

Winkleigh Parish Neighbourhood Plan

Evidence Base Summary

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Purpose of this summary

This summary reviews published sources of information about Winkleigh and its surrounding area.

The Neighbourhood Plan must be supported by evidence. Scoping of evidence and preparation of a baseline report are also important elements of the sustainability appraisal process. While not comprehensive in its scoping approach for sustainability appraisal purposes, this summary sits alongside, and partially informs, the light touch sustainability appraisal matrix prepared for the Neighbourhood Plan.

The structure of this document

Each section considers:

- 1 The strategic planning policy background
 - The key messages from the National Planning Policy Framework (NPPF) 2019
 - The key messages from the North Devon and Torrington Local Plan (NDTLP) 2011-2031
 - Other strategic documents that provide helpful background
- 2 Published information and statistics that “tell the tale” about the Parish and the trends that may affect it in future.
- 3 Information gathered from public consultation.

Links to the sources of information cited are embedded in the text.

Public consultation

An outline of the public consultation to support the plan is included in the Consultation Statement submitted with the Neighbourhood Plan.

Extracts from the public consultation have been included under the topic based headings of this document.

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Sustainable Development & Planning

- 1 The National Planning Policy Framework 2019 (NPPF) is based on the principle of sustainable development, summarised as “meeting the needs of the present without compromising the ability of future generations to meet their own needs”.
- 2 The Government has translated this into three interdependent objectives for the planning system, that need to be pursued in a mutually supportive way:
 - An economic objective: to help build a strong, responsive and competitive economy
 - A social objective: to support strong, vibrant and healthy communities
 - An environmental objective: to contribute to protecting and enhancing our natural, built and historic environment
- 3 At the heart of the NPPF is a presumption in favour of sustainable development, defined in paragraph 11 of the NPPF. Plans should positively seek opportunities to meet the development needs of their area and be sufficiently flexible to adapt to rapid change.
- 4 The principle of sustainable development is embedded in Policy ST01: Principles of Sustainable Development of the North Devon and Torridge Local Plan (NDTLP). This states the Council’s intention to work with applicants and local communities to find solutions to deliver development in a manner that improves the economic, social and environmental conditions of the area.

The Natural Environment

Biodiversity & Geodiversity

Key messages from the NPPF

- 5 The [25 Year Environment Plan](#) proposes embedding an ‘environmental net gain’ principle for development, including housing and infrastructure, moving from a situation where development almost always results in a net loss of environmental quality, to one where net gain become the norm.
- 6 This approach has been embedded in the NPPF which states (para 170) “Planning policies and decisions should contribute to and enhance the natural and local environment by... minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures”.
- 7 The NPPF also states:
 - plans should “identify, map and safeguard components of local wildlife rich habitats and wider ecological networks.....promote the conservation, restoration and enhancement of priority habitats, ecological networks and protection and recovery of priority species; and identify and pursue opportunities for securing measurable net gains in biodiversity.” (para 174).
 - In respect of decision making “development whose primary objective is to conserve or enhance biodiversity should be supported; while opportunities to incorporate biodiversity improvements in

and around developments should be encouraged, especially where this can secure measurable net gains for biodiversity” (para 175d).

8 Other messages embedded in the NPPF are:

- To protect and enhance valued landscapes, sites of biodiversity or geological value and soils
- To recognise the intrinsic beauty and character of the countryside and the wider benefits of natural capital and ecosystem services
- To distinguish between the hierarchy of international, national and locally designated sites

Key messages from the NDTLP

The NDTLP Policy ST14: Enhancing environmental assets

- covers a range of issues, aiming to conserve and enhance biodiversity, habitat, landscape, local distinctiveness and tranquillity, and increase the opportunities for access, education and environmental appreciation. It also seeks to ensure development contributes to providing a net gain in biodiversity and that critical environmental capital is retained and enhanced.

Policy DM08: Biodiversity and Geodiversity

- seeks net gains in biodiversity and geodiversity where possible and safeguards protected species and their habitats.
- Policy DM09: Safeguarding Green Infrastructure
- Safeguards against the loss of green infrastructure, including public open space, unless alternative provision is made, or the green infrastructure network in the locality can be retained or enhanced through redevelopment of a small part of the site.

Other strategic documents

The whole of the Parish lies within the UNESCO North Devon Biosphere transition zone. The [north devon biosphere strategy](#) builds its policies and actions around 4 aims:

Environment Aim: To improve the environment of north Devon to reflect its world class status

Social Aim: To support a more equitable, vibrant and thriving community within the Biosphere Reserve

Economic Aim: To have a resilient economy in Biosphere Reserve that contributes to its environmental and social wellbeing

Knowledge Aim: To create and share knowledge within Biosphere Reserve that improves our wellbeing and benefits others. Two Biosphere projects of relevance running until 2015 include:

- A small part of the north west of the Parish has been part of the Nature Improvement Area based on the Torridge catchment area <http://www.northdevonbiosphere.org.uk/nature-improvement-area>
- [Taw River Improvement Project](#) aimed to reduce phosphates and run-off into the rivers by advising land owners. Most of the Parish falls within a Nitrate Vulnerable Zone

[The Devon Biodiversity Action Plan \(BAP\)](#) was prepared in 2004 and updated to cover geology and geomorphology. The action plan contains high level actions around four themes: 1. Data and information 2. Legislation and planning 3. Policy for the wider environment 4. Public awareness and involvement.

Biodiversity & habitats: information & data

Mapped information can be viewed on [Devon Environment Viewer](#)

- There is one **SSSI** at Pope House Moor – a Culm grassland site. This was last assessed in 2009 and was judged to be in favourable condition. The scarce marsh fritillary butterfly is known to breed at the site, as is the rare tree pipit.
- **County Wildlife Sites (CWS)** are found at:
 - Hollocombe Moor
 - Weston Long Moor
 - Venton Moor
 - Durdon Moor
 - Woodterril Moor
 - Thomas's and Yelland's Moors
 - Horry Mill Meadows
 - Loosedon Copse & Meadows

Most of these CWS are associated with Culm grassland habitats. In addition, the area surrounding Hollocombe Moor is a Purple Moor Grass and Rush Pasture Strategic Nature Area. Purple moor grass and rush pastures are listed as Priority Habitats in the UK BAP

- There are 4 areas of which have been included on the **Ancient woodland inventory**. These cover The central core of Winkleigh woods; the Hollocombe valleys; an area between Gerrrydown Farm and Loosedon Barton
- The Winkleigh Parish Biodiversity Audit 2009 (updated 2010) identifies the Parish wildlife highlights as:



Winkleigh Parish Biodiversity Audit 2 (within Winkleigh Pa

Species recorded

- The statutory and non-statutory designated sites
- The tributaries of the river Taw with its variety of rare and protected wildlife such as otter
- Wet habitats such as culm and marshy grassland
- Species-rich ancient hedges and wet ditches
- Winkleigh airfield

The Parish has no sites designated for geodiversity.

- The soils of the area are characterised by acid but base rich soils and areas of permeable seasonally wet acid loamy and clayey soils. Most agricultural land is of poorer quality (Grade 3 or below).

The Parish Council commissioned a hedgerow survey from Devon wildlife consultants. This focused on the hedgerows close to Winkleigh where development could potentially affect the flora and fauna present. The



hedgerow
survey.pdf

results of this survey are available to inform any future development in the village.

Biodiversity: Public consultation

There was support (86% of respondents) for measures to protect and enhance important wildlife assets and for encouraging landscaping, community woodland and tree planting (87%). Examples of comments from consultation events include:

“Building houses could reduce wildlife and people enjoy wildlife”

“Must be trees, space and corridors for wildlife”

“We need some open green spaces within the village -not managed but for wildlife flora, fauna etc”

“All new development should follow a “no net loss to biodiversity” principle”

At the Regulation 14 consultation stage, positive comments were received about draft Policy ENV1 which covers biodiversity, as well as suggested rewording to strengthen the policy. Those changes made are detailed in the Consultation Statement. One respondent queried the ability of the policies to protect the environment.

