. A neutral effect does not imply that there will be no effect at the project level but shows that in balance the option is likely to maintain the current trend.
-	The option will have a negative impact on the SA objective
--	The option will have a very negative impact on the SA objective
+/-	The option will have mixed impacts on the SA objective
?	The impact of the option cannot be predicted at this stage.

The score and comments shown for each of the SA objectives relate to the likely impacts on the individual settlement level but the overall rating relates to the likely combined impact for each of the three scenarios. The colour scheme indicates which scenario is likely to be the most sustainable in relation to the 24 SA framework objectives.

⁴ Torrridge District Local Plan (2004)

⁵ Torrridge District Local Plan Local Centres: Bradworthy, Hartland, Halwill Junction. High Bickington, Shebbear and Winkleigh

Table 4: colour rating for each of the three scenarios

	Most preferred option
	Alternative/likely option
	Least preferred option

The overall rating (colour) for each scenario reflects the score of all settlement levels and provides an indicative graduation from the most preferred to the least preferred. Some of the scores differ little, for example SA objective 1, Rural, where the three scenarios for this area would all be beneficial, but when looking at the combined scoring it would be scenario 3 that would be the most preferred option because it would produce more widespread benefits whereas scenario 1 would produce more widespread negative impacts (apart from the Rural area, which would always benefit).

All three scenarios emphasise the status of Bideford and its surrounding towns as being preferential to provide the largest concentration of new housing development, as it would be most sustainable and result in supporting the expansion of existing services, facilities and employment sites. It is assumed that the housing growth would also enable green infrastructure improvements. The scenarios allow for varying housing growth in the market towns of Holsworthy and Great Torrington and the rural settlements and the SA shows that a balanced distribution between market towns and rural areas would be the most sustainable because detrimental impacts would be outweighed by the social and economic gains which would contribute to sustainability and the ability to become less reliant on Bideford and Barnstaple.

3. Summary of SA findings

The table below provides a summary of the full SA table, which is provided as Appendix 1, and shows the three housing distribution scenarios' scores against each of the SA framework objectives.

Table 5: Summary of housing distribution scenarios' scores against SA framework objectives

	Most Preferred	Alternative Option	Least Preferred
Distribution Scenario 1	1, 3, 5, 6	2, 4, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 22	1, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 22
Total	4	16	19
Distribution Scenario 2	1, 3, 4, 5, 6	1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 22	7, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 22
Total	5	20	13
Distribution Scenario 3	1, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 19, 22	1, 2	
Total	19	2	0

The table confirms that distribution scenario 1 is the 'least preferred' option when compared against 19 of the 24 SA objectives and distribution scenario 3 is the 'most preferred'. Distribution scenario 2 would be the 'alternative' option. Distribution scenario 3 would provide 60% of housing growth in Bideford and Northam (including Westward Ho!

and Appledore), 20% in the market towns of Holsworthy and Great Torrington and 20% in the remaining rural areas. The SA exercise shows that this scenario would contribute most extensively in sustainability terms.

In terms of the sustainability implications for northern Devon the four key aims from the North Devon and Torrridge Core Strategy Spatial Vision have been cross-referenced to identify the most significant SA framework objectives. Table 6 identifies the eight SA objectives, which promote the Joint Core Strategy’s Vision overarching spatial aim:

‘Northern Devon supports vibrant low carbon communities where people are able to live well, work productively and enjoy excellent education and leisure opportunities in harmony with nature and our world-class environment .’

Core Strategy Key Aims	Joint Core Strategy SA Framework
(1) A valued natural and built environment where all assts are safeguarded and enhanced for future generations.	(13) Protect and enhance biodiversity and important wildlife habitats. (14) Protect and enhance the countryside and natural landscape and townscape.
(2) A vibrant economy where employment and learning opportunities support diverse low carbon growth.	(5) Provide access to learning, training, skills and knowledge for everyone (9) Diversify the range of local employment opportunities. (10) Promote sustainable tourism.
(3) A balanced housing market where sufficient housing of all types is integral to development schemes.	(1) Promote sustainable housing that meets the needs of the population and maximises affordable housing.
(4) Genuine mixed communities where there is an excellent quality of life.	(4) Improve access to key services, employment areas and facilities to all sectors of the community. (7) Improve health of population and reduce health inequalities.

