

South Gloucestershire Council

Sustainable Rural Villages and Settlements

Interim Sustainable Rural Villages and Settlements Ranking Methodology

Final for Consultation

Final | 26 January 2022

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

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1 Introduction

1.1 Overview

This report has been prepared by Ove Arup and Partners Ltd ('Arup') in collaboration with South Gloucestershire Council (SGC), to assist the preparation of methodology to determine the Sustainable Villages and Settlements Ranking for the emerging Local Plan 2020. The Local Plan 2020 is at Regulation 18 consultation stage, with the Phase 1 consultation 'Issues and Approaches'¹ running from 27 November to 1 March 2021.

The methodology is deemed to be 'interim' and will inform the next consultation phase of the Local Plan, known as Phase 2 Local Plan Consultation for Stakeholder and Community Involvement (Regulation 18), which is planned for January – April 2022. It will be updated as more evidence becomes available following this Consultation stage, when the final settlement hierarchy will be determined.

1.2 Context

Within the adopted Local Plan: Core Strategy (December 2013) and South Gloucestershire Local Plan: Policies, Sites and Places Plan (adopted November 2017), there is no stratification of rural settlements within the district. Core Strategy Policy CS15 established a distribution of housing for the 'North and East Fringes of Bristol Urban Area', and the 'Rest of South Gloucestershire', which included infill development, a new neighbourhood at Yate and housing opportunities at Thornbury. A small site windfall allowance was also included within the distribution of housing.

The SGC Core Strategy² (2006-2027) therefore allowed for a comparatively small amount of development in these villages and settlements, which has predominantly been limited to infill within the existing settlement boundaries. However, there has also been an increasing number of instances where villages and settlements have been subject to speculative applications. In combination with a focus of development at the North and East Fringes of Bristol and the market towns of Thornbury and Yate, this has resulted in disruption to the pattern of incremental investment in the sustainability of these rural communities with the benefits of well-planned growth having not been realised equally in these locations.

As evident through the above issues, it is considered that the implementation of a ranking, and eventually a hierarchy, of rural villages and settlements will be necessary to ensure that the emerging Local Plan 2020 focuses appropriate small or medium scale non-strategic growth in the most sustainable rural areas.

This interim methodology has also been prepared in the context of the emerging Spatial Development Strategy (SDS) for the West of England Combined

¹ <https://beta.southglos.gov.uk/new-local-plan/>

² <https://beta.southglos.gov.uk/core-strategy-2006-2027/>

Authority Area. Strategic housing, employment and infrastructure needs will be determined by the SDS, with proposed commitments to other established targets such as achieving carbon neutrality by 2030. Public engagement on the SDS is being undertaken between Autumn 2020-late 2021, with formal consultation on the draft SDS due in Spring 2022³.

1.3 Purpose and Assumptions

By building on a baseline review of national and local policy, alongside a review of case studies and good practice examples, the Stage 1 Baseline Review and Assessment of Good Practice report ('Stage 1 Report') has guided the preparation of this interim methodology and can be found at Appendix A.

In summary, the **purpose** of this interim methodology, which has been prepared in collaboration with SGC, is therefore to:

- Present an interim methodology and associated assumptions for the future stratification of rural villages and settlements and their non-strategic growth within the SGC plan area.
- Identify benchmarks for ranking the sustainability of villages.

The interim methodology is based on the following **assumptions**:

- At this stage, it is not the purpose of this paper to determine the overall quantum or distribution of growth for each village or rural settlement, or associated options, as this is in part dependent upon the emerging housing target within the Spatial Development Strategy (SDS) and its subsequent implications for the Local Plan 2020. This has been identified as a next step (see 'Need and Supply').
- In light of the Covid-19 pandemic, it is likely that the profile of demand and need within the rural villages and settlements will change in response to ongoing measures for social distancing, various periods of 'lockdown' and a mandate to 'work from home', which resulted in increases in demand in outer areas⁴.
- Initial effects of Covid-19 in terms of public transport and the importance of access to superfast broadband are acknowledged in the Local Plan 2020 Phase 1 consultation document⁵, however realised impacts of the pandemic will need to be kept under review throughout the future plan-making stages. This is particularly the case for public transport and bus provision, which is still reacting to the impacts of the pandemic. In light of these acknowledged limitations, the methodology draws on initial WECA accessibility data.
- This interim methodology will need to be updated as more evidence becomes available in later stages of plan-making, and may need to be updated to reflect forthcoming reforms to the planning system as they emerge. Throughout the

³ <https://www.westofengland-ca.gov.uk/spatial-development-strategy/>

⁴ Centre for Economic Performance (March 2021) The pandemic and the housing market: a British story <https://cep.lse.ac.uk/pubs/download/cepcovid-19-020.pdf>

⁵ Chapter 7 of the Local Plan 2020 Phase 1 Issues and Approaches

interim methodology, it is clear what evidence informs the current ranking of settlements, and what emerging evidence will support this following the Phase 2 Consultation in January – April 2022. The ranking of settlements, and eventual hierarchy, may change as more evidence becomes available.

- The overall ranking is based on broad criteria applied to settlement boundaries, as defined by the Core Strategy Policy CS5 Settlement boundaries or by Section 3 of the Data and Access Profiles (DAPs) Draft Methodology Paper (November 2020) where these boundaries have not otherwise been drawn within the adopted plan. Constraints, policy designations and accessibility therefore apply to relatively large areas; it is recognised that there may be specific sites within these boundaries which do not align with the conclusions drawn for the larger settlement areas. Again, the interim methodology does not make decisions about which settlements should grow; settlement hierarchy and strategy for the overall distribution of growth will be dependent on the availability of sites in these locations. The next stages of the Interim Methodology must therefore be aligned with the outputs of the Strategic Housing Land Availability Assessment and findings of the Sustainability Appraisal.
- The overall ranking does not consider ‘capacity’ of existing infrastructure at this stage, and instead is predominantly concerned with the presence of infrastructure. Evidence which will be developed later in the plan, such as an infrastructure delivery plan, will be necessary to test available capacity with infrastructure service providers.
- The methodology for the ranking is based on a balanced judgement of the three pillars of sustainability. Although this judgement is informed by case studies of approaches used by comparative LPAs (at Appendix A), it should be noted that there is no prescribed methodologies from central government for undertaking broad assessments of settlement sustainability. A large proportion of South Gloucestershire is impacted by one or more of the NPPF Footnote 7 constraints and therefore there is no weighting given to these as individual constraints at this stage. Further refinement will take place at the settlement hierarchy stage and through the SHLAA and HELAA processes.

1.4 Structure of this Interim Methodology

- **Section 2** provides a high-level overview of the relevant policy and case study research, as informed by the Stage 1 Report which is set out at Appendix A.
- **Section 3** introduces an interim methodology for the ranking of the sustainability of the rural villages and settlements within South Gloucestershire, based on benchmarking exercise and an understanding of local context. Greater detail is provided at Appendix B.
- **Section 4** sets out the next steps for the project.

2 Relevant Policy and Guidance

2.1 Overview

The ‘Stage 1 Report’ provides a detailed overview of the national and local policy and guidance, including national Planning Policy Guidance (PPG). For completeness, this report is appended at **Appendix A**, however a summary of the key points most relevant to the development of the recommended sustainable villages and settlements assessment interim methodology is presented in this section.

2.2 National Policy and Guidance

The **National Planning Policy Framework (NPPF) (July 2021)** provides clear guidance that the planning system should aim to create sustainable, healthy communities, which is centred on the presumption in favour of sustainable development set out at Paragraph 11.

The development of a settlement ranking must demonstrate how this supports the Local Plan in meeting the development needs of the area and is responsive to change, that is, unless there are protected areas or assets of particular importance which provide a strong reason for restricting the overall scale, type or distribution of development in the plan area. Footnote 7 of the NPPF refers to these areas as:

‘habitats sites (and those sites listed in paragraph 181) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 78); and areas at risk of flooding or coastal change’.

To promote sustainable development in rural areas, the NPPF also states that housing should be located where it will enhance or maintain the ‘vitality’ of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby (Paragraph 79).

In addition, to support a prosperous rural community (Paragraph 84 and 85) planning policies should enable sustainable growth and expansion of all types of business in rural areas and support the retention and development of accessible local services, community facilities. such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.

The NPPF also seeks to encourage a planning system that actively manages patterns of growth which support opportunities from existing or proposed transport infrastructure, opportunities to promote walking, cycling and public transport, and the environment impacts of traffic and transport. It also aims to

focus more significant development in locations which are, or can be made, sustainable (Paragraph 105).

Since the adoption of the Core Strategy and PSP, the NPPF Paragraph 69 has introduced a requirement to provide for a minimum of 10% of new housing on small sites (<1ha). Neighbourhood planning groups should also give particular consideration to the opportunities for allocating similar smaller sites (NPPF Paragraph 70). There is, however, an ongoing requirement for LPAs to support opportunities for bringing forward rural exception sites that will provide affordable housing to meet identified local needs (Paragraph 78).

The **Planning Practice Guidance** provides supporting advice for plan-making and evidence base preparation. This has informed evidence which underpins the interim Sustainable Villages and Settlement Ranking methodology and is therefore not covered in more detail here.

In summary, through a review of national policy and guidance, the Sustainable Villages and Settlement Ranking considers four main factors in the stratification of rural villages and settlements, including: the capacity of each settlement through indicators of local service availability and accessibility; the overall suitability of each settlement locations through presence of NPPF Footnote 7 constraints; and the extent to which this can support ‘vitality’ within rural settlements. The ability to address housing need through deliverable sites will be considered following the publication of the SDS, and the ability to provide rural affordable housing will be a consideration of SGC Local Plan policies subject to later viability appraisal.

Finally, in August 2020, the Government published the Planning for the Future White Paper which set out proposals for significant reforms to the plan-making system, not least in how land should be allocated. The following interim methodology is based on the current system and would therefore need to be updated subject to the outcomes of the White Paper.

2.3 Local Policy and Guidance

Within the adopted Core Strategy⁶ (2006-2027), there is no stratification of rural settlements within the district. Core Strategy Policy CS15 sets out the distribution of housing for the ‘North and East Fringes of Bristol Urban Area’ and the ‘Rest of South Gloucestershire’. Within the ‘Rest of South Gloucestershire’, Policy CS15 establishes a distribution of housing for two broad areas of South Gloucestershire: a new neighbourhood at Yate and housing opportunities at Thornbury, alongside permitting infill development. Therefore, there is perceived to be an emerging gap in adopted policy to address development within rural villages and settlements, including those that might be considered the most sustainable and appropriate for non-strategic growth within the context of the Local Plan 2020.

The Local Plan 2020 Phase 1 consultation document (‘Issues and Approaches’⁷) and associated evidence has investigated all villages and settlements within the

⁶ <https://beta.southglos.gov.uk/core-strategy-2006-2027/>

⁷ <https://beta.southglos.gov.uk/new-local-plan/>

plan area (total of 59), which has informed Chapter 7 ('Creating sustainable rural villages and settlements') of the consultation draft. As evidence is finalised, outputs will need to be factored back into Sustainable Rural Villages and Settlement benchmarks and ranking. The next consultation phase of the Local Plan, known as Phase 2 Local Plan Consultation for Stakeholder and Community Involvement (Regulation 18), is planned for January – April 2022.

Key issues and considerations for rural settlements are identified as follows:

- Ability to respond to the Climate Emergency (including ecological emergency) declared by SGC in 2019;
- A need to protect and enhance the natural and heritage assets that contribute to the character of the area's villages and settlements;
- Access to a choice of housing, in particular affordable, specialist and smaller-market housing is problematic for younger people, families and those on lower incomes who wish to remain in/move to rural communities; and
- A need to respond to a comparatively older population than the local or national average present with the rural villages and communities.

Presented in further detail within the Stage 1 Baseline Review and Assessment of Good Practice Report, these issues (alongside the changes within NPPF and PPG since the Core Strategy was adopted) demonstrate the need for a spatial strategy that protects and enhances the integrity of local character, including heritage and biodiversity assets, while ensuring that future housing demand is met to maintain and/or create mixed communities and support the 'vitality' of rural settlements.

The need for the new Local Plan to support wider Climate Emergency objectives is also relevant to the development of an interim methodology that ensures non-strategic plan-led growth is focussed on locations with strong current or future accessibility to key services, facilities and digital connectivity, in order to cut emissions and meet local and regional carbon neutrality targets. The methodology will be updated as more evidence becomes available.