Landscape

Key messages from the NPPF

The NPPF has the following messages:

- Valued landscapes should be protected and enhanced
- Great weight should be given to conserving and enhancing the landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty
- The intrinsic character and beauty of the countryside should be recognised, along with the ecosystem services they provide

Key messages from the NDTLP

Policy ST14: Enhancing environmental assets

- ensuring development conserves and enhances northern Devon’s local distinctiveness including its tranquillity
- protecting and enhancing local landscape taking into account the key characteristics, the historical dimension of the landscape and its sensitivity to change

Policy ST15: Conserving Heritage Assets

- Conserve and enhance the historic dimension of the landscape

Policy DM02: Environmental Protection

- Safeguards against light pollution

DM14: Rural Economy

- Supports new small scale economic development at Rural Settlements and in the Countryside, subject to criteria.
- proposals to support the rural economy should respect the character and qualities of the landscape and the setting of any affected settlement or historic assets and their settings. Effective mitigation measures should be taken.

WIN: Winkleigh Spatial Strategy/WIN01: Winkleigh Airfield/WIN02: Land North of Chulmleigh Road.

- Protection and enhancement of natural and built environment assets
- Restoration and enhancement of the landscape on the airfield
- Provision of community woodland on land allocated north of Chulmleigh Road
- Retention of mature boundary trees and appropriate new planting to enhance biodiversity

Other documents

[Devon's landscape character assessment](#) places the Parish in the Culm Ridge landscape character area. The future strategy for the area is:

- To protect the landscape's open skylines, and to protect and enhance its rural character.
- The area's distinctive skylines, with their characteristic church towers and hill-top clumps remain free from inappropriate development.
- Agricultural land is well-managed, including hedgerows and patches of unimproved grassland.
- Historic features and surviving areas of Culm grassland are protected, along with the area's qualities of tranquillity and dark night skies.
- Existing development is better-integrated into the landscape to enhance its rural character.

The landscape is further described in the [North Devon and Torridge Landscape Character Assessment](#) which identifies the Parish as falling within two landscape character types. To the north, the farmed lowland moor and Culm grassland; to the south, the upper farmed wooded valley slopes.

Landscape: Information & data

- The Parish does not have any landscapes that are formally designated for their value
- The Parish is dominated by the upper farmed and wooded valley slopes landscape character type, a sub set of the Culm Ridge landscape character area. There are pockets of historic and medieval landscapes remaining.
- [Devon's landscape character assessment](#) identifies Winkleigh as a place where expansion of the settlement and industrial land uses on the airfield have altered the landscape locally
Pressures for change include: uncertainty over the viability of farming (changes in grant regimes etc); loss of hedgerow trees and skyline trees; continued settlement expansion, especially around prominent buildings and farmsteads; renewable energy installations and cropping; climate change affecting seasonal patterns and growing practices and threatening the survival of semi natural habitats; new pests and diseases.

Landscape: Public consultation

The public supported landscaping, community woodland and tree planting. There was also strong support (89.3%) for measures to enhance open spaces and views that contribute to the character of Winkleigh village. Examples of comments from consultation events include:

"Open undeveloped patches of land in the village give glimpses of countryside beyond and allow less mobile members of community to enjoy some rural character"

"Views to the national park Dartmoor from the top of Townsend hill and coming from Okehampton/N Tawton looking at lovely Winkleigh"

"View from Okehampton way back to the village could be ruined. No Townsend development"

The Natural Environment: Conclusions

- The only international designation affecting the Parish is the UNESCO Biosphere transition area. There is only 1 site of national importance for biodiversity. However, there are a number of sites which are BAP priority habitats and protected species have been recorded at other locations in the Parish.
- Most of the wildlife sites in the Parish are associated with Culm grassland sites, vulnerable to changes in farming and land management, and to development which occurs in or near sensitive locations.
- Hedgerows, banks, green lanes and wooded valleys are typical of the Parish and can act as wildlife corridors as well as habitats in their own right.
- The clustered settlement form and prominence of Winkleigh church are typical of the villages in the Culm Ridges landscape character area.
- The Parish has the night time dark skies typical of this rural area – in part an outcome of its distance from other major settlements.
- Public consultation highlights concern about the erosion of biodiversity assets and the impact on wildlife typical of the area.

The Built, Historic & Cultural Environment

Key messages from the NPPF

The NPPF has the following key messages:

- Heritage assets are an important resource and should be conserved in a manner appropriate to their significance
- Plans should set out a positive strategy for the conservation and enjoyment of the historic environment
- The desirability of development making a positive contribution to social and economic life, local character and distinctiveness, and the opportunities to draw on the contribution of the historic environment to the character of a place should be taken into account
- Harm to, or loss of designated heritage assets should be exceptional and require clear and convincing justification
- Where a development proposal results in harm to a non designated heritage asset, a judgement is necessary having regard to the scale of any harm or loss and the significance of the heritage asset. Any loss should be recorded in advance of development (in a manner proportionate to their importance and the impact)
- Opportunities for new development within Conservation Areas and within the setting of heritage assets to enhance or better reveal their significance should be treated favourably

Key messages from the NDTLP

Policy ST04: Improving the Quality of Development

- Development will be sustainable and of high quality, based on a clear process and respond to the characteristics of the site

Policy ST15: Conserving Heritage Assets

- The quality of northern Devon's historic environment will be preserved and enhanced
- Conserve and enhance the historic dimension of the landscape
- Conserve and enhance cultural, built, historic, archaeological features of national and local importance and their settings, including those not formally designated
- Identify and protect locally important buildings that contribute to character and identity
- Increase opportunities for access and education

Policy DM04: Design Principles

- Policies seek good design, responding to a number of principles with the outcome being the creation of successful places that respond to the challenges of climate change

Policy DM07: Historic Environment

- Proposals affecting heritage assets and their settings will be supported provided they conserve or enhance the significance of the asset and its setting. Proposals need to be accompanied by a Heritage Statement.

- Where there is the potential for harm to a heritage asset from a proposal, the benefit of the proposal should be explained, and the benefits weighed against the harm caused
- Energy efficiency improvements, or renewable energy installations to heritage buildings will be supported where there is no significant harm to the asset and CO₂ savings cannot be made by a less harmful alternatives

Policies WIN/WIN01/WIN02:

- Protection and enhancement of natural and built environment assets
- Restoration and enhancement of the landscape on the airfield
- Provision of community woodland on land allocated north of Chulmleigh Road
- Retention of mature boundary trees and appropriate new planting to enhance biodiversity

The built, historic and cultural environment: Information & data

- The core of the village was designated a conservation area in 1971. The conservation area appraisal dates from 1978. A search of the National Heritage database returns 76 listed buildings and structures, the majority in the village itself. All Saints Church is Listed as a Grade 1 building, dating from the 14th Century. There is surviving medieval and 17th century fabric and interesting 19th century restoration work, particularly the sgraffito decoration. There is only one II* listed property [Lower Bransgrove]. Court Castle and Croft Castle are Scheduled Ancient Monuments.
- The only enhancement within the conservation area has been the undergrounding of electricity cables, new street lighting and some re-paving of the footpaths.
- The historic significance of the airfield was reported on by ACE in 1999 [Winkleigh Airfield Survey](#) . This found that some buildings were in good condition and were examples of their type. The former control tower is a listed building. Croft Castle was also subject to a watching brief by ACE, as part of improvement works to the village hall.
- A feature of the Square is the pyramidal shaped pump, erected to commemorate the Great Reform Act of 1832
- A visual character appraisal of Winkleigh was undertaken for the [Village Design Statement](#). The centrefold illustration of the VDS (and reproduced in the NP) summarises and describes six distinctive areas within the village and highlights post war development.
- Shute Lane is an ancient trackway heading south from the village. There are other green lanes in the Parish Green between Riddestone Farm and Graysbridge Farm and between Taw Green and Bulrow Brook via Stabdon Farm.

The built, historic & cultural environment: Public consultation

In the 2017 consultation, 86% of respondents supported measures to promote the history and identity of Winkleigh, and more than three quarters also supported the use of local materials in new buildings and village streets, and the design of lighting to favour dark skies. Examples of comments from consultation events include:

“There is more emphasis on new development rather than conserving and maintaining the older part of the village.”

“Thatching industry important – should be encouraged and a % of new homes should be thatched, incorporating swift/house martin holes.”