Table 6: Summary of housing distribution scenarios final rating against the Core Strategy aims

	Most preferred	Alternative Option	Least preferred
Distribution Scenario 1	1 (Rural) 5 (Rural)	4 (HOL/GT& Rural) 7 (Rural) 9 (Rural) 10 (Rural) 13 (HOL/GT& Rural) 14 (HOL/GT& Rural)	1 (BID/NOR&HOL/GT) 5 (BID/NOR&HOL/GT) 7 (BID/NOR&HOL/GT) 9 BID/NOR&HOL/GT) 10 (BID/NOR&HOL/GT) 13 (BID/NOR) 14 (BID/NOR)
Total	2	6	7
Distribution Scenario 2	1 (Rural) 4 (HOL/GT& Rural) 5 (HOL/GT & Rural)	1 (BID/NOR&HOL/GT) 4 (BID/NOR) 5 (BID/NOR)	7 (Rural) 9 (Rural) 10 (Rural)

	7 (BID/NOR)	7 (HOL/GT) 9 (BID/NOR&HOL/GT) 10 (BID/NOR&HOL/GT) 13 (BID/NOR) 14 (BID/NOR)	13 (HOL/GT &Rural) 14 (HOL/GT& Rural)
Total	4	8	5
Distribution Scenario 3	1 (HOL/GT & Rural) 4 (all) 5 (all) 7 (all) 9 (all) 10 (all) 13 (all) 14 (all)	1 (BID/NOR)	
Total	8	1	0

Table 6 shows that the more balanced approach of the 60%/20%/20% (scenario 3) would be more compatible with the Core Strategy key aims than scenarios 1 and 2. It is considered that the socio-economic benefits of scenario 3 would outweigh any environmental impacts. It is expected that the proposed housing growth would result in opportunities to ensure that impacts on biodiversity are not only minimised but also enhanced and that green infrastructure can be improved.

Distribution scenario 2 would provide an alternative option to scenario 3 but the 57%/15%/28% distribution would not provide the expected benefits, in particular providing 28% of housing growth in rural areas is likely to result in impacts on the natural landscape and the lack of infrastructure would lead to a significant increase in traffic movements. 15% of housing development in the market towns is less likely to produce the socio-economic benefits that a 20% could achieve, nor support the expansion of existing services and facilities. Scenario 2 might result in a high increase of traffic movements from the rural areas not only to the market towns but also to Barnstaple or Bideford or even further a field. Also, the 15% share might not achieve the necessary infrastructure improvements resulting in additional traffic movements, again, to Barnstaple or Bideford or further a field.

Scenario 1 (65%/12%/23%) concentrates development within the Bideford area and this scenario is likely to provide the least improvement to the sustainability of the market towns and the rural area.

Table 7: Relationship between the RSS SSA objectives and the Joint Core Strategy SA objectives

RSS SSA Framework	Joint Core Strategy SA Framework
(1) Improve health	(7) Improve health of population and reduce health inequalities.
(2) Support communities that meet people's needs	(1) Promote sustainable housing that meets the needs of the population and maximise affordable housing. (4) Improve access to key services, employment areas and facilities to all sectors of the community.
(3) Develop the economy in ways that meet people's needs	(8) Reduce unemployment levels and income inequality.

	(9) Diversify the range of local employment opportunities.
(4) Provide access to meet people's needs with least damage to communities and the environment	(11) Reduce the overall need to travel by car. (12) Make public transport, walking and cycling easier and more attractive.
(5) Maintain and improve environmental quality and assets	(14) Protect and enhance the countryside and natural landscape and townscape.
(6) Minimise consumption of natural resources	(19) Reduce non-renewable energy consumption and greenhouse gas emissions district wide.

Table 8: Summary of housing distribution scenarios ratings against RSS SSA objectives

	Most Preferred	Alternative Option	Least Preferred
Distribution Scenario 1	1 (Rural) 4 (Rural)	4 (HOL/GT) 7 (Rural) 8 (Rural) 9 (Rural) 11 (BID/NOR & Rural) 14 (HOL/GT & Rural) 19 (HOL/GT & Rural)	1 (BID/NOR & HOL/GT) 4 (BID/NOR) 7 (BID/NOR & HOL/GT) 8 (BID/NOR & HOL/GT) 9 (BID/NOR & HOL/GT) 11 (HOL/GT) 14 (BID/NOR) 19 (BID/NOR)
Total	2	7	8
Distribution Scenario 2	1 (Rural) 4 (HOL/GT & Rural) 7 (BID/NOR) 8 (Rural)	1(BID/NOR & HOL/GT) 4 (BID/NOR) 7 (HOL/GT) 8 (BID/NOR & HOL/GT) 9 (BID/NOR & HOL/GT) 11 (HOL/GT) 12 (HOL/GT) 14 (BID/NOR) 19 (BID/NOR)	7 (Rural) 9 (Rural) 11 (BID/NOR & Rural) 12 (BID/NOR & Rural) 14 (HOL/GT & Rural) 19 (HOL/GT & Rural)
Total	4	9	6
Distribution Scenario 3	1 (HOL/GT & Rural) 4 (all) 7 (all) 8 (all) 9 (all) 11 (all) 12 (all) 14 (all) 19 (all)	1 (BID/NOR)	
Total	9	1	0

By selecting and comparison of the Joint Core Strategy objectives which are most closely related to the RSS SSA objectives it has been demonstrated that distribution Scenario 3 is the most sustainable and would enable socio-economic opportunities whilst maintaining and improving environmental quality and assets and ensuring that access can be provided to meet people's needs with least damage to communities and the environment.