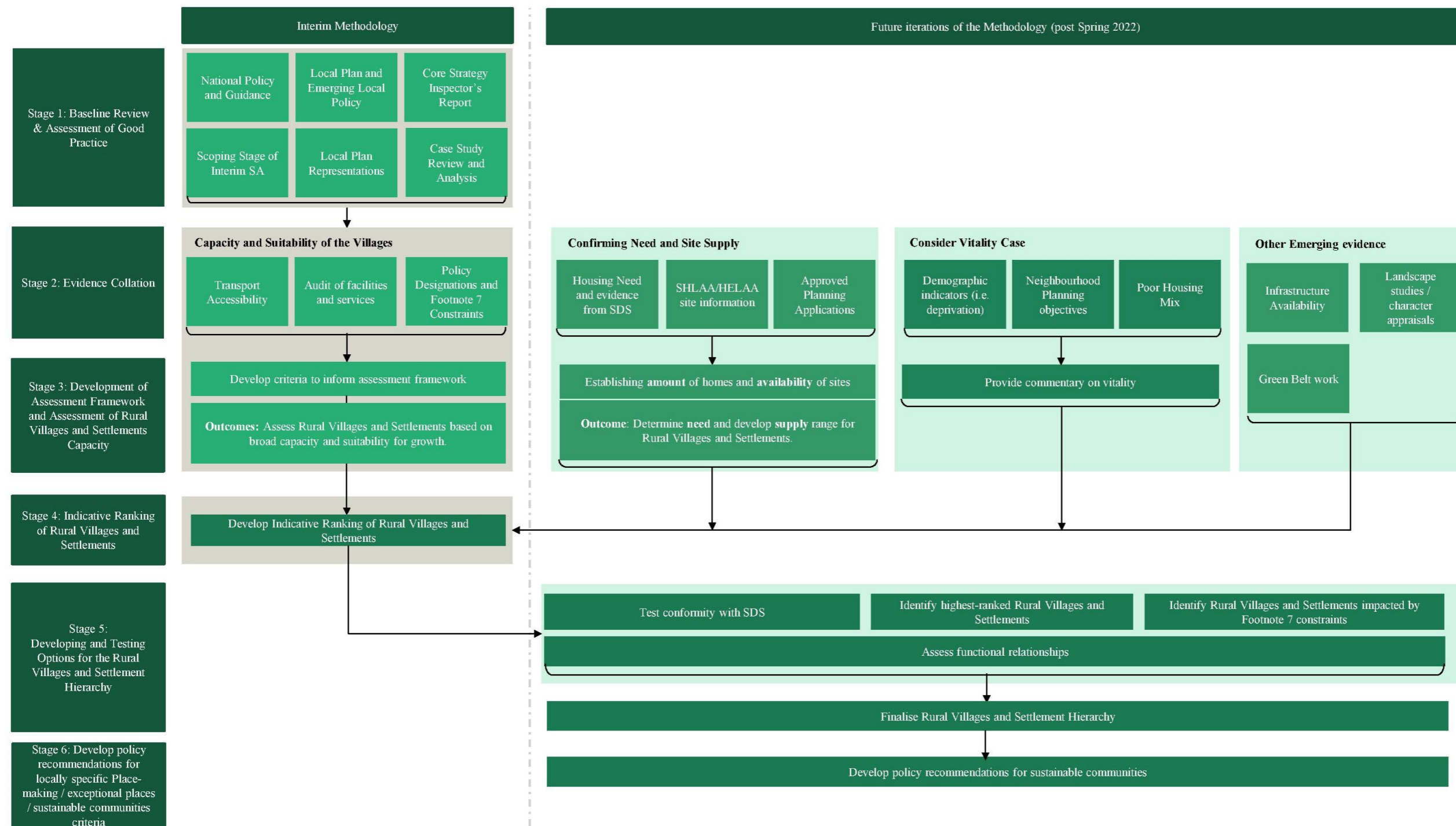
3 Assessing the Sustainability of Rural Villages and Settlements

3.1 Overview

Figure 1 illustrates the interim methodology proposed for the ranking of rural villages and settlements.

Each stage is described in further detail within the sub-sections below, with future stages identified for post Spring 2022.

Figure 1 Methodology proposed for Ranking Rural Villages and Settlements, including setting out of future stages which will inform the overall Hierarchy



3.2 Stage 1 Baseline Review and Assessment of Good Practice

This Stage has already been completed through the preparation of the Stage 1 Report, which is appended at **Appendix A**.

The purpose of this report was to:

- Understand the specific requirements of the NPPF and PPG in relation to rural development and land availability;
- Review Local Plan 2020 evidence, including the Data and Access Profiles (2020), the Sustainability Appraisal Scoping Report (Oct 2020) and Local Plan 2020 – Phase 1 Sustainability Appraisal (Nov 2020); and
- Identify and assess good practice examples from recently adopted Local Plans to benchmark the interim methodology.

3.3 Stage 2 and 3 Evidence Collation and Determining an Assessment Framework

Overview: This Stage comprises the gathering of evidence required to understand the potential capacity and suitability of rural villages and settlements for growth.

A review of case studies indicates that the ‘starting point’ for assessment is normally the an understanding of deliverable sites and a ‘top-down’ defined quantum of growth which is then stratified amongst villages.

However, for the purposes of SGC, this quantum of growth are in development. Therefore the ranking commences with the assessment of the broad capacity and suitability of the rural villages and settlements to growth.

Future iterations of the methodology will need to be updated and aligned with inputs from the SHLAA and any updated information about sites submitted through the Call for Sites, as appropriate (see ‘*Identifying Need and Supply*’ in Section 4). Likely next steps may also consider whether there is a case for developing a commentary on the vitality of these settlements and how this can be supported by growth (see ‘*Developing a Vitality Commentary*’ in Section 4).

Capacity and Suitability of the Villages to Growth

National policy and guidance: To enable sustainable development, the NPPF requires that plan-makers positively meet the development needs of their area as a minimum, unless there is a strong reason to restrict the overall scale, type or distribution of development to protect assets of particular importance.

These assets are defined as ‘Footnote 7’ and relate to policies including: habitats sites; Sites of Special Scientific Interest (SSSIs); Green Belt land; Local Green Space; Areas of Outstanding Natural Beauty (AONB); National Parks or areas defined as Heritage Coast; designated heritage assets (detailed further in Footnote 73); and areas at risk of flooding or coastal change.

For these policies, the NPPF then establishes policy ‘tests’ which must be met if growth is proposed which would impact any of these assets:

- Green Belt, and Local Green Spaces⁸, should only be altered in ‘exceptional circumstances’ for which a fully evidenced and justified case would need to be made. This would require, at a plan-level, demonstration by the LPA that as much use as possible has been made of brownfield land, densities have been optimised and whether this need has to be accommodated within the boundaries of the LPA⁹.
- Development should be directed away from areas of highest flood risk, through a sequential, risk-based approach to the location of development which should take account of current and future impacts of climate change. Where this is not possible, the exception test will need to be applied which will depend on the potential vulnerability of the site and of the development proposed, in line with the Flood Risk Vulnerability Classification¹⁰.
- Distinguish between the hierarchy of international, national and locally designated sites, to allocate land with the least environmental or amenity value¹¹. Development which has an adverse effect on land within or outside an SSSI should not be permitted¹², and in addition, the presumption in favour is considered not to apply where plan proposals would have a significant effect on a habitats site (including SPA, SAC, Ramsar sites).
- Apply great weight to preserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues¹³. Major development (here determined as a matter for a decision-maker) will not be permitted other than in exceptional circumstances where it could be demonstrated that this is in the public interest.

With these overarching principles as guiding factors, policy choices must then actively guide development towards sustainable solutions whilst taking account of the local character, needs and opportunities of each area. Non-strategic policies should support provision of infrastructure and communities at a local level¹⁴, which will be achieved through ensuring:

- Strategic assessment of infrastructure requirements is built on (including, transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change, minerals, energy, community facilities)¹⁵.

⁸ NPPF, Paragraph 103

⁹ NPPF, Paragraphs 140 and 141

¹⁰ NPPF, Paragraph 163

¹¹ NPPF, Paragraph 175

¹² NPPF, Paragraph 181

¹³ NPPF, Paragraph 180

¹⁴ NPPF, Paragraph 28

¹⁵ NPPF, Paragraph 20

- An integrated approach to considering the location of housing, economic uses and community facilities and services¹⁶.
- Opportunities from existing or proposed transport infrastructure, and changing transport technology and usage are realised, including promoting opportunities to promote walking, cycling and public transport. Significant developments should be focused on locations which are, or can be made, sustainable¹⁷.
- Retention and proactive planning for the development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship¹⁸.
- Sufficient choice of school places available to meet the needs of existing and new communities¹⁹.
- Access to a network of high-quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities²⁰.
- Development benefits from advanced high quality and reliable communications infrastructure²¹.

Understanding capacity and suitability of both environmental and infrastructure constraints is therefore important to ensuring small and medium-scale development can be delivered sustainably within South Gloucestershire's Rural Villages and Settlements.

Emerging Local Plan Principles: The Local Plan 2020: Phase 1 Consultation document translated these national policies into six 'guiding principles' which will inform the new growth strategy for development. Whilst these are only initial and will need to be in conformity with the SDS, these include:

- Locate new homes, jobs or settlements in places where key services and facilities are easily accessed by walking and cycling or effective public transport, or alternatively in locations where key services and facilities are capable of being provided as part of the new development.
- Sequential approach to building on areas at a high risk of flooding.
- Protect and enhance ecological, landscape and heritage designations and their settings.
- Protect and enhance the function and connectivity of our Green Infrastructure and Nature Recovery Networks.
- Plan for a better balance between local jobs and resident workers in our communities.

¹⁶ NPPF, Paragraph 93(e)

¹⁷ NPPF, Paragraphs 104, 105 and 106

¹⁸ NPPF, Paragraphs 84(d), 93(a)

¹⁹ NPPF, Paragraph 95

²⁰ NPPF, Paragraph 98

²¹ NPPF, Paragraph 114

- Ensuring that we protect a ‘sense of place and character’ when we plan for new development.

Case Study Summary: Based on case study findings set out in the Stage 1 Report:

- The majority of LPAs considered social infrastructure (education, healthcare etc.), physical infrastructure (utilities-based) and accessibility (public transport and highways) (Durham; Cheshire East; Staffordshire Moorlands; Harrogate).
- For one LPA, present infrastructure capacity and demand, planned schemes, and forecast demand was recorded for each settlement (Staffordshire Moorlands), however this was generally not the case for other examples.
- All LPAs undertook analysis of environmental constraints.
- Two LPAs reflected responses to consultation questions related to the capacity and suitability of rural settlements to identify services and facilities important for these areas to contain (Harrogate; Durham).

An assessment of settlement infrastructure including social and physical was explored through varying methods within each case study, as set out in the below table.

Table 1 Examples of assessment of infrastructure availability

| LPA | Methodology utilised |
|---------------------------|--|
| Staffordshire Moorlands - | <ul style="list-style-type: none"> • Whilst the IDP did not explicitly influence the methodology, a RAG assessment table was used to appraise each settlement on their social infrastructure (e.g., emergency services, health etc) and physical infrastructure (e.g., utilities). • The scoring system was designed to afford more weight to those facilities deemed to be essential, such as schools and surgeries, than to those deemed desirable, such as village halls and libraries. • Ratings are related to supply and demand relationship between infrastructure, to understand whether it would act as a constraint on future expansion and/or whether investment is required. Thresholds and ‘tipping points’ were not published. |
| Cheshire East | <ul style="list-style-type: none"> • Stage 1 of the methodology considered how many essential services were present within each settlement. Where a settlement was found to contain five or more essential services these were taken forward to the next stage. • Settlements with between two and four essential services were analysed further in Stage 2. However, settlements that were found not to contain any or just one essential service were classified as ‘other settlements’, and placed in the fourth tier of the hierarchy. • Stage 2 involved a more detailed analysis of the role and functionality of the remaining settlements based upon a consideration of five factors: community facilities; population; employment (including settlement containment); retail; and sustainable transport. |

| LPA | Methodology utilised |
|-------|--|
| Selby | <p>Classification²² of settlements into tiers was based on population, number of residential properties, variety of services, presence of key services (village hall, convenience store, GP, primary school), and the availability of public transport.</p> <p>For instance, ‘Tier 1’ villages had: between 2,000 and 4,300 residents; 800 to 1900 residential properties; 11 and 16 different types of services; all 4 types of key services and between 5 and 8 of the key services in total; and a range of bus services and routes.</p> |

Proposed approach: Evidence inputs are again split by those available pre-Phase 2 Consultation, and those which are emerging. Informing evidence available Pre-Phase 2 Consultation 2021 and provided by SGC includes:

- Settlement boundaries as defined by Core Strategy Policy CS5 Settlement boundaries or by Section 3 of the Data and Access Profiles (DAPs) Draft Methodology Paper (November 2020).
- Assessment of accessibility undertaken through the Data and Access Profiles (2021) and TAF profiles (2021).
- An audit of facilities and services within the villages undertaken within the DAPs (2020).
- Evidence of existing policy designations, environmental and historic environment constraints (e.g., Footnote 7 constraints), and agricultural land.

Effectively, the methodology for the ranking is based on a balanced judgement of the three pillars of sustainability and the Footnote 7 constraints. There is no prescribed methodologies from central government for undertaking broad assessments of settlement sustainability.

As a large proportion of South Gloucestershire is impacted by one or more of the NPPF Footnote 7 constraints, no weighting is given at this very broad stage to one of these constraints over another. Further refinement will take place at the settlement hierarchy stage and through the SHLAA and HELAA processes, to identify land which is least impacted by these constraints.

Other emerging evidence available Post-Phase 2 Consultation 2021 will likely include:

- Work to consider infrastructure ‘tipping points’ and capacity analysis which is likely to update the interim methodology. The Infrastructure Delivery Plan will be used to further understand location-specific issues.
- Local landscape studies and character appraisals (i.e., sensitivity analysis).
- Evidence to support policy designations (e.g Green Belt), which was emerging throughout the development of the interim methodology and therefore not considered.

²² See ‘Structure of the Settlement Hierarchy’ section for detailed breakdown of thresholds.
https://www.selby.gov.uk/sites/default/files/Documents/Settlement_Hierarchy_Paper_January_2021.pdf

- Assessment of open space, which given the open nature of the Rural Villages and Settlements, it is assumed that baseline accessibility to open space is likely to be higher than existing neighbourhoods within the urban area. This will need to be tested at later stages of the methodology.

Together these inputs, aligned with the thresholds set out in **Table 2** below shape the sustainability principles used to inform an assessment methodology. These are subject to the following assumptions:

- The assessment is based on the ‘current situation’ provided within available evidence. Criteria and weighting may be subject to change following preliminary testing and subsequent new evidence (i.e., proposed new infrastructure schemes, clarity of implications of the pandemic and updated to the DAP data).
- Quality of provision of assets and facilities is generally not a factor at this stage of the assessment, however this may be subject to change as more evidence becomes available.
- The outcome of testing through the assessment framework will be an indicative ranking for each settlement in terms of current capacity and suitability. In this case, higher performing against the weightings would indicate a settlement with higher capacity and suitability to growth.

Indicative outputs: Data contained within DAPs would be utilised to identify environmental constraints and local policy designations impacting land within settlement boundaries. Weighting would be applied on the basis of constraint overlaps as set out in Table 2, and data would be collected with a spreadsheet of all villages.