“Character of Winkleigh being eroded. Essential to keep historic core of village intact.”

“Square requires enhancement – especially around pump...”

“New homes should be in keeping with the village”

The Built, Historic & Cultural Environments: Conclusions

- The Parish has a variety of historic assets – listed buildings, scheduled ancient monuments, and a second world war legacy on the airfield, where there are opportunities for landscape and environmental enhancement.
- Winkleigh has a variety of development, much of it post war and different in character from the denser, more compact settlement form.
- Public consultation raised concerns about the loss of the special character and distinctiveness of settlements in the Parish and fear that development in the pipeline would add to this.

Resources

Key messages from the NPPF

Nationally, the UK is committed under the Climate Change Act 2008 to an 80% reduction in greenhouse gas emissions by 2050 compared to 1990 levels.

The NPPF contains the following key messages:

- The planning system should support the transition to a low carbon future, taking full account of flood risk and coastal change. It should shape places that contribute to radical reductions in greenhouse gas emissions.
- Policies should support measures to ensure the future resilience of communities and infrastructure to climate change impacts
- To help increase the supply of renewable and low carbon energy and heat plans should provide a positive strategy for energy from these sources; consider identifying suitable areas for renewable and low carbon energy sources; identify opportunities for decentralised renewable or low carbon energy supply systems and for co locating potential heat customers and suppliers
- Local Planning Authorities should support community led initiatives for renewable and low carbon energy
- The overall need for renewable or low carbon energy does not have to be demonstrated and local authorities should recognise that even small scale projects have a contribution to make.
- New development should be planned for in ways that help reduce greenhouse gas emissions, such as through its location, orientation and design. Any local requirements for the sustainability of building should reflect the Government's policy for national technical standards.
- Inappropriate development in areas at risk of flooding should be avoided. A sequential, risk based approach to the location of development should be taken.

Key messages from the NDTLP

Policy ST02: Mitigating Climate Change

- Reduce greenhouse gas emissions by locating development appropriately/high standards of design
- Prudent use of key resources
- Balanced mix of uses in sustainable locations, facilitating a step change towards sustainable modes of transport
- Promoting low carbon and renewable energy generation
- Using previously developed land/recycling
- Reducing pressure on water resources and increasing reuse

Policy ST03: Adapting to Climate Change and Strengthening Resilience

- Minimising flood risk and surface water run off
- Upgrading flood defences
- Re-establishing functional flood plains

Policy ST16: Delivering Renewable Energy and Heat

- Support for development incorporating on site provision of renewable energy or heat and/or low carbon technologies
- Support for community led enterprises to meet the needs of the community
- Support for renewable and low carbon energy and heat generating development where landscape sensitivity is able to accommodate them; there is no impact on local amenity
- The special qualities of nationally important landscape, biodiversity and heritage designations and their settings are conserved or enhanced
- The cumulative effects of operational, consented or proposed development will also be taken into account

Policy DM07: Historic Environment

- Support for energy efficiency improvements or generation of renewable energy is supported where it can be achieved without harm or degradation to the historic fabric; and equivalent carbon dioxide emission saving cannot be achieved by alternative siting or design that would have a less severe impact.

Other documents

[Devon Climate Change Strategy 2018](#) aims to:

- reduce greenhouse gas emissions from buildings by working in partnership to plan for new low carbon development and to retrofit energy efficiency and low carbon heating measures.
- Contribute to a reduction of emissions from transport by supporting low carbon vehicles, by promoting sustainable transport and communication choices and through the sustainable planning of new development.
- Help reduce emissions from waste and encouraging recycling, using fuels that are produced as a result of processing waste

Energy & climate change: Information & data

- Winkleigh households have a carbon footprint some 20% higher than the UK average [Winkleigh carbon reduction project 2009](#)
- Most energy is used for heating and hot water (63%); 25% on private vehicles
- In 2017 the average household in the EX19 postcode area consumed 5,698KWh of electricity [Postcode level electricity statistics: 2017 \(experimental\) - GOV.UK](#)
- In the South West the average combined gas and electricity bill is £1,292 a year (2019)
- In 2017 an estimated 13.2% of households in Torridge were in “fuel poverty” . [Sub-regional fuel poverty data 2019 - GOV.UK](#) The parish has no gas mains connection and the housing stock is generally old and difficult to insulate [solid walls].
- In 2016 238,903Mwh of electricity was generated from renewable sources in Torridge, the majority from solar (39%) and onshore wind (22%). 7.4% of households have solar PV. <https://renewablelocator.green-alliance.org.uk/area/358>
- There is good information about the types of actions local people can take to reduce energy consumption and use energy more efficiently in the [Winkleigh Carbon Reduction Project Report](#)
- [Landscape Sensitivity Assessment for Torridge](#) for renewable energy installations at a variety of different scales shows most of the areas surrounding the Parish have limited sensitivity to renewable energy development.

- Good progress has been made in reducing carbon emissions. Between 2005 and 2017 per capita emissions in Torridge fell from 7.1ktCO₂ to 4.4ktCO₂, in common with Devon and the South West. Emissions from domestic and commercial/industrial sources have fallen, but those relating to transport have risen. [UK local authority and regional carbon dioxide emissions national statistics: 2005 to 2017 - GOV.UK](#)
- In future, summers are projected to be hotter and drier, and winters are expected to be warmer and wetter. Relative sea levels are likely to continue to rise and storm events may become more intense.
- In Devon, agriculture is the greatest contributor to greenhouse gas emissions. While emissions are generally falling, in Torridge the contribution of transport has fallen very little. [Devon Climate Change Strategy 2018](#)
- Mean annual temperature is very likely to be more than +1.7 deg C and unlikely to be more than +4.0 deg C. More information on other likely changes can be found [here](#)
- The warming of atmospheric conditions is producing more extreme weather events. A media search between January 2000 and September 2009 revealed 141 [reported impacts of weather in Devon](#). The overwhelming majority of these related to surface flooding. Extreme cold, snow and ice came a joint second with wind damage.

Waste: Information & data

- There is a statutory environmental target of a 50% recycling rate by 2020. In the year 2017/18 the rate was 41.2%.
- Recent changes to waste recycling and collection in Torridge (June 2018) have seen recycling rates rise, with a 34% reduction in household waste going to landfill (June 2017-June 2018)

Flooding: Information & data

- The Devon Environment Viewer identifies assets at risk from flood at Riddiford and Hollocombe.
- [Environment Agency - Flood Map for Planning](#) shows limited areas of land associated with Hollocombe Water and its tributaries and Bullow Brook falling within flood zones 2 and 3.

Resources: Public consultation

There was community support for recycling, composting, electric charging points and green energy. In the weeks before the Regulation 14 consultation, TDC declared a Climate Emergency. Winkleigh Parish Council also declared a Climate Emergency at its meeting in September 2019. As yet there are no details of what actions may emerge to address this, but many will be projects that sit outside the Neighbourhood Plan.

Community attitudes to renewable energy vary. There were no comments relating to renewable energy gathered at the 2017 consultation. The rising political importance of climate change resulted in public comments at the Regulation 14 consultation, with 86% of respondents supporting Policy ENV6: Sustainable energy generation. Examples of comments include:

“Renewable energy – urgency to deliver should be built into plan”

“Should harness wind power for community benefit”

“Why is there no mention of renewable energy on the airfield?”

“Solar panels should be mandatory on all new development. Solar farms next to new estates”

“No more wind turbines”

“Targets are too low to fit with Government objectives. Principles for renewable energy are good but need to be more ambitious”

“Brief paragraph does not address the challenge of climate change/high emissions in Torridge”

Resources: Conclusions

- Changes to the climate will impact on agricultural practices (and potentially food security), water resources, flood defences, transport, public health, wildlife, landscape and the makeup of the economy.
- Changes in weather patterns are likely to require greater resilience to events and good emergency planning.
- While carbon emissions in the district have gone down, those from transport have increased slightly and remain a challenge to address.
- There is scope to improve energy efficiency by retrofitting the existing housing stock and encouraging high levels of energy efficiency in new buildings. Achieving higher sustainability performance in new development is limited by the advice in the NPPF that any local requirements for the sustainability of building should reflect the Government’s policy for national technical standards.
- There is scope for additional renewable energy generation within the Parish as well as at the domestic level. Landscape sensitivity analysis shows that the Parish has limited sensitivity to wind turbine development.
- While most of the developed parts of the Parish are not affected by high levels of flood risk, emergency planning to cope with other weather related impacts (eg extreme heat; low temperatures) needs to be kept up to date to protect vulnerable residents.
- Public consultation revealed an urgency to address climate change, with greater attention to renewable energy at the domestic level and to promotion of electric vehicles..