4. Conclusion

Distribution scenario 1 would provide the least sustainability benefits and therefore is the least preferred option. This distribution scenario would provide some benefits in the form of housing for rural areas but without the necessary access to employment areas and key services, the housing growth would not result in opportunities to improve the sustainability of rural areas and the limited housing growth in the market towns would increase the dependence of the two settlement levels on Bideford and Barnstaple as service providers.

Distribution Scenario 2 would be the 'alternative' option and is not considered most preferred under the majority of objectives. Whilst this scenario would provide sustainable benefits in the form of housing in rural areas, improving access to key services, employment areas and learning and training (market towns and rural areas), it would not provide widespread sustainable benefits and it is likely that the need to travel would not be reduced. The outcomes from this scenario would result in adverse environmental impacts and the need for mitigation measures. This scenario is less able to support and contribute to the sustainability of the market towns and rural areas and it would increase market town dependence on Barnstaple and Bideford as service providers.

This Sustainability Appraisal has identified that the proposed housing distribution scenario 3 would deliver balanced growth of housing and employment provision, which would contribute to a more sustainable pattern of development, in particular in the market towns and rural areas where opportunities have been limited. The scenario would enable the market town and rural communities to become less reliant on Barnstaple and Bideford as service providers. Regeneration and growth within the three settlement levels is likely to result in significant positive impacts, in particular the alignment of housing and employment and services, which should lead to a reduction in the need to travel. Regeneration and growth is also likely to contribute positively in promoting sustainable tourism, not only in coastal areas but also in rural areas. This scenario would also ensure that biodiversity; the natural landscape and the townscape (including the historic environment) are maintained and enhanced. The scenario does provide a focused level of development in all three settlement levels, which should create the opportunities that are needed in order to meet the needs of the Torrridge population. The more balanced level of development would allow for greater flexibility with regards to site selection, which would consequently enable the conservation of landscape, biodiversity and heritage features.

5. Torrridge Council consideration of SA outcome of housing distribution scenarios

The above distribution scenarios' sustainability impacts were considered by Torrridge District Council to guide Core Strategy policy development. The subsequently agreed housing distribution, (reflected in the Pre-Publication Core Strategy, Policy COR3), was reviewed on the basis of the presented impacts and the emerging and achieved evidence base for the Torrridge Local Development Framework. The outcome being that the agreed strategy provides for: 57% of the housing requirement to be accommodated in Bideford/Northam, 20% in Great Torrington and Holsworthy and 23% in the remaining rural area. This provides a slight variation from the presented options, providing a balance between the Most Preferred and Alternative Options that retained the necessary town focused approach to growth and supported the enhancement of sustainable rural communities.

The agreed housing distribution scenario was considered to be the most sustainable in comparison to the assessed alternative distribution scenarios. The difference in the agreed distribution scenario to that of scenario 3 (Most Preferred Option) was not considered to be significant in respect of SA findings.

APPENDIX 1 – Full Sustainability Appraisal Tables for Torridge District Housing Distribution Scenarios

	SA Objective			Distribution Scenario 1: 65%/12%/23%	Distribution Scenario 2: 57%/15%/28%	Distribution Scenario 3: 60%/20%/20%		
1	Provide suitable housing that meets the needs of the population and maximise affordable housing	BID/NOR	++	Development is concentrated at Bideford and Northam and would provide a range of housing types including affordable housing.	+	Development would still be concentrated at Bideford and Northam and include affordable housing.	+	Development would still be concentrated at Bideford and Northam and include affordable housing.
		HOL/GT	+	Modest growth within the market towns of Holsworthy and Great Torrington is likely to include limited scope for additional affordable housing.	+	A higher proportion of development would occur within Great Torrington and Holsworthy, increasing the scope for affordable housing delivery.	++	This scenario provides for a greater focus of development at the market towns. It could result in improved opportunities through regeneration and new site development for the delivery of a range of housing needs, including affordable housing.
		RURAL	+	Some new housing in rural areas (villages beyond the towns) would provide for a range of housing needs, including some affordable housing.	++	A high proportion of development would occur within the rural area, addressing local housing needs and providing a wider range of housing that would contribute to increasing the sustainability of rural communities.	++	The proportion of development that would occur within the rural area is slightly reduced in this scenario but it would still address a range of local housing needs including affordable units and contributing to increasing the sustainability of rural communities.

2	Reduce crime and the fear of crime	BID/NOR	?	This is mainly related to design of development and implementation. The distribution of development is likely to be of limited consequence. It is likely that 'designing out crime' will contribute to the creation of safe and secure environments.	?	This is mainly related to design of development and implementation. The distribution of development is likely to be of limited consequence. It is likely that 'designing out crime' will contribute to the creation of safe and secure environments.	?	This is mainly related to design of development and implementation. The distribution of development is likely to be of limited consequence. It is likely that 'designing out crime' will contribute to the creation of safe and secure environments.
		HOL/GT	?	This is mainly related to design of development and implementation, and it is likely that 'designing out crime' will contribute to the creation of safe and secure environments.	?	This is mainly related to design of development and implementation, and it is likely that 'designing out crime' will contribute to the creation of safe and secure environments.	?	This is mainly related to design of development and implementation, and it is likely that 'designing out crime' will contribute to the creation of safe and secure environments.
		RURAL	?	This is mainly related to design of development and implementation, and it is likely that 'designing out crime' will contribute to the creation of safe and secure environments.	?	This is mainly related to design of development and implementation, and it is likely that 'designing out crime' will contribute to the creation of safe and secure environments.	?	This is mainly related to design of development and implementation, and it is likely that 'designing out crime' will contribute to the creation of safe and secure environments.