Whilst evidence sources are quoted, with the DAPs and GIS analysis forming a significant part of the ranking assessment, the criteria informing the ranking is ultimately determined through professional judgement.

Table 2 Example benchmarks and proposed assessment criteria

| Criteria type | Component | Source(s) | Informing evidence available Pre-Phase 2 Consultation 2021 | Emerging evidence Post-Phase 2 Consultation 2021 | Proposed draft criteria and weighting |
|---|-------------------------------------|--|---|---|--|
| Capacity to growth and availability of services | Public transport (bus and rail) | <p>Existing:</p> <ul style="list-style-type: none"> Adopted Policy PSP11. Data and Access Profile Methodology (2020). Data and Access Profiles (DAPs) 2020. <p>Emerging:</p> <ul style="list-style-type: none"> Infrastructure Delivery Plan (TBC) Local Plan Transport Assessments (TBC). | <p>The Data and Access Profile Methodology (2020) sets out an approach that builds on criteria in adopted policy PSP11. This aims to analyse public transport access to major centres and retail locations where there are opportunities to access employment, health services, community facilities and retail (food and non-food).</p> <p>For a rural village or settlement to be considered to have public transport access to a major area (defined town centres (Bradley Stoke, Emersons Green), Kingswood, market towns (Thornbury and Yate) or Cribbs Causeway), public transport was required to:</p> <ul style="list-style-type: none"> Provide 5 separate journeys, both outward and return. Journeys each way to take no more than one hour (as defined by Traveline SW, which considers walking to centre of location from bus stop, change times etc) For a weekday service to be considered it must have one service which arrives at the destination before 9am and leaves after 5pm. A weekend service is required to have one service arriving before 12 and one leaving after 3pm <p>Public transport data, particularly weekday bus service data, is subject to change and bus services regularly adjust their service time and frequency to reflect changing demands following the Covid-19 pandemic. The data however is important in providing an indication of the general demand and destination of services in a region and therefore has been incorporated into the method.</p> <p>As set out within the DAP Methodology (2020), it will be necessary to review the public transport service provision after the Covid-19 pandemic to get a better understanding of a 'normal' service provision.</p> <p>Transport Assessment Modelling (TAF) outputs and sub-regional mapping, which ranks areas based on accessibility to public transport.</p> | <p>The Infrastructure Delivery Plan is subject to update through the Local Plan 2020. This will explore typical 'trigger points' for infrastructure types prior to assessing capacity at later plan-making stages.</p> | <p>Public transport access (rail) to major centre(s) (defined town centres and market towns)</p> <ul style="list-style-type: none"> Station within settlement which fulfils accessibility criteria (+2) Station within 2km of settlement boundary (and not otherwise within settlement) which fulfils accessibility criteria (+1) No stations nearby to settlement that fulfil criteria (0) <p>Weekday availability of bus services to major centre(s)</p> <ul style="list-style-type: none"> Several (more than three) services to defined major centre (+2) Limited number (between one and three) of weekday services to defined major centres (+1) No services available which fulfil accessibility assumptions in the DAP methodology (0) <p>Accessibility by public transport (TAF scoring). Mid score of TAF range used.</p> <ul style="list-style-type: none"> Average over 0.7 (+2) Average between 0.4 and 0.7 (+1) Average less than 0.4 = 1 (0) |
| | 2. Employment Areas/Major employers | <p>Existing:</p> <ul style="list-style-type: none"> Adopted Policy PSP11. Data and Access Profile Methodology (2020). Data and Access Profiles (DAPs) 2020. Sustainability Appraisal: Local Plan 2020 Phase 1 - Issues and Approaches Document (Nov 2020) <p>Emerging:</p> <ul style="list-style-type: none"> Local Plan Transport Assessments (TBC). | <p>This stage is necessary to Paragraph 93(a) of the NPPF.</p> <p>The Interim SA (2020) sets out reasonable public transport distances based on minutes to Employment Areas; Major Employer (100+ employees); Safeguarded Employment Areas; and Town Centres. However, including this assessment here alongside the regional TAF modelling above, was considered to represent double-counting.</p> <p>Employment Areas within 2km walk or 5.6km cycle are instead weighted positively against this criteria. These align with the Data and Access Profile Methodology (2020), whereby walking distances are supported by the CIHT Guidance 'Providing for Journeys on Foot' (2000), whilst the Department of Transport: Walking and Cycling Statistics (2016, dated January 2018) found that the average length of a cycle is 5.6km.</p> <p>Many locations covered by the Data and Access Profile Methodology (2020) are beyond the urban edge and not covered by dedicated cycle routes or quiet lanes. The DAP Methodology utilises a measured approach when considering</p> | <p>Transport Assessment Modelling (TAF) outputs and sub-regional mapping which has informed the assessment of public transport accessibility above, are therefore not repeated here.</p> | <p>Number of town centres, major employers and safeguarded employment areas within 2km walking distance:</p> <ul style="list-style-type: none"> Several (more than three) employment areas within 2km (+2) Limited number (between one and three) of employment areas within 2km (+1) No employment areas within 2km that fulfil criteria (0) <p>Number of town centres, major employers and safeguarded employment areas beyond average walking distance but within 2km-5.6km cycling distance:</p> <ul style="list-style-type: none"> Several (more than three) employment areas within 2km-5.6km radius (+2) Limited number (between one and three) of employment areas within 2km-5.6km radius (+1) |

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|---|---|--|---|--|--|
| | | | the use of longer distance cycling from rural settlements within South Gloucestershire. This is on the basis that rural roads are statistically (and are perceived) as more dangerous to cyclists. | | <ul style="list-style-type: none"> No employment areas within 2km-5.6km radius that fulfil criteria (0) |
| 3. Support provision of social infrastructure at a local level | <p>Existing:</p> <ul style="list-style-type: none"> Adopted Policy PSP11. Data and Access Profile Methodology (2020). Data and Access Profiles (DAPs) 2020. Sustainability Appraisal: Local Plan 2020 Phase 1 - Issues and Approaches Document (Nov 2020) <p>Emerging:</p> <ul style="list-style-type: none"> Infrastructure Delivery Plan (TBC) | <p>This is necessary to comply with Paragraph 28 of the NPPF.</p> <p>Key services and facilities are considered to be those needed to meet resident’s general needs (healthcare, education, food, social, community and cultural uses) as well as the availability of basic day to day needs (small food items, local employment opportunities).</p> <p>Within the Data and Access Profile Methodology (2020), it was recognised that certain GPs offer a service only on a limited basis, therefore GP Surgeries open less than 3 days should carry less weight in this analysis. The DAPs (2020) also contain data related to:</p> <ul style="list-style-type: none"> Number of healthcare services (pharmacy, GP surgery, dentists) within walking and cycling distance (800m) Superfast broadband access. Number of educational facilities within the following defined distances: 2 miles for a primary and 3 miles for a secondary. These distances are based on the Education Act 1996. <p>Reasonable walking and cycling distances for specific sites to GP surgeries and dentists is considered to be 800m within the Interim SA (2021).</p> <p>The Interim SA (2021) also considers access to good and superfast broadband.</p> | <p>The Infrastructure Delivery Plan is subject to update through the Local Plan 2020.</p> | <p>Healthcare - GP Surgeries, Pharmacies and Dentists within 800m of settlement:</p> <ul style="list-style-type: none"> Several (more than three) healthcare services within 800m of settlement (+2) Limited number (between one and three) of healthcare services within 800m of settlement (+1) No healthcare provision within 800m of settlement (0) <p>Broadband</p> <ul style="list-style-type: none"> Access to broadband (+1) No access to broadband (0) <p>Educational facilities</p> <ul style="list-style-type: none"> Both primary and secondary provision <u>within</u> accepted distances (+2) <u>Either</u> primary or secondary provision within accepted distances (+1) Neither secondary or primary school within accepted distances (0) | |
| 4. Support provision of accessible local services and community facilities at a local level | <p>Existing:</p> <ul style="list-style-type: none"> Data and Access Profile Methodology (2020). Data and Access Profiles (DAPs) 2020. SGC Library Delivery Plan (2009-2013). Sustainability Appraisal: Local Plan 2020 Phase 1 - Issues and Approaches Document (Nov 2020) | <p>These criteria are included to comply with Paragraphs 28, 84 and 93 of the NPPF.</p> <p>The Data and Access Profile Methodology (2020) contains the following benchmarking information:</p> <ul style="list-style-type: none"> Dedicated community centres are likely to offer more services and opportunities for guaranteed access, in perpetuity. Walking and cycling distance used in analysis: 800m. Retail: Individual shops make a vital but comparatively less important contribution to meeting retail and service needs, than a variety of different types of retail and service shops, such as local or town centres. Greater numbers of shops or defined retail centres are weighted higher in this analysis. Libraries: Based on 30 sqm. of library space per 1,000 population as a basis for developer contributions for housing. <p>Within the Interim SA (2021) the following criteria are used for sustainable access to retail and food buying services and facilities: 1200m to Town and District Centres / Supermarkets and/or local convenience and comparison stores. The Interim SA (2021) also outlines reasonable walking and cycling distances for post offices, dedicated community centres, public houses and libraries as being 800m.</p> | <p>It is acknowledged that recent amendments to Permitted Development enable the change of any building in Use Class E (shops, offices, gyms, restaurants, workshops etc) into residential Use Class C3, without the requirement for planning consent²³. As such, this may affect the ability to capture accurate, granular data on local retail or community services without undertaking physical surveys.</p> | <p>Community services - Dedicated community centres, libraries, post offices and public houses within 800m of settlement boundary:</p> <ul style="list-style-type: none"> Several (more than three) community service facilities (+2) Limited number (between one and three) of community service facilities (+1) No community service facilities within 800m of boundary that fulfil criteria (0) <p>Local Retail Facilities - Local centres, designated town centres, small supermarkets, large superstores/weekly supermarket and convenience shops within 1200m of settlement boundary:</p> <ul style="list-style-type: none"> Several (more than three) local retail facilities (+2) Limited (between one and three) local retail facilities (+1) No local retail facilities that fulfil criteria (0) | |
| Access to high-quality open space and | <p>Emerging:</p> <p>Updated Open Space information.</p> | | | <p>These criteria are included to comply with Paragraphs 84, 93 and 98 of the NPPF, and will be considered once Open Space information is published.</p> | |

²³ <https://www.legislation.gov.uk/uksi/2021/814/made>

| | | | | | |
|-------------------|---|--|--|---|---|
| | opportunities for sport and physical activity | | | | |
| Suitability-based | 5. Policy Designations and Constraints | <p>Existing:</p> <ul style="list-style-type: none"> Local Green Space Designations (Policies map). Data and Access Profiles (DAPs) 2020. Sustainability Appraisal: Local Plan 2020 Phase 1 - Issues and Approaches Document (Nov 2020) <p>Emerging:</p> <ul style="list-style-type: none"> Green Belt Review SHLAA (2021) | <p>This is necessary to align with Footnote 7 assets defined within the NPPF, and NPPF Paragraphs 103, 137, 140, 141, 161, 162, 174, 179, 180, 181 and 182.</p> <p>The Interim SA (2021) includes the following assessment criteria for designated biodiversity and geodiversity assets:</p> <ul style="list-style-type: none"> Significant negative for development within 250m of one or more internationally or nationally designated biodiversity or geodiversity sites. Minor negative for development that is between 250m and 1km of one or more internationally or nationally designated biodiversity or geodiversity sites, that is within 250m of a locally designated site (including priority habitat identified by South Gloucestershire Council) or is within 15m of an area of ancient woodland. Negligible impact identified for development that is outside of the distances specified above. <p>For flood risk, the Interim SA (2021) sets out the following criteria:</p> <ul style="list-style-type: none"> Significant Negative: Development mostly on land that is within Flood Zones 3a or 3b. Negligible effect - Development mostly on land that is outside of Flood Zones 3a or 3b. <p>At this stage, the methodology does not seek to stratify between Footnote 7 constraints, however this will be assessed further to inform the settlement hierarchy. In addition, the SHLAA and HELAA processes will seek to identify land which is least impacted by these constraints.</p> | <p>The SHLAA (2021) also ranks defined constraints based on whether these are primary or secondary constraints.</p> <p>The emerging Green Belt Review will also need to be factored in to any future ranking.</p> | <p>Using the general style of the Interim SA (2021) and SHLAA (2021), settlements will be assessed for the extent to which they overlap with 'several' (-2) or a 'limited' (-1) number of the following policy designations:</p> <ul style="list-style-type: none"> Settlement contains or is located within 250m of <u>one</u> or more internationally or nationally designated biodiversity or geodiversity habitats site; Settlement contains or is located within 250m of a local ecological designation; Settlement is 'partially' or 'wholly' within Green Belt or AONB; Settlement 'contains' or is 'adjacent to' Local Green Spaces designations; Settlement is 'partially' or 'wholly' within Flood Risk Zone 3a or Flood Risk Zone 3b; Settlement 'contains' or is 'adjacent' to HSE zones. |
| | 6. Conserving Designated Heritage Assets | <p>Existing:</p> <ul style="list-style-type: none"> Sustainability Appraisal: Local Plan 2020 Phase 1 - Issues and Approaches Document (Nov 2020) <p>Emerging:</p> <ul style="list-style-type: none"> SHLAA (2021) | <p>The Interim SA (2021) does not specify impact distances for statutory and non-statutory designated assets.</p> <p>The proposed approach is based on comparative assessments of case studies set out in Stage 1. The inclusion of this criteria is necessary to align with NPPF Paragraph 190. It is acknowledged that this approach is relatively arbitrary as 'harm' is not necessarily linked to the presence of heritage assets but rather the quantum, scale and layout of proposed development and any associated mitigation.</p> | <p>The SHLAA (2021) also ranks defined constraints based on whether these are primary or secondary constraints.</p> | <p>Undertake a point count of statutory designated assets (Listed Buildings, Grade I, Grade II, Grade II*); Conservation Areas; Scheduled Ancient Monuments; Registered Historic Parks and Gardens):</p> <ul style="list-style-type: none"> Several (more than three) designated heritage assets present within <u>or</u> adjacent to the settlement boundary (-2) Limited (between one and three) designated heritage assets present within <u>or</u> adjacent to the settlement boundary (-1) No designated heritage assets within or directly adjacent to the settlement boundary (0) <p>Non-designated archaeology / heritage assets are not proposed to be accounted for at this stage.</p> |
| | 7. Protecting the best and most versatile Agricultural Land | <p>Existing:</p> <ul style="list-style-type: none"> Sustainability Appraisal: Local Plan 2020 Phase 1 - Issues and Approaches Document (Nov 2020) <p>Emerging:</p> <ul style="list-style-type: none"> SHLAA (2021) | <p>The inclusion of this criteria is necessary to align with NPPF Paragraph 174.</p> <p>The Interim SA (2021) outlines the following assessment criteria scoring:</p> <ul style="list-style-type: none"> Development on land resulting in loss of agricultural value Grade 1 to 2 (significant negative) Development on land that results in loss of Grade 3 agricultural value or of local food growing land of demonstrable value (uncertain/negative) | <p>The SHLAA (2021) also ranks defined constraints based on whether these are primary or secondary constraints. Where appropriate, these rankings have been aligned to reduce duplication.</p> | <p>Adopt a similar approach to the SGC Interim SA:</p> <ul style="list-style-type: none"> Settlements identified as having limited ALC land. If less than 50% of the land adjacent to the settlement carries any ALC classification (+1) Majority of land within or directly adjacent to the settlement boundary is within Grade 3, 3b, 4 and 5 agricultural land (0) Majority of land within or directly adjacent to the settlement boundary is within Grade 1, 2 and 3a agricultural land (-1) |