Population & Housing

Main messages from the NPPF

Main messages in the NPPF:

- The Government's objective is to significantly boost the supply of housing. The minimum number of homes needed should be informed by a local housing need assessment, setting out the size, type and tenure of housing needed for different groups in the community
- Where affordable housing is required, planning policies should specify the type of housing required, and expect it to be met on-site (unless off site provision or a financial contribution in lieu can be robustly justified; and the agreed approach contributes to the objective of meeting mixed and balanced communities)
- Outside of designated rural areas, affordable housing can be sought on major developments (10 or more dwellings or where the site has an area of 0.5Ha or more irrespective of dwelling numbers), in designated rural areas affordable housing can be sought on sites delivering 6 or more dwellings. With major development it is expected at least 10% of homes should be for affordable home ownership, unless this would exceed the level of affordable housing required in the area, or prejudice the ability to meet identified affordable housing needs of specific groups.
- Strategic policies should set out a housing requirement for designated neighbourhood plan areas
- A supply and mix of sites should be identified from a strategic housing land availability assessment, identifying specific, deliverable sites for years 1 to 5 of the plan period, and specific developable site or broad locations for growth for years 6-10 and where possible for years 11-15 of the plan.
- Small and medium sized sites can make an important contribution. Windfall sites can be counted as part of the anticipated supply, but there should be compelling evidence they will provide a reliable source of supply.
- Neighbourhood planning groups should consider the opportunities for allocating small and medium sized sites suitable for housing in their area
- Local planning authorities should support the development of entry level exception sites, suitable for first time buyers (or those looking to rent their first home), unless the needs for such homes is already being met within the authority's area. These sites should be adjacent to existing settlements and proportional in size to them.
- The supply of new homes can often best be achieved through larger scale development, provided they are well located and designed and supported by the necessary infrastructure and facilities
- Strategic policies should set out a housing delivery trajectory. Local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of 5 years worth of housing against their housing requirement, or against their local housing need where the strategic policies are more than 5 years old. The supply of deliverable sites should in addition include a buffer amount (5% to ensure choice and competition in the market for land; 10% where a 5 year supply is demonstrated through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; 20% where there has been significant under supply of housing over the previous 3 years.
- In rural areas policies and decision should be responsive to local circumstances. Housing should be located where it will enhance or maintain the vitality of rural communities. Rural exceptions sites should be supported where they will provide affordable housing to meet identified local need, and

authorities should consider whether some open market housing on exception sites would help facilitate this

- Policies should avoid the development of isolated homes in the countryside unless there is an essential need for a rural worker; development would be the optimal use for a heritage asset, or secures its future; it would re-use redundant or disused buildings; development would involve the subdivision of an existing dwelling; or the design is truly outstanding and innovate and would enhance its immediate setting.

Main messages from the NDTLP

Policy ST07: Spatial Development Strategy for Northern Devon's Rural Area

- Winkleigh is identified as a Local Centre – the primary focus for development in the rural area. Development will enhance the sustainability of the locally important service centres and enable wider than local needs to be met. The principle of development is enabled within the Local Plan defined development boundary.
- In Rural Settlements with at least one service or community facility, appropriately located development of a modest scale will be enabled to meet locally generated needs.
- In the Countryside beyond Local Centres, Villages and Rural Settlements, development will be limited to that which meets local economic and social needs, rural building reuse and development which is necessarily restricted to a countryside location.

Policy ST08: Scale and Distribution of New Development in Northern Devon

- Planned housing 2011-2031 for Local Centres will be 1,123 dwellings

Policy ST17: A Balanced Local Housing Market

- The scale and mix of dwellings should reflect identified local housing needs. Within development boundaries proposals for specialist housing will be supported where they meet an identified local need, are proportionate in scale to the locality; are accessible to local facilities; provide ancillary facilities as part of the development
- Development proposals will be encouraged to provide homes based on the principles of the Lifetime Homes Standard or equivalent.

Policy ST18: Affordable Housing on Development Sites

- New development will be expected to provide on site provision equal to 30% of all dwellings on site. Where this is not possible, alternative off site delivery or a financial contribution broadly equivalent to providing 30% of all dwellings on site can be made. Where a fraction of an affordable dwelling is required by policy, a financial contribution of broadly equivalent value to providing it on site is required.
- Affordable housing should be provided in step with development, be indistinguishable from open market housing and be intermixed across the site
- Affordable housing will initially be sought on the basis of a tenure mix of 75% social rented and 25% intermediate accommodation
- Affordable housing will be subject to arrangement to ensure it remains available to eligible households in perpetuity

- Occupancy will be restricted to households identified as being in need of affordable housing and in designated rural areas, priority of occupation will be given to households with a local connection.

Affordable housing thresholds are defined, with a distinction between areas, within and beyond “rural designated areas” with the provision for adjustment to accord with changes to national policy or guidance.

Policy ST19: Affordable Housing on Exceptions Sites

- Exceptions sites must be well related to or adjoining the development boundary
- The development should be proportionate to the nature and scale of the settlement
- It is to meet an identified local need for affordable housing, which cannot be reasonably satisfied without the exceptional release of land
- The housing should remain affordable in perpetuity
- Cross subsidy with market housing is acceptable provided it is the minimum amount required to enable the delivery of the affordable housing
- Occupancy is restricted to households identified as being in affordable housing need.
- Priority of occupation is given to households with a local connection.

Policy ST19A: Starter Homes Exceptions Sites

- Exceptions sites for starter homes will be supported subject to a range of qualifying conditions relating to the location and nature of the site; some market housing cross subsidy may be enabled to aid delivery.
- Occupancy restrictions relating to age at the time of purchase; discounted market value to a level of at least 20% for 5 years from the point of initial sale.

Policy ST20: Providing Homes for Traveller Communities

- Provision will be made to deliver at least 15 pitches for permanent gypsy and traveller accommodation across northern Devon
- Proposals for traveller accommodation will be supported to meet identified need, taking into account sustainable development and the interests of the settled community
- Existing authorised sites are safeguarded

Policy DM04: Improving the Quality of Development

- Policies seek good design, responding to a number of principles with the outcome being the creation of successful places that respond to the challenges of climate change

Policy DM23: Residential Development in defined Settlements without Development Boundaries

- Covers circumstances where dwellings can be provided in Local Centres and Villages without development boundaries

Policy DM24: Rural Settlements

- Enabled development provides for housing on the basis of local occupancy to meet an identified housing need, with a range of locational and size qualifications.

Policy DM26: Replacement Dwellings

- Supports replacement dwellings in the Countryside subject to qualifying criteria relating to visual intrusion, design quality and sustainability.

Policy DM28: Rural Worker Accommodation

- Covers circumstances where dwellings in the Countryside will be permitted to accommodate a rural worker

Policy DM29: Farmer Family Attached Accommodation

- Deals with provision of self contained residential accommodation for occupation by members of a farmers family employed on the working farm

Policy WIN: Winkleigh Spatial Strategy

- Provision of a minimum of 60 dwellings, including affordable homes to meet the range of housing needs in the community with accommodation for elderly and retired persons and a variety of tenure
- Identifies a site for approximately 55 dwellings north of Chulmleigh Road

Policy WIN02: Land North of Chulmleigh Road

- Provision of a minimum of 60 dwellings, including affordable homes to meet a range of housing needs, including the elderly and retired persons and a variety of tenure.
- A site for approximately 55 dwelling is allocated north of Chulmleigh Road.