3	Create and sustain vibrant towns and villages	BID/NOR	-	The concentration of development in Bideford and Northam could support increasing levels of self-containment at Bideford, encouraging service/facilities growth through an expanding population. However, this could potentially cause negative impacts on the vitality and viability of the market towns of Holsworthy and Great Torrington.	++	A reduced concentration of development is likely to impact positively, contributing to the continued vitality and viability of Bideford town centre and leading to regeneration and growth in Northam (including Westward Ho! and Appledore).	+	The highest concentration of development would still be in Bideford and Northam, contributing to the continued vitality and viability of Bideford town centre and leading to regeneration and growth in Northam (including Westward Ho! and Appledore).
		HOL/GT	-	Limited development, which could have negative impacts on regeneration and further reduce viability and vibrancy of the market towns as a consequence of limiting growth opportunities.	+	A small % increase of development within market towns but a larger increase in development in the rural areas. This could impact positively on the viability and vibrancy of the market towns, but would also result in additional traffic, impacting on parking needs and highway capacity.	++	The proposed increase in development is likely to result in investment and consequently the regeneration of the market towns.
		RURAL	+	Increase of development in rural areas would contribute to the sustainability of rural settlements; however, housing development alone would increase the need to travel. Appropriate levels of growth within sustainable villages would support existing service, and encourage the delivery of additional capacity.	++	The increase in development in rural areas would contribute to the sustainability of the rural area and is likely to contribute to the regeneration of villages and increasing use of exiting village services. Care is required to ensure that services are developed in a balanced way to avoid increasing travel demands.	+	Modest growth in rural settlements will contribute to the sustainability of the rural area and is likely to support village services.

4	Improve access to key services, employment areas and facilities to all sectors of the community	BID/NOR	++	The provision of new housing within Bideford and Northam should be supported by necessary improvements in infrastructure and service capacity and employment opportunities. An urban focused approach would maximise opportunities to locate new development in sustainable locations with modal choice of transport to services and employment.	+	The majority of new housing development would still be within Bideford and Northam, and it is likely that employment opportunities would be created that are easily accessible from new and existing residential areas. Opportunities to achieve balanced growth will be maximised by an urban focused approach to housing development. Reducing the urban focus will reduce opportunities to access key services and employment, resulting in less sustainable development.	+	The majority of new housing development would still be within Bideford and Northam, and it is likely that employment opportunities would be created that are easily accessible from new and existing residential areas. Opportunities to achieve balanced growth will be maximised by an urban focused approach to housing development.
		HOL/GT	+	Provides very little growth for the market towns, but the increase in development in the rural areas might have a positive impact on the demand for local services and facilities within the market towns, this will however have implications for travel demands.	+	Provides a larger proportion of development within the market towns and the larger increase in development in the rural areas is likely to have a positive impact on the demand for local services and facilities.	++	A more balanced approach to development, which would benefit the regeneration of the market towns, providing for greater self-sufficiency and reducing the need to travel to Barnstaple and Bideford.

		RURAL	+	Increase in development in the rural areas is likely to result in benefits to market towns and local centres, improving accessibility and reducing the need to travel to Barnstaple or Bideford.	++	Large increase in development in the rural area might improve the access to services and facilities, and might lead to market towns and local centres being able to serve the rural community and reducing the need to travel to Barnstaple and Bideford. There is a risk that supporting services would not match the required capacity demands, therefore not reducing the need to travel.	+	Improved accessibility for rural communities through development growth in market towns and local centres, making rural settlements more sustainable.
5	Provide access to learning, training, skills and knowledge for everyone	BID/NOR	+	Provision of new facilities would be concentrated in Bideford.	+	Provision of new facilities is likely to remain concentrated in Bideford, although needs will be more widely generated.	++	Provision of new facilities is likely to be concentrated in Bideford.
		HOL/GT	-	Limited provision of new facilities in market towns based on low growth.	+	Some opportunities for new and/or additional facilities in market towns.	++	It is likely that market towns will benefit from new and/or additional facilities to address the needs of significant additional population growth.
		RURAL	+	Additional growth in rural areas might contribute positively to enhanced educational opportunities, reversing a trend of decline in facilities, but with limited opportunities for new facilities as a consequence of dispersed growth.	+	Opportunities for new facilities, but dispersed nature of growth might limit new facility development.	?/+	Opportunities in local centres are likely, but travel to market towns might still be required.