3.4 Stage 4 Develop Indicative Ranking

Overview: Following the application of the methodology set out in Stage 3 and Table 2 above outputs are compiled to formulate a preliminary ‘**sustainability ranking**’ based on capacity and suitability of all Rural Villages and Settlements.

Undertaking indicative ranking: Once data had been collated and Table 2 had been implemented, the Rural Villages and Settlements Indicative Ranking was developed.

A weighting was totalled for each ‘component’ before an overall weighting was drawn together for each ‘criteria’ and ultimately the settlement as a whole.

A ‘cut off’ point was drawn, whereby settlements which scored a total of ‘0’ or lower overall were deemed to be less sustainable and therefore deemed unsuitable for inclusion in the ranking. The market towns of Yate & Chipping Sodbury and Thornbury are not included here, given these have a defined growth quantum within Policy CS15.

Settlements are split by size. Larger settlements will naturally have a higher number of services, facilities, employment areas and transport connections to cater for the higher population. Smaller settlements may gain inherent sustainability from their functional relationship and proximity to larger settlements.

Table 3 Indicative ranking of Rural Villages and Settlements by population

| Size (Population) | Settlement | |
|--|--|--|
| Large Villages (>5000) | Frampton Cotterell | Winterbourne |
| Medium Villages (Population = 1000 - 5000) | Alveston Almondsbury Charfield Coalpit Heath Marshfield | Pucklechurch Severn Beach Wick Wickwar |
| Small Villages (Population = 500-1000) | Bitton Hawksbury Upton Hortham Village | Pilning Olveston |
| Very Small Villages (Population = >500) | Acton Turville Aust Badminton Bridge Yate Cold Ashton Cromhall (Bibstone & Townwell) Easter Compton Engine Common Falfield Hambrook | Old Down Old Sodbury Oldbury on Severn Rangeworthy Redwick Rudgeway Shortwood Tockington Tytherington Upton Cheyney |

| | |
|--|--------------------------------|
| | Hallen Horton Iron Acton |
|--|--------------------------------|

4 Recommended Next Steps

4.1 Overview

Following the completion of Stage 3 and 4, the next stages of the methodology will include:

- Refining the ‘cut off’ point based on the amount of land required to meet housing need, and the availability of suitable sites.
- Using the ranking to develop and test options for the Rural Villages and Settlements Hierarchy.
- Developing policy recommendations for locally-specific policies.
- Updating methodology following completion of emerging evidence.

4.2 Confirming Need and Site Supply

National policy and guidance: The NPPF makes clear that Local Plans as a minimum, should provide for objectively assessed needs for housing and other uses²⁴. The NPPF prescribes that housing need should be established by strategic policies determined through a local housing need assessment²⁵. Non-strategic policies should then sustainably translate this strategic need into detailed policies for specific areas and allocation of sites²⁶.

In the case of South Gloucestershire, strategic housing and employment need will be established through the SDS evidence base²⁷. It will be for SGC to demonstrate non-strategic need in conformity with local housing need figures supplied through this evidence base.

To build a deliverable and developable strategy for both strategic and non-strategic growth, policymakers are required to have a clear understanding of the land available in their area through a Strategic Housing Land Availability Assessment²⁸ (SHLAA), or Housing and Economic Land Availability Assessment (HELAA)²⁹.

Establishing the availability, achievability and suitability of land will therefore be informed by emerging evidence currently in preparation by SGC. These assessments will help inform the scale and supply of sites to achieve the following NPPF principles:

- Identification of small and medium sized sites, which can make an important contribution to meeting the housing requirement in an area. Plan-makers are

²⁴ NPPF, Paragraph 11.

²⁵ NPPF, Paragraph 61

²⁶ NPPF, Paragraph 28

²⁷ In accordance with NPPF Paragraph 66.

²⁸ NPPF, Paragraph 68

²⁹ NPPG, Paragraph: 001 Reference ID: 3-001-20190722

required to accommodate at least 10% of their housing requirement on sites no larger than one hectare³⁰.

- Identification of larger scale development, such as new settlements or significant extensions where this supports sustainable communities, which may be another appropriate way to supply a large number of homes³¹.
- Maximising the efficient use of previously developed land³².

Case Study Summary: Based on case study findings set out in the Stage 1 Report:

- Almost all case study settlement strategies and hierarchies were capacity-led, being based on a ‘top-down’ capacity figure from strategic housing need or local housing need assessment information (Durham; Staffordshire Moorlands; Cheshire East; Harrogate; and Selby). Amounts of growth are not consistently specified for named Rural Villages and Settlements; whilst overall quanta were often set out (ranging between 2,000-4,000 homes across lower tiers of the hierarchy), explicit ranges for settlements were not often described within the final plan.
- Two LPAs employed an ‘area of search’ approach to identifying settlements for proposed development (Durham; Selby).
- Most LPAs consider supply through explicit reference to the SHLAA (Durham; Cheshire East; Oldham).
- For some LPAs, Neighbourhood Development Plan allocations were reviewed as part of known site supply (Staffordshire Moorlands, Cheshire East)³³.

Proposed Approach: The purpose of this element will be to collate evidence on the quantum of homes, ensure strategic compliance with the SDS, and determine the supply of sites at a local level. This will evolve as the Local Plan progresses to inform the methodology, and is therefore not dealt with in this interim methodology.

To support the Local Plan Phase 2 Consultation in early 2022, the interim methodology and ranking of settlements will be informed by non-strategic housing need and ‘areas of search’ from the forthcoming SDS (where it is assumed that population forecasts would be captured). This stage will also acknowledge the number of Call for Sites submissions around these settlements to inform an initial understanding of prospective availability and achievability.

Future iterations of the interim methodology post-Phase 2 Consultation, will take account of the following evidence which is in development:

- Detailed SHLAA / HELAA site supply information, including any additional or updated information about sites submitted through the Call for Sites process³⁴; and,

³⁰ NPPF, Paragraph 69

³¹ NPPF, Paragraph 73

³² NPPF, Paragraphs 119 - 124

³³ In accordance with NPPF, Paragraph 70.

³⁴ The most recent Call for Sites Consultation ran from 7 July 2020 to 20 October 2020.

- Approved and extant residential and employment planning applications within Rural Villages and Settlements based on April 2021 (using Data and Access Profiles (DAPs and the SGC Planning Portal). Submitted planning applications pending consent will not be accounted for here, as this may preempt the outcomes of the decision-making process.

Table 4 below sets out how data sources are proposed for use in the interim methodology.

Table 4 Need and supply proposed assessment criteria

| Component | Rationale | Source(s) | Proposed criteria |
|---|---|--|---|
| Informing evidence available Pre-Phase 2 Consultation 2021 | | | |
| Areas of search | To be in conformity with the strategic growth area within the SGC plan area and Paragraph 60 and 65. | SDS (not yet available) | N/A – Villages within the SDS Areas of Search would be recognised as those likely to support higher growth levels, subject to capacity and suitability. |
| Local Housing Need | In conformity with SDS, non-strategic policies will set out detailed policies for specific areas and allocate sites. | Local Housing Needs Assessment (via SDS evidence base) | N/A – Whilst the SDS will establish the strategic housing requirement figure for the whole area, the approach to non-strategic growth in Rural Villages and Settlements will be informed by consideration of issues (as set out in the LP Phase 1 consultation document). Potential approaches for distribution of non-strategic growth will be tested through this settlement ranking. |
| Availability of Call for Sites | To inform an initial understanding of prospective availability and achievability for sites around rural settlements and villages. | Call for Sites. | N/A – Informing contextual data. |
| Emerging evidence available Post-Phase 2 Consultation 2021 | | | |
| Development opportunities (housing) | To establish potential supply of sites in SGC, and align with NPPF Paragraphs 68 and 69, and 84 and 85. | SHLAA HELAA Employment Land Survey Data and Access Profiles | Housing: Within <u>or</u> directly adjacent to each settlement boundary, to include small sites (5-9 units) or large sites (10+ units). Employment: To include the following: <ul style="list-style-type: none"> • Sites of over 0.4ha or more within <u>or</u> adjacent to the development limits; • Overall floorspace lost or gained is 500sqm or more; • Whether the site is a Safeguarded Employment Site. |
| Approved and extant planning applications | To establish known supply within SGC settlements. | SGC Planning Portal. | Same criteria as above, to include applications approved since PSP (2017). This will be updated with emerging information from the Residential Land Survey (April 2021). |

| Component | Rationale | Source(s) | Proposed criteria |
|-----------|-----------|---------------------------|-------------------|
| | | Data and Access Profiles. | |

4.3 Using the ranking to develop and test options for the Rural Village and Settlements Hierarchy

This stage will take the indicative sustainability ranking based on capacity and suitability developed within Stage 4 and test the suitability and appropriateness of non-strategic growth options. There may be several additional options which emerge throughout the course of Local Plan preparation, which would need to be tested in later iterations of this methodology.

These options would need to demonstrate that an appropriate strategy has been reached, which takes account the reasonable alternatives and is based on proportionate evidence, to ensure the NPPF tests of Local Plan soundness³⁵ are met.

Testing Definitions of Functional Relationship

There might be several settlements that do not in themselves demonstrate high levels of sustainability, or are very small, however which may be closely related to other settlements which rank higher in terms of suitability. This is referred to as ‘functionally related’ and may apply to settlements within the ‘Area of Search’ determined within the SDS or those which benefit from the locational proximity defined in Table 5.

Table 5 Definition of ‘functionally related’

| Term | Definition | Case Study Examples |
|--|--|---|
| Functionally-related settlement / ‘clustering’ | A settlement that has a physical relationship with another adjacent settlement by virtue of accessibility / school catchment area / employment patterns (i.e., in or out-commuting). | <ul style="list-style-type: none"> Selby uses ‘<i>Dominant villages</i>’ which is defined as a larger village, that usually has the greatest range of facilities and employment opportunities. This was as a result of settlements being closely related and sharing facilities such as schools. Selby also referred to ‘<i>Linked settlements</i>’ which were designated service villages that were grouped due to being ‘closely related and sharing facilities such as schools’. Durham considered ‘clustering’, where distances between settlements and factors such as physical severance factors such as roads, rivers and railways were used to identify groups of settlements that ‘function effectively as a single entity’. The method for identifying these clusters is not set out within the Durham Settlement Study or public domain. Cheshire East referenced a ‘functional relationship’ based on the physical form and the use of the built-up area. It also examined the level of ‘self-containment’, |

³⁵ NPPF, Paragraph 35.

| Term | Definition | Case Study Examples |
|------|------------|---|
| | | based on a settlement's employment role and commuter flows. |

Developing a Vitality Commentary

Following the baseline assessment and development of the ranking of settlements as set out within Stage 4 of this methodology, a vitality commentary will be prepared for Rural Villages and Settlements.

The NPPF case for 'vitality' of rural settlements, is introduced in Paragraph 79. Paragraph 93 also seeks to provide the social, recreational and cultural facilities and services the community needs by guarding against unnecessary loss of valued facilities, whilst Paragraph 84 supports the sustainable growth and expansion of all types of business in rural areas. The NPPF also sets out that planning policies should seek to address potential barriers to investment, for example inadequate infrastructure, services or housing or a poor environment³⁶.

Based on case study findings set out in the Stage 1 Report no explicit 'vitality cases' are made by LPAs within settlement ranking papers or associated methodologies, however:

- Selby utilised deprivation data derived from the Regional Settlement Study to understand performance of each settlement. Deviation from the regional average was utilised to understand the extent of deprivation experienced by settlements.
- Some LPAs utilised employment opportunity data (Durham; Cheshire East), which supports use of this data to understand where there might be pockets of deprivation when considering the settlements as a whole.

Proposed Approach: Evidence to underpin this commentary is proposed as follows:

- Demographic indicators of deprivation (e.g., unemployment, economic inactivity data).
- Neighbourhood planning objectives.
- Local population change 2011-2018 (e.g., declining population number and imbalanced demographic).
- Relatively poor housing mix (e.g., housing mix within a settlement compared to SHMA plan-level amounts).
- Employment, retail, leisure, community and education floorspace loss (as contained within DAPs).
- Public and statutory consultation responses received during Regulation 18 Consultation on the Local Plan 2020.