Population & housing: Information & data

Many key census variables are collated into this table: [2011 census](#)

Information also been drawn from the [Winkleigh Ward Profile 2017](#)

- An estimated 2,068 people live in the Ward of Winkleigh [2011 census], in about 940 households
- Almost a third of the population is aged over 65, compared to 26% in Torrington as a whole.
- Between 2001 and 2011 the population of the County grew by 5.9%. The population of Torrington increased by 8.3%. Only Mid Devon and West Devon grew at a faster rate. The population of Winkleigh grew by about 16% between 2001 and 2011.
- The numbers of households have also increased [by 18% 2001-2011] as household sizes have got smaller [more people living along, ageing population]. Almost a third of households have only one person.
- [Population projections](#) prepared by the County Council indicate the population of Torrington could increase from an estimated 65,100 in 2013 to 74,300 by 2033.
- The National Housing Federation's [Home Truths 2016/17](#) gives the mean house price in Torrington as £224,203 in 2016/17. Mean annual earnings were £22,589, with a ratio of house prices to incomes of 9.9. The mean annual earnings required for an 80% mortgage was £51,246. Mean monthly rents cost £577. There are a total of 2,969 Housing Association affordable homes in the District.
- An affordable housing need survey in 2014 identified a need for 8 affordable homes in the next 5



HN report
Winkleigh draft (2) 5
years.

- More households in Winkleigh own their properties (75.3%) compared to Torrington as a whole (71.5%). Fewer households rent (7.8% social rented; 14.4% private rented) compared to Torrington (9.0% social rent; 17.0% private rent). A high proportion of properties are detached (68.4%).
- The ward has more households living in properties with four or five bedrooms (26%) compared to the District (22.9%)
- Winkleigh has expanded significantly since 1991, with new housing estates to the north and south of the village adding to the housing stock. The [SHLAA for the NDTLP](#) shows that between 1991 and 2013 an additional 291 dwellings were built. Planning permissions currently exist for 2 large sites to the west of Winkleigh (total 125 dwellings) in addition to the site north of Chulmleigh Road allocated in the NDTLP, resulting in the potential for around 215 new dwellings.

Population & housing: Public consultation

All public consultation events have resulted in comments expressing antipathy to new development, with a desire for any new homes to be on small scale sites (around 15 dwellings) or to meet the need for affordable housing for local households. The public response to the Regulation 14 consultation resulted in objections to housing policies that enabled development, especially policy H1 which referenced the circumstances where development would be enabled outside the development boundary (since amended in the Regulation 15 draft). There was also considerable concern about the ability of local services (school, medical facilities, public utilities) to keep pace with development – many considered facilities overloaded at present. In 2017 nearly 90% of respondents supported measures to review local health and education provision as development occurred.

Examples of comments from the Regulation 14 consultation:

“Oppose developer plans for Winkleigh – no regard for quality of life, design etc”

“oppose expansion of the village – if plan goes ahead we will be as big as a town. No other development should be granted until after 2031”

“Disagree with building outside the development boundary and building within the boundary should be kept to a size the village can cope with”

“Policy H2 supports small scale housing that is affordable and has services integrated, not just estates”

“Winkleigh needs social housing for local people”

“Housing unaffordable”

“Is housing for all achievable given local salaries? Meeting local need has been reduced to support for a community development trust”

“Strongly oppose large developments...infrastructure needed”

“Capacity of doctors, schools needs addressing”

“Numbers of new houses to be limited until a new school and surgery”

Population & housing: Conclusions

- Winkleigh's status as a Local Centre means it will continue to be a focus for development to serve the immediate rural area.
- The village will undergo significant levels of development if all planning permissions and land allocations are implemented.
- Housing commitments in the Parish are likely to meet the local requirement for future housing without the release of additional land.
- The ageing population means there is a need for more specialist housing. A changing population structure also has implications for the delivery of health, education and social care, and for social inclusion and community life.
- There remains a need for affordable housing. Local incomes are low compared to house prices (this links to issues of poor educational attainment and skills in Torridge). It is important that development in the Parish contributes to affordable housing need in line with the policies of the NDTLP
- Changing farming patterns may create opportunities and pressures for the conversion of properties in the countryside.
- Public attitudes do not support significant development in the Parish with most emphasising the need for affordable housing to meet local need, and favouring small, infill sites.

Community Life & Well Being

Main messages from the NPPF

The main messages of the NPPF:

- The planning system should help achieve the social objective of sustainable development, to help support strong, vibrant and healthy communities
- Strategic policies should set out an overall strategy for the pattern, scale and quality of development and make sufficient provision for...infrastructure....community facilities
- Policies and decisions should promote social interaction (eg through mixed use development, strong neighbourhood centres, street layouts that allow for easy pedestrian and cycle connections within and between neighbourhoods, and active street frontages); be safe and accessible and enable and support healthy lifestyles.
- Social, recreational and cultural facilities and services should be planned for positively
- The unnecessary loss of valued facilities and services should be guarded against. Ensure that established shops, facilities and services are able to develop and modernise and are retained for the benefit of the community.
- Weight is to be given to the need to create, expand or alter schools
- Existing open space, sports and recreational buildings and land, including playing fields should not be built on unless an assessment shows it is surplus to requirements; the loss would be replaced by equivalent or better provision, or the development is for alternative sports and recreational provision, the benefits of which outweigh the loss of the current or former use.
- Policies and decisions should enhance public rights of way and access, taking opportunities to provide better facilities for users.
- Neighbourhood plans can designate land as Local Green Space, provided it is reasonably close to the community it serves; is demonstrably special to a local community and holds local significance; it is local in character and is not a tract of land.

Main messages from the NDTLP

Policy ST12: Town and District Centres

- In all Policy ST06 and ST07 defined settlements and Rural Settlements, locally important shops, services and community facilities will be protected from loss and new provision encouraged where appropriately scaled.

Policy ST22: Community Services and Facilities

- The development of new or extended community facilities is supported; innovative delivery methods through mobile services and technology.
- Measures to safeguard against the loss of community services and facilities
- Support for community initiatives to delivery services and facilities, identified through Parish Plans or equivalent, where they contribute to making local communities more sustainable.

Policy ST23: Infrastructure

- Developments will be required to provide or contribute to the timely provision of infrastructure made necessary by the specific and/or cumulative impact of development.

Policy DM05: Highways

- All development shall protect and enhance existing footways, cycleways and bridleways and facilitate improvements to existing or provide new connections to these routes where practical to do so.

Policy DM09: Safeguarding Green Infrastructure

- Safeguards against the loss of green infrastructure, including public open space, unless alternative provision is made, or the green infrastructure network in the locality can be retained or enhanced through redevelopment of a small part of the site.

Policy DM10: Green Infrastructure Provision

- The policy sets standards for accessible green infrastructure to be provided as part of development for: allotments; amenity and natural greenspace; childrens play space; play space (youth); parks, sport and recreation grounds.

Policy WIN: Winkleigh Spatial Strategy

- Social and community facilities are to be safeguarded and enhanced to support existing residents and new development, including recreation facilities, community centres and other village assets and health care provision.

Community life: Information & data

- The [North Devon and Torridge Green Infrastructure Strategy](#) community consultation identified the highest priority for provision/improvement/access to local recreation grounds or parks. The highest shortfall in provision was perceived to be in outdoor facilities for teenagers. Improvements were also required to children's play areas. New open space, sport and recreation facilities appropriate to the size and type of development sites are recommended for sites of more than 9 dwellings.
- The Parish has only one public right of way from the village itself to the open countryside. Hollocombe has a network of footpaths and bridleways that link the hamlet to the wooded valleys surrounding it. Hollocombe Moor and Winkleigh Woods are areas of open access, but can only be easily reached by car.
- The strategy cites public rights of way as the most frequently used facility, with over 30% of households reporting using them almost every day. A majority of residents think there is a need for more footpaths, bridleways and cycleways.
- The Parish has three significant community buildings: the village hall; the community centre; and, Winkleigh sports centre. The sports centre adjoins land used as a football field, allotments, a children's play area; multi sports surface for tennis and netball and former bowling green. The management of these facilities is challenging: the village hall and community centre are older buildings in need of refurbishment and modernisation.
- The Parish church and chapels also provide venues for community events
- The Square serves as an outdoor venue for community events, performances and the annual Winkleigh Fair
- The [Winkleigh directory](#) lists numerous societies and organisations, and service providers
- 26% of households have a resident with a long term health problem or disability [28% in Torridge]