6	Reduce poverty and deprivation	BID/NOR	+	The provision of affordable homes and increase in job opportunities would have positive impacts.	+	A reduction from scenario 1 but the provision of affordable homes and increase in job opportunities would have positive impacts.	+	The provision of affordable homes and increase in job opportunities would have positive impacts.
		HOL/GT	?/-	Limited development growth is likely to have little or no impact.	?/+	Modest market town growth, but likely to have some positive impact.	++	Highest growth in market town development, likely to have very positive impacts on poverty and deprivation as a result of affordable housing and regeneration opportunities.
		RURAL	+	Increase in affordable units is likely to contribute positively.	?/+	The increase in growth is likely to have very positive impacts on rural communities but it is not certain that the development of new housing would also result in locally occurring new job opportunities.	++	Combined with market towns this scenario would have the highest growth in rural areas and is likely to result in significant positive impacts.
7	Improve health of population and reduce health inequalities	BID/NOR	+/-	The growth in development could impact in a positive manner, if green infrastructure is provided and access to the countryside is maintained and enhanced. Necessary infrastructure: healthy and related services would need to be delivered to support population growth, which is increasingly aging. Concentrating development could improve service delivery opportunities.	+	Opportunities for green infrastructure and access to the countryside could be achieved. More information would be required with regards to the provision of health facilities.	+	Opportunities for green infrastructure and access to the countryside could be achieved. More information would be required with regards to the provision of health facilities.

		HOL/GT	-	Limited amount of development growth is unlikely to impact in a positive manner on the provision of green infrastructure, which will be established through a future Green Infrastructure Strategy. It is not known if there would be opportunities for provision of new health facilities in the market towns; the limited scale of development may limit service gains.	-	Limited amount of development growth, but slight increase from scenario 1 might contribute to ensuring the provision of green infrastructure. Again, it is not known whether or not new or additional health facilities would be required in the market towns.	++	The increase in growth in the market towns and rural settlements is likely to result in the provision of or the enhancement of health facilities but it is also important to ensure that green infrastructure is provided and walking and cycling facilities within the market towns and into wider communities.
		RURAL	-	The proposed growth could have some negative impacts and it is important to ensure that access to health facilities is available as well as maintaining and enhancing access to green infrastructure.	?/-	The growth in development is likely to result in demand for health care facilities, which would have to be met by market town facilities. Provision of green infrastructure, in particular walking and cycling needs to be considered.	?/+	It is likely that health care provision will be concentrated at the market towns but green infrastructure needs to be considered as part of development, providing walking and cycling facilities.
8	Reduce unemployment levels and income inequality	BID/NOR	++	Majority of homes and employment land would be concentrated in Bideford, which would help to address socio-economic issues in and around Bideford and within its travel to work area.	+	High proportion of development, including homes and employment land, would help to address socio-economic issues in and around Bideford.	++	Concentration of development would be in Bideford and Northam, likely to have significant positive impacts on socio-economic issues.

		HOL/GT	?/-	Limited amount of development is likely to impact negatively on employment opportunities. Balanced growth is required regardless of the scale of housing development.	?/-	The proposed amount of development is still likely to not achieve the alleviation of socio-economic issues within the market towns. Balanced growth is required, but difficult to achieve given the market attraction of Bideford and Barnstaple.	++	A major share of the development would be within the market towns and rural areas, which could contribute significantly to alleviating the socio-economic situation.
		RURAL	?/+	Although an increase in development, the impact on employment provision is difficult to predict, a flexible approach to rural employment opportunities, agricultural diversification and live/work units should be considered for rural areas.	?/+	The increase in development could create benefits for the socio-economic situation within rural areas, provided employment opportunities are created and maintained.	++	A major share of the development would be within the market towns and rural areas, which could contribute significantly to alleviating the socio-economic situation. In particular additional employment provision within market towns and local centres could reduce the need to travel.
9	Diversify the range of local employment opportunities	BID/NOR	++	The majority of development would be concentrated in Bideford and is likely to deliver a range of job opportunities, as guided by evidence of need.	+	The concentration of development in Bideford is likely to deliver a range of job opportunities as guided by evidence of need.	++	The majority of development would be concentrated in Bideford and is likely to deliver a range of job opportunities as guided by evidence of need.

		HOL/GT	-	Limited amount of development is likely to result in little or no employment opportunities in the market towns.	+	Additional development is likely to contribute to the diversification of employment opportunities.	++	The distribution of development between market towns and rural areas would have positive impacts on the regeneration of the market towns and result in additional employment opportunities. In particular the development of Holsworthy's agri-business park would function as a focus for the wider rural area.
		RURAL	+	Increase in development could result in positive impact on economic diversification.	++	Although growth would be higher than that in market towns, it is doubtful that economic opportunities could match housing development because of the access/transport issues in the rural areas.	+	The distribution of development between market towns and rural areas would have positive impacts on regeneration and create a ripple effect from the market towns to the wider rural areas.
10	Promote sustainable tourism	BID/NOR	++	It is likely that significant regeneration benefits could be achieved; improving the function and appearance of Bideford and the resort area of Bideford. Safeguards are required to avoid negative impacts on the character and environmental quality of the adjoining countryside.	+	It is unlikely that there would be significant impacts, although contributions to the regeneration of tourist areas could have some positive impacts.	+	Contributions to the regeneration of tourist areas could have some positive impacts. Safeguards are required to avoid negative impacts on the character and environmental quality of the adjoining countryside.