A high-level qualitative assessment based on the proposed evidence strands above will be used to develop commentaries that could be used to demonstrate a

³⁶ NPPF, Paragraph 82.

qualitative supporting case for creating ‘vitality’ within particular rural villages or settlements in South Gloucestershire.

4.4 Develop policy recommendations for locally specific place-making, exceptional places and sustainable communities’ criteria

This stage would ensure that the implementation of the villages hierarchy and future spatial non-strategic development option is ‘hooked’ back to effective policy approaches.

While it is not the role of this methodology to test policy approaches themselves (being deferred to the Local Plan SA process), it is envisioned that this stage would involve producing a short set of specific recommendations, based on knowledge of good practice examples and understanding of emerging local and regional policy.

The introduction of policies such as development on unallocated sites, development in the open countryside, place-making and design principles for rural development, as identified through Stage 1 Baseline Review and Assessment of Good Practice, would be considered as part of this set of recommendations.

It is acknowledged that due to the emerging nature of strategic policy (the SDS), alongside forthcoming national planning reforms and guidance, that these recommendations may be subject to change.

South Gloucestershire Council
**Sustainable Rural Villages and
Settlements**

Appendix A Background Review
and Assessment of Good Practice

Final for Consultation | 26 January 2022

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party.

Job number 280422-00

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1 Introduction

1.1 Overview

This report has been prepared by Ove Arup and Partners Ltd ('Arup') in collaboration with South Gloucestershire Council (SGC), to assist the preparation of methodology to determine the Sustainable Villages and Settlements Ranking for the emerging Local Plan 2020. The Local Plan 2020 is at Regulation 18 consultation stage, with the Phase 1 consultation 'Issues and Approaches'¹ running from 27 November to 1 March 2021.

The methodology is deemed to be 'interim' and will inform the next consultation phase of the Local Plan, known as Phase 2 Local Plan Consultation for Stakeholder and Community Involvement (Regulation 18), which is planned for January – April 2022. It will be updated as more evidence becomes available following this Consultation stage, when the final settlement hierarchy will be determined.

1.2 Purpose of this Appendix

This paper forms **Stage 1: Background review and assessment of good practice**, with the purpose of identifying and assessing good practice examples from recently adopted Local Plans to benchmark the draft methodology.

¹ <https://beta.southglos.gov.uk/new-local-plan/>

2 Good Practice Case Study Examples

2.1 County Durham – ‘capacity-led’ and ‘area of search’-based approach

| Local Authority: County Durham | | Comparison of Sustainable Communities option from Issues and Options to Submission Draft: | Key Diagram | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
|---|--|---|--|----------------------|--------------------|----------|-------------|----|----|----|----------------|----|----|---|--------------|---|---|----|-------------------|----|----|----|------------|----|----|---|--------------|----|----|----|-------------------|---|---|----|-------------|----|----|----|-------------|---|---|---|--|
| Local Plan and Adoption Date | County Durham Plan – Adopted by Durham County Council (DCC) in 2020 ² | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Plan geography summary | County Durham is a non-metropolitan county in North East England. The County contains a population of approx. 526,980, covers an area of 2230sqkm, including an AONB and Green Belt surrounding the World Heritage Site of the City of Durham. It is otherwise predominantly rural, with a dispersed settlement pattern including remote and sparsely populated areas to the west, and former coalfield communities in the centre and east. | <table border="1"> <thead> <tr> <th></th> <th>Issues and Options %</th> <th>Submission Draft %</th> <th>Change %</th> </tr> </thead> <tbody> <tr> <td>Durham City</td> <td>17</td> <td>14</td> <td>-3</td> </tr> <tr> <td>Central Durham</td> <td>12</td> <td>12</td> <td>-</td> </tr> <tr> <td>North Durham</td> <td>7</td> <td>8</td> <td>+1</td> </tr> <tr> <td>North West Durham</td> <td>13</td> <td>12</td> <td>-1</td> </tr> <tr> <td>Mid Durham</td> <td>16</td> <td>16</td> <td>-</td> </tr> <tr> <td>South Durham</td> <td>15</td> <td>16</td> <td>+1</td> </tr> <tr> <td>South East Durham</td> <td>1</td> <td>2</td> <td>+1</td> </tr> <tr> <td>East Durham</td> <td>15</td> <td>16</td> <td>+1</td> </tr> <tr> <td>West Durham</td> <td>4</td> <td>4</td> <td>-</td> </tr> </tbody> </table> | | Issues and Options % | Submission Draft % | Change % | Durham City | 17 | 14 | -3 | Central Durham | 12 | 12 | - | North Durham | 7 | 8 | +1 | North West Durham | 13 | 12 | -1 | Mid Durham | 16 | 16 | - | South Durham | 15 | 16 | +1 | South East Durham | 1 | 2 | +1 | East Durham | 15 | 16 | +1 | West Durham | 4 | 4 | - | |
| | Issues and Options % | | Submission Draft % | Change % | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Durham City | 17 | 14 | -3 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Central Durham | 12 | 12 | - | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| North Durham | 7 | 8 | +1 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| North West Durham | 13 | 12 | -1 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Mid Durham | 16 | 16 | - | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| South Durham | 15 | 16 | +1 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| South East Durham | 1 | 2 | +1 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| East Durham | 15 | 16 | +1 | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| West Durham | 4 | 4 | - | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Growth strategy | <p>The growth strategy promoted through the Local Plan is the ‘Sustainable Communities’ option, and this has informed the allocations. Led by the Sustainable Development Statement, this comprises a dispersed pattern of development across key settlements, principally focused around the towns with greatest opportunities for employment, services and facilities, public transport and other infrastructure such as healthcare exist.</p> <p>Quantity of housing development: A minimum of 24,852 new homes of mixed type, size and tenure over the period 2016 to 2035 (1,308 new homes per year).</p> <p>Distribution: Between 4 to 17% of the total housing distributed in each of the Local Plan monitoring areas (see Table 6 of the Local Plan), where the rural areas still accommodate some development. Windfall allowance is 100 dwellings per annum on small sites.</p> <p>Quantity of employment development: 300ha within the plan area.</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Typologies / grouping of settlements, policy approaches and option pathways | <p>DCC aim through their adopted Local Plan to achieve growth through a spatial strategy that promotes a balanced distribution of development between Durham City and larger settlements, alongside managed growth of rural villages within the county, based on evidence documents identified below. Site allocations are set within Policy 4, and establish allocations between 65 – 200 dwellings at two rural village settlements (the remainder are within towns and market towns). A number of policy levers are also available for rural development, including on unallocated or exception sites.</p> <p>Settlement Study³</p> <p>The Settlement Study (2018) appraised 230 settlements within the county in relation to the number and range of services, to determine each settlement’s role and influence. This was a desk-based study, which ranked settlements on their provision of facilities and services, based on varied methods of weighted scoring for: businesses, churches, community centres, education facilities, health facilities, leisure facilities, police stations, post offices, public transport infrastructure etc. Clustering effects were also examined, where distances between settlements and factors such as severance were used to identify groups of settlements that function as a single entity. A total of 31 clusters were identified within nine monitoring areas. The study indicated that locating new housing within larger settlements would maximise the opportunity for residents to travel to work and other services/facilities by sustainable modes of transport.</p> <p>Spatial Strategy Justification (2019)⁴</p> <p>This document justifies the Plan’s approach to spatial development, acknowledging that large towns have a more significant role however, that rural communities need growth while recognising the intrinsic character of the countryside. Data used to inform the options included the findings of the Settlement Study (accessibility weightings); Local Plan Viability Assessment; assessment of employment opportunities and commuting patterns. The chosen spatial strategy built on the Issues and Options Consultation (2016) which proposed four alternative options, including a ‘Wider Dispersal’ (redistribution of housing from Durham City and Central Durham to others in the county). There was stronger public support for this option (not requiring use of Green Belt and supporting regeneration of more deprived settlements), however, following the SA, the ‘Sustainable Communities’ option was recommended on balance as it maximises the opportunity for new residents to travel to employment, services and facilities via sustainable modes of transport; provide greatest opportunities for affordable housing; and have lowest impact in terms of air quality. Further SA of a ‘Sustainable Communities Without Green Belt’ was undertaken which involved the assessment of 15 areas of search beyond the outer Green Belt boundary. This assessment process led to the shortlisting of four broad areas of search which were ultimately discounted on viability grounds and the likelihood that the areas, if one or more were selected, would increase levels of private car travel and congestion.</p> <p>Percentage of total housing growth assigned to each county area is set out in the table above. Figures for each area are based on granted planning permissions, assessments of land availability (SHLAA) and viability. Growth assigned to each settlement is based on the county area capacity % and then directed by the policies summarised below. No quantum is assigned to individual villages, with the exception of those set within Policy 4. The Spatial Strategy states that the key principles of sustainability, impact on economic growth; effective use of land; viability and delivery have informed the preferred approach to development.</p> <p>There is no method available in the public domain to translate the weighted scores from the Settlement Study to the % capacities.</p> | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| Policy 5: Durham City's Sustainable Urban Extensions | | Policy 6 Development on Unallocated Sites | Policy 10 Development in the Countryside Policy 10 states that development in the countryside will not be | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |
| | | | Policy 11 Rural Housing and Employment Exception Sites | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | | |

² <https://www.durham.gov.uk/media/34069/County-Durham-Plan-adopted-2020-/pdf/CountyDurhamPlanAdopted2020vDec2020.pdf?m=63742496933140000>

³ <http://durhamcc-consult.limehouse.co.uk/file/4957345>

⁴ <http://durhamcc-consult.limehouse.co.uk/file/5244987>

| | | | | |
|---|---|--|---|---|
| | <p>The Green Belt Assessment (2018) identified two areas for Green Belt release as Urban Extensions. The exceptional circumstances used for this justification were based on ensuring sustainable patterns of development with respect to Durham City, supporting the economic potential of Durham City and the delivery of Aykley Heads and maximising the delivery of affordable housing and other infrastructure by locating development in the highest viability areas around Durham City.</p> | <p>The development of sites which are not allocated in the Plan or in a Neighbourhood Plan which are either (i) within the built-up area; or (ii) outside the built-up area (except where a settlement boundary has been defined in a neighbourhood plan) but well-related to a settlement, will be permitted provided the proposal accords with all relevant development plan policies.</p> | <p>permitted unless allowed for by specific policies in the Plan, are set within an adopted NDP or where the proposal relates to one or more of the following exceptions: economic development; infrastructure development; and development of existing buildings. Nine guiding design principles are set out within the policy (see: Stratification Criteria). No specific allocations / quantities are set within this policy.</p> | <p>Policy 11 states that residential development should only be permitted where it is well-related to a settlement; meets an identified local need for affordable or specialist housing sufficient to justify the scale and nature of the development; market housing is only included where it can be robustly demonstrated that this is essential to support the viable delivery of affordable housing. The policy also states that where employment related development is proposed it must be shown that it is of an appropriate scale and type that is appropriate to its location; and it could not be more appropriately situated on an existing or allocated industrial estate, an existing suitable building or other land within other settlements in the vicinity.</p> |
| <p>Stratification criteria</p> | <p>Place-making and sustainable communities' criteria: Policy 10 contains general design principles for all development in the countryside, summarised as below. Development will not be permitted where it would:</p> <ul style="list-style-type: none"> • Give rise to unacceptable harm to heritage, biodiversity, geodiversity, intrinsic character, beauty or tranquillity of the countryside. • Result in merging / coalescence of neighbouring settlements. • Contribute to ribbon development. • Adversely impact setting, townscape qualities, including important vistas, or form of a settlement which cannot be adequately mitigated. • Be prejudicial to highway, water or railway safety • Impact adversely upon residential or general amenity. <p>New development must also:</p> <ul style="list-style-type: none"> • Minimise vulnerability and provide resilience to impacts arising from climate change, including but not limited to, flooding; and • Maximise the effective use of previously developed (brownfield) land providing it is not of high environmental value. | | | |
| <p>Linkages to Inspector's Report / SA</p> | <p>Inspectors Report⁵ The final IR of the Local Plan includes the following relevant information:</p> <ul style="list-style-type: none"> • Para 65 of the IR states that the proposed distribution of housing ('Sustainable Communities' approach) is likely to lead to a reasonably balanced pattern of growth. • However, para 191 states that the approach to Policy 6 and Policy 10 would not be positively prepared, justified or consistent with national policy, as there are likely to be sites well-related to settlements that do not meet policy 6 definition but could be developed without causing significant harm. • The final report required a main modification to Policy 6, to allow development on non-allocated sites within the built up area or outside but well-related to a settlement, being the physical and visual relationship; and to allow for NDPs to designate settlement boundaries and potentially a more restrictive approach beyond those boundaries. It was considered that this would provide a flexible and effective approach to development for the 200+ settlements (paras 192- 194). • Included a MM of an increase in the windfall assumption from 1,120 to 1,400 dwellings (paras 196-200) <p>The Inspector did not recommend that DCC assign a level of growth to the level of supply directed by Policy 10.</p> <p>The SA assessed the options for the distribution of housing and concluded that overall, the 'Sustainable Communities' option (within the adopted Local Plan) which comprises a dispersed pattern of development located across key settlements in the county but focuses growth on existing larger settlements (with a primary role of Durham City) provides greater opportunities to deliver sustainable patterns of growth in comparison to the other housing distribution options assessed, reduces the need to travel, delivers good quality new housing and affordable housing and supports the county's economy.</p> | | | |
| <p>Phasing or safeguarding local policies</p> | <p>No specific phasing policies found related to rural development.</p> | | | |