- In 2011 analysis of data relating to crime, wellbeing, house prices, educational attainment etc led to journalists identifying Winkleigh as the best place in England to raise children. In 2012 it was still in the top 2% of family friendly postcodes
- One in five residents has some form of health issue that limits their activities to some degree. Just over 8% of residents say their health limits their day to day activities a lot (2011 census).
- Just over 11% of the population provide some form of unpaid care for those in poor health (12% in Torridge). Some 45 residents provide more than 50 hours a week of unpaid care.
- There is a link between high numbers of households in fuel poverty, elderly households and the risk of injury from falls. However, elderly Winkleigh residents are relatively well off compared to others in Torridge <http://www.devonhealthandwellbeing.org.uk/wp-content/uploads/2011/07/Older-People-Profile-District-Torridge-2011.pdf>
- The Indices of Deprivation 2015 show Torridge as the 67th (out of 376) most deprived Local Authority area, the most deprived of the Devon districts. [Analysis of the Index of Multiple Deprivation for Devon](#) shows that between 2010 and 2015 Torridge has become relatively more deprived. It falls within the most deprived local authorities in England for education, skills and training and barriers to housing and services.
- The Parish is served by medical facilities at Chulmleigh and a small branch surgery housed in a bungalow on the Southernhay estate. There are no dental practices.
- The Parish has a newsletter (Distinctly Winkleigh) published quarterly by the Winkleigh Society.
- The Primary school has capacity for 210 pupils and had a school roll of 226 in January 2017.
- A survey of primary and secondary school pupils raised issues about transport and youth facilities



school survey chart
results.docx

- Winkleigh has a number of shops serving day to day needs, as well as a range of services (hairdressers, vets, estate agents, café, post office, garage/petrol). There are limited banking services and the nearest supermarkets are in Crediton, Okehampton and Torrington.

Community life & wellbeing: Public consultation

The public response focused on the adequacy of local services and facilities (see above) and access to the countryside. In 2017 over 75% of respondents supported provision of new footpaths linking the community to the countryside, and 85% were in favour at the Regulation 14 stage. The desire to find safe walking routes to Winkleigh Woods and the playing fields was commonly expressed, although there were opposing views from those directly affected by the idea of opening up new public rights of way.

Examples of comments:

“Need a village pond – could be incorporated into new development”

“Safer routes between village and airfield needed”

“Opposed to use of Shute Lane – historic site, impractical – would assist crime as easy access would be available”

“Network of rights of way needs to be developed”

“Lack of pedestrian access to the countryside”

“More footpaths from village to local areas”

“Strongly oppose any pedestrian route to Winkleigh woods”

“Would like to see walking access to Winkleigh woods – walking on road too dangerous”

Community Life & Wellbeing: Conclusions

- Community life in Winkleigh is strong, with a good variety of clubs, societies and organisations.
- The local population supports a good range of shops, services and facilities
- As the population grows there will be a requirement to ensure the provision of shops, services and facilities keeps pace with change.
- The accessibility of services and access to good quality housing affects the quality of life.
- There will be a growing requirement for more open space, improved leisure facilities and better access to the countryside as the population of the Parish expands. Commonly cited ideas for new public rights of way include: Winkleigh woods, Shute Lane
- More elderly people, and changing demands for health care may result in different patterns of health care delivery and – along with an increasing population - drive the need for more medical facilities.
- There is strong support for more access to the countryside and for improved community infrastructure.

The Economy

Main messages from the NPPF

The Government's Industrial Strategy sets out a vision to improve productivity across the UK. There is a delivery programme to make the UK a leader in: artificial intelligence and big data; clean growth; future mobility; and, catering for an ageing society.

The main messages of the NPPF:

- Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt.
- Weight should be given to the need to support economic growth and productivity, taking into account local business needs and wider opportunities for development.
- Strategies should positively and proactively encourage sustainable economic growth: identify sites for investment; address barriers to investment such as inadequate infrastructure; and be flexible enough to meet needs not anticipated in the plan and allow for flexible working practices (such as live-work accommodation).
- Policies should recognise the specific locational requirements of sectors eg knowledge and data networks; storage and distribution.
- Enable the sustainable growth and expansion of all types of business in rural areas; the development and diversification of agricultural and other land based businesses; sustainable rural tourism and leisure development which respect the character of the countryside; the retention and development of accessible local services and community facilities.
- Recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to, or beyond existing settlements.
- Planning policies and decisions should support the expansion of electronic communications networks and full fibre connections to existing and new developments.
- The number of radio and electronic communications masts should be kept to a minimum consistent with the needs of consumers, the efficient operation of the network and the capacity for future expansion.

Main messages from the NDTLP

The main messages of the local plan:

The Vision for the northern Devon economy is: A diverse and resilient economy that can adapt to challenges and maximise opportunities, underpinned by an appropriately skilled workforce and effective infrastructure.

Policy ST07: Spatial Development Strategy for Northern Devon's Rural Area

- Local Centres (Winkleigh) will be the primary focus for development in the rural area, to enhance the sustainability of locally important service centres and to enable wider than local needs to be met. The principle of development is enabled within the Local Plan defined development boundary.

Policy ST08: Scale and Distribution of New Development in Northern Devon

- At Local Centres, 0.9Ha of additional employment land will be provided; an additional 0.3Ha in villages, with no provision being allocated in Rural Settlements and the Countryside.

Policy ST11: Delivering Employment and Economic Development

- Employment growth will be supported to deliver quantitative and qualitative improvements in job opportunities
- As well as the allocation of 85.1Ha of employment land, a flexible approach to land release will be adopted in response to relocation or expansion proposals that lead to improvements in the economy.
- Opportunities for inward investment will be sought. The high environmental qualities of the area will be safeguarded to attract new investment and links between the economy and environment will be fostered.
- Education and skills development will be fostered, and sustainable forms of business, such as home working and ICT.
- High value jobs in business, education and research and those supporting a low carbon economy and other key growth sectors will be encouraged in sustainable locations. Developers will need to demonstrate how they will work with local economic partnerships to maximise opportunities for employing local people and developing skills in northern Devon.
- Modernisation of employment sites will be encouraged
- Economic development and diversification of the rural economy including re-use of redundant rural buildings is supported where it does not conflict with other local plan policies.

Policy ST13: Sustainable Tourism

- Supports tourism development that promotes a year round industry. Growth should be sustainable and not damage the natural or historic assets of northern Devon.

Policy DM12: Employment Development at Towns and Villages

- Supports economic development on existing and allocated sites within the development boundary; and, new sites appropriate to the scale of the settlement adjacent to, or well related to the development boundary to meet an identified business need, where the Council is satisfied there is an insufficient supply of sites in the area and the development cannot be accommodated within the development boundary/settlement.

Policy DM13: Safeguarding Employment Land

- Non employment uses are not supported on allocated sites or buildings currently or previously used for employment unless there are: sufficient quality and quantity of sites available in the local area; marketing demonstrates the site is no longer suitable for employment use; the existing use is causing harm to neighbouring users
- A sequential test is to be applied to the redevelopment of the site in the following order of preference: employment use; mixed use; non employment use.

Policy DM14: Rural Economy

- Supports new small scale economic development where it is a change of use or conversion of a permanent or soundly constructed building, or the site adjoins or is well related to a defined settlement or Rural Settlement, or the proposed use has a strong functional link to local agriculture, forestry or other existing rural activity.

Policy DM15: Farm Diversification

- Supports farm diversification of an appropriate scale where it reinforces the viability of the farm business; where the reuse of buildings has been fully explored; sets criteria for the siting of any new buildings.

Policy DM16: Equine Development

- Support for equine development where it re-uses existing building and where new buildings or ancillary development is well related to existing buildings; it is not detrimental to nearby residents; and is conveniently for suitable existing riding areas.

Policy DM17: Tourism and Leisure Attractions

Development of new, expanded or rationalised tourism, visitor or leisure facilities is supported, subject to qualifying criteria relating to impact and scale, where located within or adjoining defined settlements outside the Coast and Estuarine Zone and with the Developed Coast. In the Undeveloped Coast and in the Countryside beyond the Coast and Estuarine Zone, further justification is required to enable new, the expansion of or the rationalisation of existing tourism, visitor or leisure facilities.