		HOL/GT	0	It is unlikely that there would be any significant benefits, but limited development might help to maintain the character and appearance of the market towns.	+	Additional development could have some impact, i.e. some regeneration benefits within the market towns and enhancement of the rural areas.	++	Although additional development could support regeneration of market towns but it needs to be ensured that the appeal of the towns and villages is maintained.
		RURAL	?/-	Increase in development in rural areas could have negative impacts and it is important to ensure that such impacts on the countryside are minimised. Valued environmental assets need to be protected.	+/-	Increase in development could have negative impacts on the character and appearance of the rural areas, the environmental quality of which needs to be protected, as it is an economic driver.	++	Limited amount of development is likely to help maintain the appeal of the rural areas.
11	Reduce the overall need to travel by car	BID/NOR	++	Alignment of homes and jobs provides opportunities to reduce car travel in the Bideford area but concentration of development might restrict development in market towns and rural areas.	+	Alignment of homes and jobs provides opportunities to reduce car travel in the Bideford area but concentration of development might restrict development in market towns and rural areas, increasing car travel from the wider area. .	+	Concentration of development in Bideford but also allowing for higher concentration of development in market towns.
		HOL/GT	-	Limited amount of development is likely to result in additional car travel to employment areas at other locations.	+	Increase in development could contribute to regeneration and self-sufficiency, reducing the need to travel.	++	Modest growth in the market towns together with the growth in the rural areas could result in enhanced opportunities requiring less car travel through greater self-sufficiency and a reduction in the need to commute to the Strategic Centres.

		RURAL	-	Increase in development could result in additional traffic to employment areas.	-	Increase in development would result in additional traffic to employment areas.	+/-	Modest growth together with market town growth could result in enhanced opportunities requiring less car travel through greater self-sufficiency and a reduction in the need to commute to Strategic Centres.
12	Make public transport, walking and cycling easier and more attractive	BID/NOR	++	Potential for enhancements to public transport networks and walking and cycling routes and facilities. Achievement of development in the most sustainable locations that can maximise opportunities through a range of transport opportunities.	+	Potential for enhancements to public transport networks and walking and cycling routes and facilities.	+	Potential for enhancements to public transport networks and walking and cycling routes and facilities.
		HOL/GT	0	Limited amount of development is likely to have little impact; however, improved green infrastructure linkages may be deliverable through development.	0	Limited amount of development is likely to have little impact; however, improved green infrastructure linkages may be deliverable through development.	+	Even distribution of development between market towns and rural areas could provide opportunities to improve public transport and provide walking and cycling routes and facilities.

		RURAL	0	Although some increase in development, it is unlikely that public transport enhancement can be achieved.	?/+	Some potential for limited enhancements and increased network between settlements.	+	Even distribution of development between market towns and rural areas could provide opportunities to improve public transport and provide walking and cycling routes and facilities and increase the network between settlements and the market towns.
13	Protect and enhance biodiversity and important wildlife habitats	BID/NOR	-	Large greenfield urban extensions that could have direct and indirect impacts on designated sites, but major developments also provide opportunities for mitigation and biodiversity enhancement and improvement to green infrastructure network.	-	Fewer greenfield extensions that could have direct and indirect impacts on designated sites. Opportunities for mitigation and biodiversity enhancement and improvement to green infrastructure network.	-	Large greenfield urban extensions that could have direct and indirect impacts on designated sites but major developments also provide opportunities for mitigation and biodiversity enhancement and improvements to green infrastructure network.

		HOL/GT	+/-	Potential impact on designated sites, but market towns would be capable of accommodating proposed growth. It is essential that such development includes biodiversity enhancement and improvement to green infrastructure.	-	Increase in household growth would result in an increase in greenfield development and potentially impact on designated sites. However, major development would provide opportunities for mitigation and biodiversity enhancement and improvements to green infrastructure.	-	Proposed development would be more evenly divided between market towns and rural areas but would also result in an increase of green field land use and impact on biodiversity and potentially on designated sites. Development is likely to improve opportunities for mitigation and biodiversity enhancement and improvements to green infrastructure.
		RURAL	+/-	Growth in rural settlements could potentially cause some impact on designated sites but proposed development should result in opportunities for mitigation and biodiversity enhancement as well as improvements to green infrastructure network.	-	Substantial development in rural areas would result in an increase in greenfield development and likely impacts on biodiversity and designated sites.	-	Increase in development in rural areas but development is likely to provide opportunities for mitigation and biodiversity enhancement as well as green infrastructure links.