⁵ <http://durhamcc-consult.limehouse.co.uk/file/5707315>

2.2 Staffordshire Moorlands District Council – hybrid ‘top down’ and ‘capacity-based’ approach

| Local Authority: Staffordshire Moorlands District Council | |
|---|---|
| Local Plan and Adoption Date | Staffordshire Moorlands Local Plan – Adopted by Staffordshire Moorlands District Council (SMDC) in 2020 ⁶ |
| Plan geography summary | Staffordshire Moorlands is a non-metropolitan district in the West Midlands. The county contains a population of approx. 98,435, covers an area of 575.9sqkm. Most of the Staffordshire Moorlands district is in the southern end and foothills of the Pennines, with the northern part of the district lying in the Peak District National Park. Whilst the focus of growth is in the three market towns of Leek, Cheadle and Biddulph, there are a number of settlements within the Green Belt. The remainder of the LPA being characterised by undeveloped countryside which is of high landscape quality and has poor accessibility. |
| Growth strategy | <p>The Local Plan seeks to carry forward the development approach from the Core Strategy which focused development on the three market towns of Leek, Cheadle and Biddulph and the larger villages, but allowed for limited development of other settlements. This development approach facilitates growth of towns and larger villages where it can be accommodated whilst enabling an appropriate scale of development in rural areas to support sustainable communities. There is a marginally higher proportion of development allocated to towns compared to the Core Strategy⁷</p> <p>Quantity of housing development: Local Plan proposes 6,080 dwellings for the period 2014 – 2033 (320 per year).</p> <p>Distribution: The total housing target is distributed between Leek (30%), Biddulph (20%), Cheadle (25%) and Rural Areas (25%) (see Table 6.1 of the Local Plan).</p> <p>The Stage 1 Settlement Appraisal (2011)⁸ sets out the methodology used to appraise settlements within the plan area; this comprised a social infrastructure (education, healthcare etc.), physical infrastructure (utilities-based) and accessibility assessment (public transport and highways), where present capacity, demand, future plans and expectations of future demand were recorded for each settlement. An overall rating for each settlement was given based on the three classes of information. Support for NDP allocations for housing and employment is set within Policy SS2 (see below). This distribution reflects the Core Strategy approach, although development in Rural Areas is reduced due to constrained supply of suitable sites. Windfall allowance is 330 across the Plan Period for Rural Areas (see Policy SS 4).</p> <p>Quantity of employment development: 32ha within the plan area. Distribution: The total employment target is distributed between Leek (30%), Biddulph (20%), Cheadle (25%) and Rural Areas (30%) (see Table 6.1 of the Local Plan). This distribution is based on the Stage 1 Settlement Appraisal as outlined above.</p> |
| Typologies / grouping of settlements, policy approaches and option pathways | <p>The three towns of Leek, Biddulph and Cheadle are the largest settlements accommodating 50% of the District's population and the majority of the District's services and facilities. The spatial strategy seeks to focus future growth in these settlements and to strengthen their role as significant service centres. The rural areas outside of the Peak District make up over two-thirds of the plan area in terms of land coverage and contain approx. 50% of plan area's population.</p> <p>The Local Plan sets out a Settlement Hierarchy (Policy SS2), which directs the remaining spatial policies for rural settlements. This comprises ‘Towns’, ‘Rural Area Larger Villages’, ‘Rural Area Smaller Villages’, and ‘Other Rural Areas’, which are carried forward from the Core Strategy, based on population, services, facilities and capacity for development. The settlement hierarchy in the adopted Core Strategy was informed by the Development Capacity Study (2008/9) and update (2010/11)⁹. A profile is outlined for each of these categories in Policy SS2, to include details of scale, social infrastructure and accessibility.</p> <p>The Local Plan defines settlements qualitatively, where:</p> <ul style="list-style-type: none"> • ‘Larger Villages’ are the ‘most sustainable settlements in the rural areas which generally have a good local social infrastructure, some local employment opportunities and good accessibility to the towns and larger centres. These villages also have an important role in terms of serving and supporting their immediate surrounding rural areas and smaller villages. • ‘Smaller Villages’ are defined as those with generally ‘poor range of services and facilities [where] it is often necessary for local residents to travel outside the village for most of their daily needs’. • ‘Other Rural Areas’ comprise ‘the open countryside where development is normally unacceptable and green belt where further development is generally inappropriate. Within these areas there are some groups of houses and hamlets which are not identified as ‘smaller villages’ because of their predominantly open character and loose-knit nature’ ‘Smaller Villages’ and ‘Other Rural Areas’ are do not have a defined Development Boundary. <p>Policy SS3 establishes the overall quantum of housing and employment land up to 2031 and the broad distribution of development across the District between Leek, Biddulph, Cheadle and the Rural Areas. The Local Plan includes a new approach to the sustainable growth of villages, where Policies SS8 - 10 and H1 reference, in the case of larger villages, allowing some limited infilling on the edge of settlements and in the case of smaller villages which will not have a settlement boundary, small infill schemes.</p> <p>Site allocations for Rural Areas are set out in Policy H2. Site specific policies for Rural Area strategic site allocations adjacent/part of Larger and Smaller Villages (employment and mixed use) are established within Policies DSR 1-5. These policies include development considerations and allocation capacities, which range between 25-300 dwellings:</p> <ul style="list-style-type: none"> • Blythe Vale (Mixed Use Allocation under Policy H2 and DSR1) comprises 48.5ha allocated within the development boundary of Blythe Bridge. • Land east of Brooklands Way, Leekbrook (Employment allocation under Policy EM2 and DSR 2), comprising 8ha adjacent and east of the ‘Smaller Village’ of Leekbrook. This was identified within the Core Strategy based on residual employment land requirement and findings of a broad location search. • Land off Ash Bank Road Werrington (Housing allocation under Policy DSR3), both within the development boundary of Werrington which is defined a ‘Larger Village’ in the settlement strategy. The allocations are 4ha in total and have a capacity of total 75 dwellings. • Bolton Copperworks (Mixed use allocation under Policy DSR 4) is identified as a ‘Regeneration Opportunity’ within the adopted Local Plan interactive policies map. This site covers the former Bolton copper works at Froghall village. The site is included as an opportunity site in the Churnet Valley Masterplan SPD. • Anzio Camp (Mixed use allocation under Policy DSR 4) is a former army training base located to the north of Leek, and is identified as a 15.4ha ‘Regeneration Opportunity’ within the adopted Local Plan interactive policies map. |

⁶ Table 2.2 https://www.staffs Moorlands.gov.uk/media/6155/Adopted-Local-Plan/pdf/Adopted_Local_Plan.pdf?m=1601645140880

⁷ Para 51 of the Inspector’s Report. Policy SS3 shows the split, with some 75% of housing development and 70% of employment development in the towns, compared to 72% and 70% respectively within the SMCS.

⁸ https://www.staffs Moorlands.gov.uk/media/1689/Stage-1---Settlement-appraisal-and-social-infrastructure-tables-March-2011-update/pdf/Stage_1_-_Settlement_appraisal_and_social_infrastructure_tables_March_2011_update.pdf?m=1482494676800

⁹ https://www.staffs Moorlands.gov.uk/media/500/Stage-2-report---Site-appraisal-March-2011-update/pdf/MA3._Stage_2_Report_-_Site_Appraisal_March_2011_Update.pdf?m=1478528127690

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|--|--|--|---|--|--|
| | <p>Most of allocations in the rural areas will be in larger villages beyond the Green Belt (Leek and Cheadle), although some mixed used allocated are proposed outside the development boundary of settlements within the Green Belt¹⁰:</p> <ul style="list-style-type: none"> • Areas around Biddulph were considered to demonstrate exceptional circumstances (EC) to allow for Green Belt release. This case was made at a plan-level. • For Tunstall Road and Moberley strategic development areas, alongside the Larger Village of Werrington, the Green Belt Review assessed these areas as making a limited overall contribution to Green Belt purposes. Tunstall Road is ideally located with good road links opposite Victoria Business Park and bringing it forward will have a positive impact on the local economy, and these factors formed part of the EC. Werrington has a range of facilities and services and is considered to be in a sustainable location to support some growth and contribute towards meeting the housing needs of the rural areas, and this formed part of the EC case. <p>For Smaller Villages, Bagnall, Caverswall/Cookshill and Stanley will no longer have a settlement boundary but will not be washed over by Green Belt, effectively becoming inset villages where their extent is instead defined by the Green Belt policy designation:</p> <table border="1" data-bbox="388 478 2742 783"> <tr> <td data-bbox="388 478 982 783"> <p>Policy SS4 Strategic Housing and Employment Land Supply: This policy provides the estimated supply for the district’s areas, the capacities for new allocations and the large and small windfall site allowances. New allocations for ‘Rural Area Larger Villages’ are up to 330 dwellings; and small sites allowances (infill provision 30 per year) equates to 330. No net land requirement for employment land is identified for Rural Areas.</p> </td> <td data-bbox="982 478 1614 783"> <p>Policy SS8 Larger Villages Areas Strategy: Policy SS8 states that the listed settlements shall retain and enhance their role as rural service centres; meet housing requirements (via site allocations, windfall sites and rural exceptions and limited infilling in accordance with Policy H1). Settlements are listed; however, a total or specific development quantum is not attached to each within this policy. Policy SS4 states that Larger Villages will have potential provision of 330 dwellings based on new allocations (Policy H2).</p> </td> <td data-bbox="1614 478 2208 783"> <p>Policy SS9 Smaller Villages Areas Strategy: Policy SS9 states that the listed settlements shall retain and enhance their role as rural service centres; meet housing requirements (via rural exceptions and limited infilling in accordance with Policy H1). Green Belt policy will also apply to Smaller Villages washed over by this designation. Settlements are listed; however, a total or specific development quantum is not attached to each within this policy.</p> </td> <td data-bbox="2208 478 2742 783"> <p>Policy SS 10 Other Rural Areas Strategy: This policy defines ‘other’ rural areas as the countryside and Green Belt outside development boundaries of the towns and larger villages and the open countryside surrounding the smaller villages. Development in these locations is limited to scenarios such as conversion or replacement of rural building (in accordance with Policy H1) or a heritage asset (in accordance with Policy DC2).</p> </td> </tr> </table> | <p>Policy SS4 Strategic Housing and Employment Land Supply: This policy provides the estimated supply for the district’s areas, the capacities for new allocations and the large and small windfall site allowances. New allocations for ‘Rural Area Larger Villages’ are up to 330 dwellings; and small sites allowances (infill provision 30 per year) equates to 330. No net land requirement for employment land is identified for Rural Areas.</p> | <p>Policy SS8 Larger Villages Areas Strategy: Policy SS8 states that the listed settlements shall retain and enhance their role as rural service centres; meet housing requirements (via site allocations, windfall sites and rural exceptions and limited infilling in accordance with Policy H1). Settlements are listed; however, a total or specific development quantum is not attached to each within this policy. Policy SS4 states that Larger Villages will have potential provision of 330 dwellings based on new allocations (Policy H2).</p> | <p>Policy SS9 Smaller Villages Areas Strategy: Policy SS9 states that the listed settlements shall retain and enhance their role as rural service centres; meet housing requirements (via rural exceptions and limited infilling in accordance with Policy H1). Green Belt policy will also apply to Smaller Villages washed over by this designation. Settlements are listed; however, a total or specific development quantum is not attached to each within this policy.</p> | <p>Policy SS 10 Other Rural Areas Strategy: This policy defines ‘other’ rural areas as the countryside and Green Belt outside development boundaries of the towns and larger villages and the open countryside surrounding the smaller villages. Development in these locations is limited to scenarios such as conversion or replacement of rural building (in accordance with Policy H1) or a heritage asset (in accordance with Policy DC2).</p> |
| <p>Policy SS4 Strategic Housing and Employment Land Supply: This policy provides the estimated supply for the district’s areas, the capacities for new allocations and the large and small windfall site allowances. New allocations for ‘Rural Area Larger Villages’ are up to 330 dwellings; and small sites allowances (infill provision 30 per year) equates to 330. No net land requirement for employment land is identified for Rural Areas.</p> | <p>Policy SS8 Larger Villages Areas Strategy: Policy SS8 states that the listed settlements shall retain and enhance their role as rural service centres; meet housing requirements (via site allocations, windfall sites and rural exceptions and limited infilling in accordance with Policy H1). Settlements are listed; however, a total or specific development quantum is not attached to each within this policy. Policy SS4 states that Larger Villages will have potential provision of 330 dwellings based on new allocations (Policy H2).</p> | <p>Policy SS9 Smaller Villages Areas Strategy: Policy SS9 states that the listed settlements shall retain and enhance their role as rural service centres; meet housing requirements (via rural exceptions and limited infilling in accordance with Policy H1). Green Belt policy will also apply to Smaller Villages washed over by this designation. Settlements are listed; however, a total or specific development quantum is not attached to each within this policy.</p> | <p>Policy SS 10 Other Rural Areas Strategy: This policy defines ‘other’ rural areas as the countryside and Green Belt outside development boundaries of the towns and larger villages and the open countryside surrounding the smaller villages. Development in these locations is limited to scenarios such as conversion or replacement of rural building (in accordance with Policy H1) or a heritage asset (in accordance with Policy DC2).</p> | | |
| <p>Stratification criteria</p> | <p>Place-making and sustainable communities’ criteria are set within Policies C1 - C3, which cover the creation of sustainable communities, provision of sport, recreation and open space, and green infrastructure.</p> | | | | |
| <p>Linkages to Inspector’s Report / SA</p> | <p>Inspectors Report¹¹ The IR of the Local Plan includes the following relevant information:</p> <ul style="list-style-type: none"> • It was noted that steering more housing development towards the towns compared to the rural areas reflects a sustainable strategy (para 51). • In relation to rural development (Policies DS 1-5), it was considered that the alternative approach of distributing homes over a number of villages would be less sustainable as set out within the SA. This option, although potentially benefiting the vitality of some of these village communities as suggested by Policy SS2, would be likely to lead to greater pressure on Green Belt land (para 55). • Main modification was to make clear that Green Belt policy will apply in Smaller Villages washed over by Green Belt, to be consistent with national policy (para 82). • In relation to Policy SS10, it is noted that some sites are identified in the Churnet Valley Masterplan SPD. However, it was suggested that these relatively large sites are deserving of specific policies that would encourage their sustainable regeneration and guide development proposals that come forward (para 86). Policies DS R5 and DS R 6 were introduced in response. <p>The SA¹² considered four reasonable alternatives for the development approach in the Rural Areas:</p> <ol style="list-style-type: none"> 1. Preferred Options Sites and Boundaries 2016 approach – Green Belt release 2. Countryside release 3. Growth re-directed towards the towns 4. Strategic site release 5. Growth redirected to towns accompanied by strategic site release (this was a hybrid option of 3 and 4, recommended as it would align with NPPF and the spatial strategy, and enable an appropriate scale of development in the rural areas to support sustainable communities). | | | | |
| <p>Phasing or safeguarding local policies</p> | <p>No specific phasing policies found related to rural development.</p> | | | | |