Policy DM18: Tourism Accommodation

- Support for new, expanded, or rationalised tourism accommodation in Local Centres, subject to a range of criteria
- Outside Local Centres and other higher order settlements the development of new, the expansion of or the rationalisation of tourism accommodation will be supported, where it is related to and compatible in scale with an existing tourism, visitor or leisure attraction; or it reuses or converts existing buildings; improves facilities for, or existing tourism accommodation, subject to impacts on the local road network; landscape; environmental and heritage assets.
- Removal of occupancy conditions on holiday accommodation will only be permitted where it is capable of being occupied permanently without need for major extension or alteration, and there is compelling evidence to demonstrate such a restriction is no longer justified.

Policy DM21: Local and Rural Shops

- Supports the development of shops or small groups of shops up to 250sq m (gross) retail floor area to serve neighbourhood or village needs
- Supports small scale retail development in the open countryside where it is ancillary to the main function of an existing enterprise, provided it does not harm the viability of Town, District or village shopping facilities, subject to there being an acceptable impact on the local road network, the character and appearance of the countryside or historic environment.
- Change of use of local shops is supported provided there is suitable alternative or replacement provision locally; or it is demonstrated the business is no longer viable and cannot reasonably be made so.

Policy WIN: Winkleigh Spatial Strategy

- Supports the local economy through expansion of existing businesses and safeguarding existing business sites

- Support for live-work units and appropriate use of Winkleigh airfield to enable wider than local employment needs to be met.
- Support for superfast broadband

Policy WIN01: Winkleigh Airfield

- Development should be in accordance with a Development Brief
- Provision for continued agricultural use
- Other acceptable uses include B1,B2 and B8 uses
- Development will need to secure landscape restoration; provide improved pedestrian and cycle access within and across the airfield; be of low density in landscaped settings and of a high design standard; and adopt sustainable development principles.

The economy: Information & data

- The 2011 census shows that 67% of the population aged 16-74 were economically active, slightly lower than the rate for Devon [70%]. 20% count themselves as retired (18% in Devon).
- Small employers and own account workers dominate the economy of the Parish. Self employment (32%) was also higher than for Devon as a whole (28%)
- Although there were improvements in the Torridge workforce between 2001 and 2011, The District still lags behind Devon. 23% of Winkleigh residents over 16 had no qualifications, compared to 25% of Torridge residents (21% in Devon). 25% were qualified to level 4 or above (22% in Torridge; 27% in Devon). Torridge has the highest percentage of working age residents with no NVQ qualifications.
- In common with national trends, those working part-time have increased between the censuses. In 2001 10% worked part time; in 2011 this had risen to 34%.
- The average salary in Torridge in 2018 was £25.8K compared to 36.6K nationally.
<https://www.plumplot.co.uk/Devon-salary-and-unemployment.html>
- The [Devon Economic Assessment 2018](#) echoes these findings, finding that Exeter and East Devon, and South Hams are more buoyant economically than the remaining 5 districts, where the sectoral structure is dominated by traditional activities that are low wage in character and – although improving – the skills base is not strong. There are issues relating to peripherality and economic mass appear to be causally implicated.
- The [Torridge area profile](#) suggests growth in the economy will be slightly faster than for the UK as a whole. Employment is forecast to grow by 7.7% between 2013-2025; real value added by 32.4%; and productivity by 22.2%. The greatest growth in employment is expected to be in construction; business and finance; accommodation and food; transport and storage and other services.
- Analysis has pointed to a sectoral structure dominated by activities linked to tourism and/or agriculture; a high incidence of poorly-paid and seasonal employment; a high incidence of self employment; and a weak profile in terms of workforce skills.
- The [Northern Devon Housing and Employment Study](#) 2014 identified the main drivers of the economy as: population growth; visitors numbers and spend; housing provision; manufacturing and exports and enterprise; and, small business growth. Opportunities for growth are also recognised in the marine and energy sectors and for growth in businesses which are footloose in terms of their location.
- The Devon Economic Assessment 2018 shows that 72% of Torridge premises have access to super fast broadband.

- The Winkleigh [Employers Survey](#) points to the importance of small scale enterprise in the Parish. Over the next 5 years many local businesses expect to expand what they do, but with the same workforce, giving rise to few new job opportunities. Accessibility to the road network is a concern. Flexibility in the design of future workspaces is an issue as future employment patterns are difficult to anticipate. Development proposals should reflect this uncertainty. The boundaries between work and non work lives are becoming blurred and design could acknowledge this eg through live/work units.
- The Parish has existing employment areas at the Airfield, Western Barn, Seckington and beechlea. There is a total of 4.12Ha of land available for development (without planning permission) and an additional site has been released at Seckington through the relocation of Forthglade.
- The Winkleigh telephone exchange is fibre enabled. The fastest broadband available is 76 Mbps.

The economy: Public consultation

Knowledge of the local economy was helped by the Employers Survey (see above). In 2017 94% of respondents supported high speed mobile and broadband communications and measures to employ local labour and offer apprenticeships. Almost 90% supported the use of the former airfield for new business opportunities, training facilities, live-work units, small workshops etc. Retention of village shops was considered important by 99% of respondents, although support for requiring marketing of shops before change of use from retail is permitted was more muted (66%).

The Regulation 14 consultation resulted in 90% of respondents favouring the retention of land and buildings for economic use; 85% supported Policy E2 relating to new development; 84% supported the Policy for Winkleigh airfield (E3) and 83% supported Policy E4 which promoted new retail development.

Examples of comments from the Regulation 14 consultation:

“Enhance the appearance and profile of the airfield – currently ugly, unappealing. Current working practices need to be addressed so that residents and businesses are not adversely affected”

“Airfield is one of the biggest eye sores in Devon. It needs a tree planting scheme to screen it from the road and future industry”

“A map of local attractions, businesses, shops etc to promote local area, support tourism etc?”

“A small business forum for airfield businesses to encourage community links and support. Potential of businesses of all types needs to be recognised”

“Important there are opportunities for people to work locally rather than commute”

“If there is future development there may be benefit in moving retailing from the Square and leaving the area for leisure/social activities. Current policy seems too narrow in scope and doesn’t allow for best options at time of development”

The Economy: Conclusions

- The economy of the area lags behind the rest of Devon with reliance on traditional sectors. There is low productivity and the skills base of the population is low.
- Poor skills, sectoral and seasonal employment directly influence the low level of earnings in the District, and this in turn impacts on access to housing, jobs and social mobility.
- An ageing population will reduce the potential workforce, but could also open up other opportunities in health and social care.

- There are a few large employers in the Parish. However, the economy is dominated by small enterprises and own account businesses.
- Future economic forecasts for the District are fairly positive
- The Parish has readily available employment land, with potential for flexible employment and business growth. The high levels of self employment and possibilities for home working suggest flexible workspace may be needed in future.
- ICT communications within a 5 mile radius of the Winkleigh exchange are generally good.
- Measures are required to improve the skills base, through training and business support.
- There is public support for diversifying the local economy, more flexibility in the use of the airfield, and for proposals for business marketing and marketing to promote tourism.

Transport, Travel & Movement

Main messages from the NPPF

The main messages of the NPPF:

- Transport issues should be considered from the earliest stages of plan making and development proposals so that the potential impacts (including environmental impacts and impacts on patterns of movement) can be assessed, opportunities from infrastructure and technology are realised; opportunities to promote walking, cycling and public transport use are identified and pursued.
- Policies should support a mix of uses across an area and within larger scale sites to minimise the number and length of journeys needed; identify and protect sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development; provide for high quality walking and cycling networks and supporting facilities
- Local parking standards should take into account the accessibility of the development; the type, mix and use of development; the availability of and opportunities for public transport; and the need to provide spaces for vehicle charging and other ultra low emission vehicles.
- Decisions should take into account: whether the opportunities to promote sustainable transport modes can or have been taken up; if safe access to the site can be achieved for all users; if any significant impacts on the network or highway safety can be cost effectively mitigated.
- Applications for development should give priority first to pedestrian and cycle movement, both within the scheme and with the neighbouring area; and second -so far as possible-to facilitating access to high quality public transport.
- The needs of people with disabilities and reduced mobility should be taken into account
- Places should be created that are safe and secure and attractive – which minimise the scope for conflict between pedestrians, cyclist and vehicles, avoid unnecessary street clutter and respond to local character and design standards
- Development should allow for the efficient delivery of goods, and access by service and emergency vehicles; and be designed to enable charging of plug in and other ultra low emission vehicles.
- All development that will generate significant amounts of movement should be required to provide a travel plan and an application should be supported by a transport statement or transport assessment so the likely impacts can be assessed.