14	Protect and enhance the countryside, natural landscape and townscape	BID/NOR	--	Large green field/urban extensions would have impacts on the character and appearance of natural landscape and countryside surrounding the towns, in particular undeveloped higher land. Regeneration initiatives could produce positive townscape outcomes.	-	Large green field/urban extensions would have impacts on the character and appearance of natural landscape and countryside surrounding the towns, in particular undeveloped higher land. Regeneration initiatives could produce positive townscape outcomes.	-	Proposed housing growth is likely to have some impact on the character and appearance of the natural landscape and countryside surrounding the towns, in particular undeveloped higher land. Regeneration initiatives could produce positive townscape outcomes.
		HOL/GT	-	Proposed growth and the development of green field sites would have some impact on the character and appearance of the town and the countryside surrounding the market towns.	-	Proposed growth and the development of green field sites would have some impact on the character and appearance of the town and the countryside surrounding the market towns.	-	More development in market towns would have some impacts on the natural landscape and the countryside surrounding the market towns.
		RURAL	-	Proposed growth and the development of green field sites would have some impact on the character and appearance of rural settlements and the countryside surrounding them. High design standards appropriate to the local setting and built character will be required from which positive outcomes could be achieved.	--	The proposed housing growth and the development of greenfield sites would impact on the character and appearance of rural settlements and the countryside surrounding them. High design standards appropriate to the local setting and built character will be required from which positive outcomes could be achieved.	-	More modest development in rural settlements, but it is likely that there would be some impact on the character and appearance of villages and the surrounding countryside. High design standards appropriate to the local setting and built character will be required from which positive outcomes could be achieved.
15	Maintain and	BID/NOR	?/-	Some of the proposed sites could have direct or indirect impacts on	?/-	Some of the proposed sites could have direct or indirect	?/-	Some of the proposed sites could have direct or indirect

	enhance heritage assets and their settings	HOL/GT	?/-	have direct or indirect impacts on listed buildings or conservation areas, but such impacts could be minimised and the character and appearance of listed buildings protected.	?/-	could have direct or indirect impacts on listed buildings or conservation areas, but such impacts could be minimised and the character and appearance of listed buildings protected.	?/-	could have direct or indirect impacts on listed buildings or conservation areas, but such impacts could be minimised and the character and appearance of listed buildings protected.
		RURAL	?/-		?/-		?/-	
16	Reduce the impact of flooding and avoid additional risk of flooding	BID/NOR	?/-	Some of the proposed sites are close to or within flood risk zones. PPS25 will guide development location and type in areas subject to flood risk. Mixed-use regeneration options, which include a residential element, may be pursued in areas subject to flood risk when justified to achieve community-wide sustainability.	?/-	Some of the proposed sites are close to or within flood risk zones. PPS25 will guide development location and type in areas subject to flood risk. Mixed-use regeneration options, which include a residential element, may be pursued in areas subject to flood risk when justified to achieve community-wide sustainability.	?/-	Some of the proposed sites are close to or within flood risk zones. PPS25 will guide development location and type in areas subject to flood risk. Mixed-use regeneration options, which include a residential element, may be pursued in areas subject to flood risk when justified to achieve community-wide sustainability.
		HOL/GT	?/-		?/-		?/-	
		RURAL	?		?/-		?/-	
17	Reduce the amount of landfill waste and promote recycling	BID/NOR	?/-	The proposed housing growth will result in increased levels or waste generation, as a consequence of accommodating an increasing population. Waste reduction and	?/-	The proposed housing growth will result in increased levels or waste generation, as a consequence of	?/-	The proposed housing growth will result in increased levels or waste generation, as a
		HOL/GT	?/-		?/-		?/-	

	and the use of recycled goods.	RURAL	?/-	population. Waste reduction and recycling will be dependent upon development management and corporate policies. The draft Core Strategy will set out requirements with regards to waste reduction, recycling and effective resource use.	?/-	accommodating an increasing population. Waste reduction and recycling will be dependent upon development management and corporate policies. The draft Core Strategy will set out requirements with regards to waste reduction, recycling and effective resource use.	?/-	consequence of accommodating an increasing population. Waste reduction and recycling will be dependent upon development management and corporate policies. The draft Core Strategy will set out requirements with regards to waste reduction, recycling and effective resource use.
18	Minimise light and noise pollution.	BID/NOR	--	Large greenfield urban extensions are likely to cause light pollution, in particular on elevated sites that are currently 'open countryside'. It is important that mitigation measures are considered.	-	Large greenfield urban extensions are likely to cause light pollution, in particular on elevated sites that are currently 'open countryside'. It is important that mitigation measures are considered.	--	Large greenfield urban extensions are likely to cause light pollution, in particular on elevated sites that are currently 'open countryside'. It is important that mitigation measures are considered.
		HOL/GT	-	Proposed growth would have some impact on light and noise pollution within the market towns, in particular on elevated sites. Mitigations measures should be considered.	-	Proposed growth would have some impact on light and noise pollution within the market towns, in particular on elevated sites. Mitigations measures should be considered.	--	Proposed growth would have some impact on light and noise pollution within the market towns, in particular on elevated sites. Mitigations measures should be considered.