¹⁰ <https://www.staffs Moorlands.gov.uk/article/6300/Interactive-local-plan-map>

¹¹ https://www.staffs Moorlands.gov.uk/media/5045/EL15.001-Staffs-Moorlands-LP-Report/pdf/Staffs_Moorlands_LP_Report.pdf?m=1595234356627

¹² https://www.staffs Moorlands.gov.uk/media/2877/Sustainability-Appraisal-of-the-Local-Plan---Submission-Version-Feb-2018/pdf/SA_Report_Submission_Version_Local_Plan_February_2018.pdf?m=1517838407773

2.3 Cheshire East Council – hybrid ‘top down’ and ‘capacity-based’ approach

| Local Authority: Cheshire East Council | | | | | | | |
|---|---|---|---|---|--|---|--|
| Local Plan and Adoption Date | Cheshire East Local Plan Strategy – Adopted by Cheshire East Council in 2017 ¹³ | | | | | | |
| Plan geography summary | Cheshire East is a unitary authority area which contains a population of approx. 380,694, covers an area of 1,166sqkm. The Principal Towns of Crewe and Macclesfield are the largest settlements, with the remainder of the borough characterised by key service centres and rural settlements. | | | | | | |
| Growth strategy | <p>The Local Plan sets out a Settlement Hierarchy within Policy PG2. This comprises ‘Principal Towns’, ‘Key Service Centres’, and ‘Other Settlements and Rural Areas’. A profile is outlined for each of these categories, to include details of scale, social infrastructure, ICT connectivity and accessibility.</p> <p>Quantity of housing development: Local Plan proposes 36,000 dwellings for the period 2010-2030 (1,800 per year).</p> <p>Distribution The total housing target is distributed between the Principal Towns, Key Service Centres, Local Service Centres and Other Settlements and Rural Areas. The expected level of development for ‘Other Settlements and Rural Villages’ is 2,950 with 61ha of employment improvement area. Small sites windfall allowance is 1,375 across the Plan Period for Rural Areas (see Table E.2 of the Local Plan).</p> <p>Quantity of employment development: 380ha within the plan area.</p> <p>The approach of the Local Plan Strategy has been to focus development in the Principal Towns of Crewe and Macclesfield, delivering the aspirations set out in 'All Change for Crewe' and meeting the housing market and employment requirements of Macclesfield, whilst limiting the impact on the Green Belt. The Local Plan also directs a significant proportion of development to the remaining higher-order centres (the ‘Key Service Centres’) (see Policy PG7 below), which provide a good range of services and opportunities for employment, retail and education alongside good public transport links. The distribution of development between the various towns of the borough is informed by the Spatial Distribution Update Report (2015)¹⁴, which comprised options analysis for the various spatial distribution options; and a summary of issues identified through the settlement profiles.</p> <p>The Spatial Distribution Report accounts for the following considerations to justify the Local Plan approach: the Settlement Hierarchy (developed in the Determining the Settlement Hierarchy (2010)¹⁵ Report); various consultation stages including the Town Strategies, Development Strategy and Emerging Policy Principles Green Belt designations; known development opportunities including the SHLAA; infrastructure capacity; environmental constraints; and broad sustainable distribution of development requirements.</p> <p>While the remainder of this case study examines the adopted Local Plan Strategy, for the emerging Site Allocations and Development Policies Document (submitted for Examination on 29 April 2021)¹⁶, a Settlement and Infill Boundaries Review¹⁷ was undertaken in August 2020. The review determined that ‘Other Settlements and Rural Areas’ should have either an infill boundary or no boundary, except where determined through an NDP. Stage 1 of the methodology assessed the existing boundary against sites allocated or proposed for allocation through the development plan (LPS, SADPD and neighbourhood plans); Stage 2 considered the relationship of the boundary to the built-up area, considering extant planning consents as well as the functional relationship to both the physical form and the use of the built-up area; and Stage 3 sought to confirm that the resulting boundary is defined using appropriate physical features. Factors to consider when defining villages included i) The level of service / facility provision; ii) The availability of public transport; and iii) Whether or not the settlement has a coherent spatial form, rather than a size threshold.</p> | | | | | | |
| Typologies / grouping of settlements, policy approaches and option pathways | <p>Key evidence used to determine the Settlements Hierarchy and spatial strategy include: The Determining the Settlement Hierarchy (2010)¹⁸ the New Green Belt and Strategic Open Gaps Study¹⁹; the Spatial Distribution Update Report and ‘made’ Neighbourhood Plans.</p> <p>The Local Plan defines settlements qualitatively (following the hierarchy set out in the North West Regional Spatial Strategy (RSS)), where:</p> <ul style="list-style-type: none"> • ‘Principal Towns’ are the largest towns with the widest range of services and opportunities for employment, retail and education; and serve a large catchment area with high levels of accessibility and public transport provision. • ‘Key Service Centres’ and ‘Local Service Centres’ are the next two tiers, with decreasing range of services, catchment areas, and accessibility. • ‘Other Settlements’ are defined as those containing few or no services and facilities, with limited or no access to public transport with very limited/no employment opportunities. <p>Within the Determining the Settlement Hierarchy, a three-stage assessment was used to determine the role and function of 134 individual settlements in Cheshire East:</p> <ul style="list-style-type: none"> • Stage 1 - Identification of settlements included in the first three tiers of the hierarchy (using essential services, where settlements with one or no essential service were classified as ‘Other Settlements’), where a total of 24 were carried forward to Stage 2; • Stage 2 – Analysis of the role and function of settlements (based on community facilities – see table; population; employment (including settlement containment levels); retail; and sustainable transport); • Stage 3 – Determining the final settlement hierarchy, involving bringing together the findings from Stage 2. <p>The relevant policies / policy levers for rural development within the Local Plan are set out below.</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <tr> <td style="width: 33%;">Policy PG6 Open Countryside</td> <td style="width: 33%;">Policy PG7 Spatial Distribution of Development</td> <td style="width: 33%;">Policy SE2 Efficient Use of Land</td> </tr> <tr> <td></td> <td>This policy establishes the distribution of development, where:</td> <td></td> </tr> </table> | Policy PG6 Open Countryside | Policy PG7 Spatial Distribution of Development | Policy SE2 Efficient Use of Land | | This policy establishes the distribution of development, where: | |
| Policy PG6 Open Countryside | Policy PG7 Spatial Distribution of Development | Policy SE2 Efficient Use of Land | | | | | |
| | This policy establishes the distribution of development, where: | | | | | | |

Community Facilities Typology – used for Settlement Analysis

| Classification | The Type of Community Facilities Typically Found |
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| Principal Towns – Settlements containing the widest amount and range of community facilities, including strategic facilities, to an extended catchment area. | Hospital, Cinema, Higher Education College and University, as well as those identified below for Key and Local Service Centres. |
| Key Service Centres – Settlements containing a broad range of community facilities and services to the community and its surrounding area. | Secondary School, Nursery, Children Centre, Pharmacy, Dentist, Optician, Bank / Building Society and Library, as well as those identified below for Local Service Centres. |
| Local Service Centres – Settlements containing a limited, yet valued, number and range of facilities and services to the local community. | Primary School, Health Centre, Post Office, Church, Public House, Doctor, Village Hall or Community Centre. |

¹³ <https://www.cheshireeast.gov.uk/pdf/planning/local-plan/local-plan-strategy-web-version-1.pdf>

¹⁴ <https://cheshireeast-consult.objective.co.uk/file/3481370>

¹⁵ https://www.cheshireeast.gov.uk/planning/spatial-planning/research_and_evidence/settlement_hierarchy_study.aspx

¹⁶ https://www.cheshireeast.gov.uk/planning/spatial-planning/cheshire_east_local_plan/site-allocations-and-policies/site_allocations_and_policies.aspx

¹⁷ https://www.cheshireeast.gov.uk/planning/spatial-planning/cheshire_east_local_plan/site-allocations-and-policies/sadpd-examination/documents/examination-library/ED06-Settlement-and-Infill-Boundaries-Review.pdf

¹⁸ https://www.cheshireeast.gov.uk/planning/spatial-planning/research_and_evidence/settlement_hierarchy_study.aspx

¹⁹ <https://www.cheshireeast.gov.uk/pdf/planning/spatial-planning/researchand-evidence/green-belt-and-strategic-green-gaps/en-ldf-newgbsogmaindoc.pdf>

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| | <p>This policy sets the principles for the development of development in areas outside of settlements with a defined settlement boundary. It states that only development that is essential for the purposes of agriculture, forestry, outdoor recreation, public infrastructure, essential works undertaken by public service authorities or statutory undertakers, or for other uses appropriate to a rural area will be permitted.</p> <p>Exceptions relate to opportunities for limited infilling; affordable housing in accordance with Policy SC6; re-use or extension of existing rural buildings; or conservation/enhancement of a heritage asset.</p> | <ul style="list-style-type: none"> • The Principal Towns are expected to accommodate 85ha of employment land and 11,950 new homes. • The Key Service Centres are expected to accommodate 219ha of employment land and 17,600 new homes. • The Local Service Centres are expected to accommodate 7ha of employment land and 3,500 new homes. • The Other Settlements and Rural Areas are expected to accommodate 61ha of employment land and 2,950 new homes. | <p>This policy includes provisions for windfall development, which should consider the landscape and townscape character of the surrounding area when determining the character and density of development; build upon existing concentrations of activities and existing infrastructure.</p> <p>Development should also not require major investment in new infrastructure, including transport, water supply and sewerage. Where this is unavoidable, development should be appropriately phased to coincide with new infrastructure provision; and consider the consequences of the proposal for sustainable development (Policy SD1 and Policy SD2).</p> |
| Stratification criteria | Place-making and sustainable communities' criteria are set within Policy SD1, SD 2 and SE 1, which cover the creation of sustainable communities, a competitive economy, locally distinct and high quality places, sustainable design and construction methods and vibrant town and village centres, amongst other principles. | | |
| Linkages to Inspector's Report / SA | <p>Inspectors Report²⁰</p> <p>The final IR of the Local Plan includes the following relevant information:</p> <ul style="list-style-type: none"> • Paras 80 of the Inspector's Interim Views²¹ on the Local Plan Strategy set out that 'the proposed settlement hierarchy seems to be justified, effective and soundly based, but further work is needed to justify the spatial distribution of development, including addressing the development needs of settlements in the north of the district'. This is set out in paragraphs 75-79 of the Interim Review IR²², where in summary, the Inspector raised concerns that the proposed distribution may not fully address the development needs and opportunities at all the proposed towns and settlements, specifically Green Belt settlements in the north of the district. While these settlements are confined by the existing Green Belt, there is also a need to promote sustainable patterns of development (para 62), which address the future housing, employment and other development needs of these settlements (para 76). In addition, it was also unclear as to whether CEC considered a spatial distribution option related to the existing population distribution and future housing needs of each settlement. Moreover, in some cases, the total amount of housing development proposed at some settlements has already been exceeded by existing commitments and proposals in the LPS, leaving little room to make further allocations at the Site Allocations stage (para 77); and consequently, some further work may need to be undertaken to review and fully justify the proposed spatial distribution of development (para 78). • Relevant main modifications recommended by the Inspector in the Final Report include: <ul style="list-style-type: none"> - To clarify the strategy for development in the open countryside in Policy PG5. - Update and clarify the strategy for sustainable development in Policies SD1 & SD2. • Other points raised within the IR and relevant for rural development include: <ul style="list-style-type: none"> - Support for the proposed settlement hierarchy, establishing the Principal Towns of Crewe and Macclesfield, Key Service Centres (KSC) and Local Service Centres (LSC) (para 79). - The revised spatial distribution of development represents a realistic, rational and soundly-based starting point for the spatial distribution of development (para 83). - In relation to Other Settlements and Rural Areas (Policy PG7), in terms of the number (110+) and small size of these rural settlements, is a reasonable and proportionate allocation (para 91). <p>The SA²³ set out 7 options for spatial distribution, being:</p> <ol style="list-style-type: none"> 1. Growth in Crewe and the Key Service Centres outside of Green Belt 2. Growth in Crewe and Macclesfield and Key Service Centres outside of the Green Belt 3. Growth in Crewe and Macclesfield and Accessible Towns 4. Variant: Rural dispersal 5. A New Settlement 6. Growth reflecting the principles of the Town Strategy documents 7. Hybrid Growth Option (chosen as the preferred Option) <p>Option 7 (the chosen Option), proposed 36% of development in Principal Towns; 38% in Key Service Centres, 7% in Local Service Centres; 7% in Sustainable Villages and 13% in New Settlements (South Cheshire Growth Village). It was progressed because it locates the majority of new development in and on the edge of the Principal Towns, Key Service Centres and New Settlements, allowing maximum use to be made of existing infrastructure and resources by allowing homes, jobs and facilities to be located close to each other.</p> | | |
| Phasing or safeguarding local policies | Policy PG4 forms the policy for Safeguarded Land, located between the existing urban area and the inner boundary of the Green Belt, in order to meet potential long-term development requirements and avoid the need for another review of the Green Belt, however this applied to the larger settlements in the hierarchy. Policy PG 5 is the Local Plan policy for Strategic Green Gaps, which is included to maintain and enhance the character and separate identities of the borough's towns and villages. | | |