Main messages from the NDTLP

The main messages of the NDTLP:

Policy ST10: Transport Strategy

- Protects and supports the integrity and functioning of the strategic road and rail network (including improving journey times and service quality on the Tarka line), and connections to the national network, Exeter and Plymouth
- Aims to meet the needs of local communities and visitors by providing infrastructure to service development and regeneration; developing quality public and community transport networks; improving accessibility by integrating travel options and improving interchanges between modes of travel; developing quality public rights of way, cycle routes and bridleways

- Seeks to reduce the environmental and social impacts of transport by reducing the need to travel by car; improving transport connectivity between rural communities and main towns where viable; requiring transport assessments for traffic generating development; managing parking provision; developing traffic management schemes in towns; maximising safety on transport networks; ensuring access to new development is safe and appropriate; and protecting landscape character along the main and minor routes.

Policy DM05: Highways

- Requires all development to have safe and well designed access and egress, adequate parking and layouts which consider the needs and accessibility of all highway users, including cyclists and pedestrians.
- Provides for the protection and enhancement of footways, cycleways and bridleways. Supports improvements to existing routes, and new connections to routes where practical.

Policy DM06: Parking Provision

- Development proposals are expected to provide an appropriate scale and range of parking provision to meet anticipated needs, having regard to the accessibility of the site, the availability of public transport, provision of safe walking and cycling routes and specific scale, type and mix of development. The design and layout should encourage the use of sustainable modes of transport.

Policy WIN: Winkleigh Spatial Strategy

- Provision of village parking facilities
- Support for improved transport and other village infrastructure to meet existing and future needs, including transport links to Eggesford station

Policy WIN01: Winkleigh Airfield

- Improved pedestrian and cycle access within and across the airfield

Policy WIN02: Land North of Chulmleigh Road

- A car park to serve the village centre with a capacity of approximately 20 cars
- A single vehicular access from the A3124 in a location that avoids the loss of mature trees; safe pedestrian and cycle access
- No vehicular access to the village car park from Chulmleigh Road
- The car park to be provided as part of the initial development phase; no visual impact on the setting of the ancient monument or disturbance to archaeological interests

Transport, travel & movement: Information & data

- The [Devon Transport Strategy 2011-2026](#) has a market, coastal towns and rural Devon strategy which focuses action and investment on the key market towns, improving rail and bus connections from the towns to the main urban areas, working with the community to demonstrate a low carbon approach to travel, and making Devon ‘the place to be naturally active’ through investment in the leisure network.
- The Rural Services Network [travel and transport analysis for Torridge](#) shows:

- Travel times for Torridge residents are on average higher than for most other predominantly rural authorities (for all modes of transport)
- Vehicle traffic and miles travelled is close to the average for Devon and continues to rise slowly
- In 2011 940 households had access to one or more cars or vans; there were nearly 1500 cars or vans in the ward.
- Winkleigh has 8 buses daily (Mon-Sat) to Barnstaple and 6 to Exeter (Mon-Fri) with other intermittent services during term times and a bus on Saturdays.
- The nearby Tarka line has rail services to Barnstaple and Exeter running an [almost] hourly clockface service Monday-Friday during the working hours. Passenger numbers have risen 6.1% during 2011/12, compared to 14.6% in 2010/11 <http://www.tarkarail.org/page7.html>. There is no public transport to Eggesford or Morchard Road stations, and parking at both is limited.
- Some coordinated volunteer community transport services are available for those unable to use public transport eg ring and ride; hospital cars. These are coordinated through a single point of contact in North Devon.
- The Wheels to Work scheme loans scooters for those aged 16-65 to enable them to access work or training. <http://www.devonwheels2work.co.uk/>
- In 2011 661 people travelled to work either driving a car/van or as a passenger. 170 worked from home. Only 17 people travelled to work using public transport. 87 people walked to work.
- Hollacombe has the best footpath network, with footpaths around Winkleigh being poorly linked or only accessible by walking/driving along roads eg Winkleigh woods
- Car ownership levels are high. In 2011 (Census) there were 1.6 vehicles per household in Winkleigh ward, compared to 1.4/household in Torridge. 39.5% of households owned 2 cars or vans, compared to 28.2% in Torridge.
- Work commissioned from Hamilton Baillie Associates highlighted the impact of traffic on Winkleigh and recommended a number of public realm and management proposals that could positively impact on the environment of the village.
- Speed watch data shows traffic exceeding the speed limit is a more serious



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report 01 (1).pdf



Speed Survey
Winkleigh Sports N

problem to the north of Winkleigh, on the A3124 near the sports field.



Speed Survey
Winkleigh Garage S



Speed Survey
Winkleigh Garage N



Speed Survey
Winkleigh Garage S

Transport, travel & movement: Public consultation

This topic was one of the most contentious raised during public consultation, with numerous comments relating to the perceived problems with traffic congestion, speeding, parking and pedestrian safety. Common problem areas cited were: Townsend Hill (speeding traffic, no footway, dangerous junction); the Square (parking conflicts between visitors, residents, commercial traffic. Difficulties of manoeuvring for large vehicles); speeding on the A3124 and pedestrian safety at crossing points; congestion/pedestrian safety at the school. The 2018 appraisal of routes into the village, and the Square, in preparation for the Hamilton Baillie visit gathered examples in one morning of many of these issues. In 2017 almost 91% of respondents agreed that contributions should be sought from developers to fund local traffic improvement

schemes. The role of developer contributions was also endorsed by the Regulation 14 consultation (85% in support).

Many respondents did not understand the role of the NP in relation to traffic and transport, the role of the Highway Authority and the limits to the scope of the plan to address traffic management issues. This is evident in some of the comments received.

Examples of comments from the Regulation 14 consultation include:

“Road between Zukis and village needs to be 40mph max”

“Layout of roads should be designed so that cycling and walking are not competing for space. Dedicated cycle sections needed, parking restrictions and wide pavements”

“Generally agree (with policies) but policy should be stronger on managing level of traffic in village as a whole and avoiding rat runs”

“More buses needed on a Sunday”

“No policy for ensuring any development is within the capacity of the A3124 to carry it”

“Village has become dangerous – parking a nightmare. Parking at the junction of Coopers Hill and Exeter Road; and Exeter Road with the A3124 create danger”

“No safe crossing point to playing fields”

“No marked school bus stopping points”

“Winkleigh needs a car park. Residents should have priority parking in the Square”

“Increase in traffic and speed of travel has created noise and dust pollution on east side of village. Speed restrictions required on A3124 from Elms Meadow to Townsend Hill and drivers need to be aware it is a residential area”

“Measures to slow traffic on Townsend Hill should be a priority”

Transport, Travel & Movement: Conclusions

- Transport accounts for 25% of energy used, but a much higher proportion of total energy household cost when translated into spend, because of the price of fuel
- Winkleigh has a comparatively good selection of local services, but residents travel further on average to access jobs and facilities and services in nearby towns.
- Car ownership levels are high (Census 2011) and public transport services limited.
- The footpath network in the Parish and within Winkleigh itself is poorly integrated and developed.
- Local issues with traffic congestion, speed and difficulties with parking all impact on village life, and were a dominant feature of public consultation. While financial resources for transport related improvements are limited, there are measures that could be taken that would also benefit the public realm and the distinctiveness of the village.
- Development of the site north of Chulmleigh Road, allocated in the NDTLP will deliver a car park close to the Square. If consented development is implemented to the west of Winkleigh, then traffic calming on Townsend Hill is required.