		RURAL	-	Proposed growth would have some impact on light and noise pollution in rural settlements, in particular on elevated sites. Mitigation measures should be considered.	--	Proposed growth would have some impact on light and noise pollution within the market towns, in particular on elevated sites. Mitigations measures should be considered.	-	Proposed growth would have some impact on light and noise pollution within the market towns, in particular on elevated sites. Mitigations measures should be considered.
19	Reduce non-renewable energy consumption and greenhouse gas emissions district wide.	BID/NOR	?/-	The proposed housing growth would increase energy demand. It is important that detailed design addresses the issues of reducing non-renewable energy consumption and greenhouse gas emissions. The Core Strategy will include expectations/targets regarding emission reductions.	?/-	The proposed housing growth would increase energy demand. It is important that detailed design addresses the issues of reducing non-renewable energy consumption and greenhouse gas emissions. The Core Strategy will include expectations/targets regarding emission reductions.	?/--	The proposed housing growth would increase energy demand. It is important that detailed design addresses the issues of reducing non-renewable energy consumption and greenhouse gas emissions. The Core Strategy will include expectations/targets regarding emission reductions.
		HOL/GT	?/-		?/--		?/-	
		RURAL	?/-		?/--		?/-	
20	Improve energy efficiency and use of sustainable construction materials.	BID/NOR	?	This will be addressed through detailed design and the draft Core Strategy includes the overarching requirements regarding the use of sustainable construction materials and energy efficiency, including the need to achieve a Code for Sustainable Homes level 3 in areas within the Biosphere reserve.	?	This will be addressed through detailed design and the draft Core Strategy includes the overarching requirements regarding the use of sustainable construction materials and energy efficiency, including the need to achieve a Code for Sustainable Homes level 3 in areas within the Biosphere reserve.	?	This will be addressed through detailed design and the draft Core Strategy includes the overarching requirements regarding the use of sustainable construction materials and energy efficiency, including the need to achieve a Code for Sustainable Homes level 3 in areas within the Biosphere reserve.
		HOL/GT						
		RURAL						
21	Increase energy	BID/NOR		Some of the proposed sites would provide opportunities for passive solar		Some of the proposed sites would provide opportunities for passive		Some of the proposed sites would provide opportunities for

	generation from renewable resources.	HOL/GT RURAL	?	provide opportunities for passive solar gain, however, the provision of energy generation from other renewable sources will depend on development management and other policies and the draft Core Strategy will contain an overarching policy supporting appropriate renewable energy generation technologies.	?	provide opportunities for passive solar gain, however, the provision of energy generation from other renewable sources will depend on development management and other policies and the draft Core Strategy will contain an overarching policy supporting appropriate renewable energy generation technologies.	?	would provide opportunities for passive solar gain, however, the provision of energy generation from other renewable sources will depend on development management and other policies and the draft Core Strategy will contain an overarching policy supporting appropriate renewable energy generation technologies.
22	Maintain and enhance air quality.	BID/NOR HOL/GT RURAL	?/- ?/- ?/-	Proposed housing growth is likely to result in additional traffic movements. Although there are no air quality problems at present, there will be some negative impacts unless car use can be minimised.	?/- ?/- ?/-	Proposed housing growth is likely to result in additional traffic movements. Although there are no air quality problems at present, there will be some negative impacts unless car use can be minimised.	?/- ?/- ?/-	Proposed housing growth is likely to result in additional traffic movements. Although there are no air quality problems at present, there will be some negative impacts unless car use can be minimised.
23	Protect the quality of local water resources.	BID/NOR HOL/GT RURAL	?	Some of the proposed sites could have direct impacts on watercourses and the development could have negative impacts on water use and therefore sustainable urban drainage and water conservation measures should be included at the design stage.	?	Some of the proposed sites could have direct impacts on watercourses and the development could have negative impacts on water use and therefore sustainable urban drainage and water conservation measures should be included at the design stage.	?	Some of the proposed sites could have direct impacts on watercourses and the development could have negative impacts on water use and therefore sustainable urban drainage and water conservation measures should be included at the design stage.
24	Protect high-grade soils	BID/NOR HOL/GT		Some of the proposed sites contain areas of good quality		Some of the proposed sites contain areas of good quality		Some of the proposed sites contain areas of good quality

	grade soils	RURAL	?	contain areas of good quality agricultural land and where there are no alternative sites available it needs to be considered whether the social and economic benefits justify the loss of agricultural land.	?	contain areas of good quality agricultural land and where there are no alternative sites available it needs to be considered whether the social and economic benefits justify the loss of agricultural land.	?	contain areas of good quality agricultural land and where there are no alternative sites available it needs to be considered whether the social and economic benefits justify the loss of agricultural land.
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