²⁰ <https://www.cheshireeast.gov.uk/pdf/planning/spatial-planning/celps-inspectors-final-report.pdf>

²¹ <https://www.cheshireeast.gov.uk/pdf/planning/spatial-planning/celps-ir-appx-1-iv.pdf>

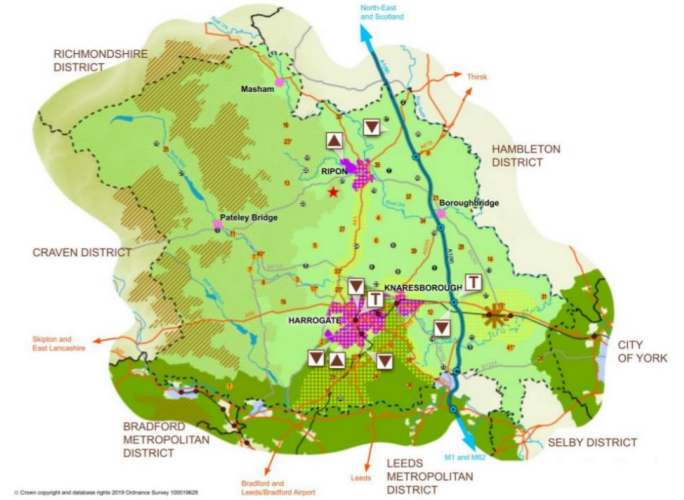
²² <https://www.cheshireeast.gov.uk/pdf/planning/spatial-planning/celps-ir-appx-1-iv.pdf>

²³ <http://cheshireeast-consult.limehouse.co.uk/file/2948660>

2.4 Harrogate Borough Council – a ‘capacity-based’ and ‘community-led’ approach

| Local Authority: Harrogate Borough Council | |
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| Local Plan and Adoption Date | Harrogate Borough Local Plan – Adopted by Harrogate Borough Council in 2020 ²⁴ . Following adoption on 4 March 2020, a legal challenge was raised against the new settlement policies in the High Court and a judgement issued on 26 November 2020. HBC adopted the Local Plan with new settlement policies on 9 December 2020. |
| Plan geography summary | Harrogate is a borough of North Yorkshire. The borough contains a population of approx. 157,869, covers an area of 1,308sqkm, with the largest concentrations of population in the three main urban areas of Harrogate, Knaresborough and Ripon. Since the previous Local Plan was adopted in 2001 these settlements, together with the market towns of Boroughbridge, Masham and Pateley Bridge, have accommodated the majority of new growth. The borough also has a large rural area containing villages and hamlets ranging from larger villages with local services and facilities, down to small clusters of houses. Around 11% of the borough is designated as Green Belt and also includes an AONB. Similar to South Gloucestershire, the population of the Harrogate district includes a much greater proportion of people aged over 85 years. |
| Growth strategy | <p>Policy GS2 (see below) sets out the Local Plan’s growth strategy, where growth will be focussed within the main settlements; settlements on the key public transport corridors; and a new settlement within the Green Hammerton / Cattal area (identified as a broad location for strategic growth).</p> <p>Quantity of housing development: A minimum of 13,377 new homes over the period 2014-2035.</p> <p>Distribution: Policy GS2 (see below) sets out the Local Plan’s growth strategy. The new settlement within the Green Hammerton / Cattal area includes a capacity of 3000 dwellings and 5ha of employment land will be delivered by 2034/5 and led by a separate Development Plan Document (DPD). A windfall allowance quantum on small sites is set at 1,358. No Green Belt development is proposed.</p> <p>Quantity of employment development: 40ha within the plan area.</p> |
| Typologies / grouping of settlements, policy approaches and option pathways | <p>The Local Plan sets out a Settlement Hierarchy (Policy GS2 see below), which includes: Main Settlements; Local Service Centres; Service Villages and Smaller Villages. The justification for the growth strategy (see diagram above) is based on adjacency of settlements to key public transport corridors, and the ability to accommodate growth (primarily through urban extensions to the west of Harrogate and east of Knaresborough). The Local Plan acknowledges that there are many villages and hamlets spread across the district; however, allowing development in all of these would not result in a sustainable pattern of growth as many offer little in the way of local services and facilities and can be in more isolated locations. Reference is also made to the Ripon NDP which was ‘made’ in 2019, which includes policies to protect and enhance the natural environment, including the identification of areas for regeneration. No allocations are made within this NDP.</p> <p>The Settlement Hierarchy Background Paper (2018)²⁵ was produced to support the settlement hierarchy in the Local Plan. This Paper was an update to that produced in 2016, which set out the definition of the different tiers in the hierarchy in terms of qualifying criteria; and the assessments of services and facilities in individual settlements (except where the update did re-classify two settlements, following public consultation and findings related to closure of educational facilities).</p> <p>The method of determining the hierarchy was reviewed (from the existing Core Strategy approach) using early engagement with parish councils on what characteristics, services or facilities are important when considering the sustainability of settlements and could, therefore, be used to differentiate between the roles of different villages.</p> <p>The Local Plan Issues and Options Consultation (2015) was also a means through which HBC sought public consultation on the roles of settlements. In relation to villages, respondents were asked to pick from a list of 14 services and facilities those that they felt were important for a village to contain, which were then ranked as part of consultation analysis. As part of this consultation, the HBC also sought views on whether the Local Plan should continue to manage the growth of settlements through the use of development limits alongside proposals for a new or significantly expanded settlement. Options for development limits varied from: tightly drawn boundaries with some / no flexibility on land adjacent; loosely drawn boundaries with a limit to development opportunities; criteria-based policies which manage settlement growth.</p> <p>Following the review of the current Core Strategy approach (two-tiered village approach) in the Settlement Hierarchy Paper, it was considered important to create a hierarchy of settlements that includes further tiers which allow differentiation of the service roles of the district’s villages into broad groupings that: do not place too high a reliance on the presence of a specific type of business; make greater recognition of key public services; facilitate sustainable development in a larger no. of rural villages to promote the retention and development of local services and community facilities; and avoid the development of new isolated homes in the countryside. In defining the village tiers, the service role of the villages was based on an audit of the HBC’s Survey of Facilities and Services in Villages 2013/14 and 2016 Update Survey, which identified the presence key public service, retail, service and leisure businesses (including whether there is a local shop, public house, and/or a café), recreation facilities, meeting places (specifically whether there is a village hall and/or a place of worship) and available broadband internet speed. HBC’s Open Space Study (2011) was used to identify the presence of recreational facilities however, some of the district’s smallest villages were not covered by the study. For these settlements other council open space records were used.</p> <ul style="list-style-type: none"> • ‘Smaller villages’ were defined in the Paper as ‘those that have only a very limited service role...and provide basic community facilities only’. However, it was considered that facilitating some new development in these locations will help to support the sustainable growth of the district’s largely rural area. • ‘Secondary Service Villages’ (amended to Service Villages) were defined as those with the presence of a key public service, such as a school or a GP surgery (plus those facilities for inclusion as a Smaller Village), which would be an appropriate determining factor for inclusion in the middle village tier. It was considered that the presence of these facilities demonstrates on-going public investment in services within the village and in most cases, means that the village performs a service role to wider communities. • ‘Primary Service Villages’ were stratified and defined as ‘villages containing a range of basic retail, service and leisure businesses, and both a primary school and a GP surgery’. |

Adopted Local Plan Key Diagram



²⁴ Table 2.2 https://www.staffs Moorlands.gov.uk/media/6155/Adopted-Local-Plan/pdf/Adopted_Local_Plan.pdf?m=1601645140880

²⁵ <https://www.harrogate.gov.uk/downloads/file/2855/settlement-hierarchy-background-paper-submission-update-august-2018>

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| | <p>Policy GS2 Growth Strategy to 2035</p> <p>This policy sets out that growth will be focussed within the district’s main settlements; settlements on the key public transport corridors; and a new settlement within the Green Hammerton / Cattal area.</p> <p>It also outlines that the scale of development will reflect the settlement’s role (as defined in the settlement hierarchy); character and setting; relationship to key public transport corridors; housing and employment need; the need to maintain/enhance services and facilities in villages; and the capacity of infrastructure within the settlement.</p> <ul style="list-style-type: none"> For Main Settlements, major allocations are provided to deliver housing and employment. Within Local Service Centres land will be allocated to deliver new homes to support their service role. Within Service Villages, land will be allocated for new homes to support the continued provision of a basic range of services and facilities. Within Smaller Villages, small-scale infill development on non-allocated (windfall) sites in accordance with Policy GS 3 will be supported. <p>Site allocations (employment, mixed-use and housing and the new settlement (broad location for growth)) are set out within Policies DM1 – DM4. The site size for these allocations ranges from 0.3 - 43.5ha.</p> <p>The AONB covers the Local Service Centre of Pateley Bridge and the Service Villages of Askwith, Dacre/Dacre Banks, Darley, Glasshouses, Grantley, Grewelthorpe, Kettlesing Bottom, Kirkby Malzeard, Lofthouse and Summerbridge. Allocations were made in the development limits of some of these settlements.</p> | <p>Policy GS3 Development Limits</p> <p>This policy sets out the development limits around settlements listed under Policy GS2.</p> <ul style="list-style-type: none"> Within development limits, proposals for new development will be supported provided they are in accordance with other relevant policies of the Local Plan. Outside development limits proposals for new development will only be supported where expressly permitted by other policies of this plan or a neighbourhood plan or national planning policy. <p>Supporting policy text states that in defining the development limits, consideration has been given to including land which would provide infill and rounding off opportunities that are physically, functionally and visually related to the existing built up area; and to the opportunity for improvements to the entrance to a settlement.</p> <p>Policy GS3 is essentially an expression of the practical application of Policy GS2. By focusing on the proposed allocations, and directing windfall development to sites within settlements, it seeks to provide some certainty about where new development will be located over the plan period. It provides sufficient flexibility to accommodate appropriate development proposals in instances where there is no five-year supply of deliverable housing sites in the borough.</p> | <p>Policy EC2 Expansion of Existing Businesses in Open Countryside and Outside Established Employment Areas</p> <p>Proposals for the expansion of existing businesses in open countryside and outside established employment areas will be permitted where certain criteria are met, including, a proven need for development in terms of business opportunity or operational requirements; appropriate scale, no unacceptable impacts on character of countryside/settlement, landscape and biodiversity, highways and residential amenity.</p> <p>Policy EC3 New Employment Development in the Countryside</p> <p>New employment development will be permitted in open countryside where it involves re-use and adaptation of an existing building; or comprises a small-scale new building that is well related to the rural settlement, benefits the local economy and reduces the need for increased car-commuting to urban centres.</p> | <p>Policy HS6 Conversion of Rural Buildings for Housing and Policy HS7 Replacement Dwellings in the Countryside</p> <p>These policies form the policy position on conversion of rural buildings and replacement dwellings in the countryside, and outside defined settlement limits.</p> <p>Policy HS7 aligns with para 55 of the NPPF in relation to avoid new isolated dwellings in the countryside unless there are special circumstances.</p> |
| <p>Stratification criteria</p> | <p>Place-making and sustainable communities’ criteria are set within Policies HP3, HP4, HP6 - 9, which cover the creation of high-quality placemaking, protection and enhancement of community facilities, provision of sport, recreation and open space, and green infrastructure. Additional policies related to protection and conservation of the historic and natural environment are included in Chapters 8 and 9 of the Local Plan.</p> | | | |
| <p>Linkages to Inspector’s Report / SA</p> | <p>Inspectors Report²⁶</p> <p>The final IR of the Local Plan includes the following relevant information:</p> <ul style="list-style-type: none"> Focusing a significant proportion of new development on the main settlements is a sound approach in the interests of sustainable development since most of the educational, employment and other social infrastructure is situated in these locations. The larger villages also have an appropriate role in the strategy, to meet housing needs and to support the borough’s predominantly rural hinterland (para 18). Relevant MMs recommended by the Inspector in the Final Report include: <ul style="list-style-type: none"> MM1 involving the reduction in the plan period housing requirement figure to 13,377 new dwellings. MM3-MM4 were necessary to make Policy GS2 effective – as they establish that these groupings are designed to operate as a hierarchy; clarify the implications of that; and rationalise the Primary and Secondary Service Villages (the distinction between which was unclear in the submitted plan) (para 19). MM5-MM6 are necessary to ensure that Policy GS3 is effective and to clarify the approach to development at those settlements that do not have development limits. Policies HS6 to HS8 set out appropriate criteria with which changes to existing dwellings in the borough should accord, in the interests of maintaining sustainable communities and a high-quality environment. They lack clarity and flexibility, but this is resolved by MM27-MM30 (para 80). The Inspector stated that HBC’s approach to development of a new settlement aligned with para 52 of the NPPF and comprises balanced planning judgement. They agreed that there is limited merit in the expansion of extant settlements, rather than new settlements in appropriate locations, as even sustainable settlements will reach a point where infrastructure constraints will limit growth or where expansion could come at the expense of landscape or heritage impacts (paras 22-24). <p>The SA addendum to include screening of Main Modifications²⁷ set out that:</p> <ul style="list-style-type: none"> Initial SA assessment of Policy GS2 stated that there should be significant positive effects where the policy largely reflects the district's existing settlement pattern and this approach should have a positive effect by reducing the need to travel and helping to ensure the identified housing and employment needs of the district are met in the most sustainable locations. A broad location for growth, within which a site for a new settlement will be identified, provides the opportunity to create a sustainable community from the outset. Assessment of MM3 was that this amends the hierarchy so that there is no longer a distinction made between service villages, provides greater clarity about what is meant by 'rounding off', introduces a need to consider 'setting' as well as character and make it clear that the policy relates to a settlement hierarchy. It is considered that the policy continues to have significant positive effects on all social objectives. Similarly, for development limits (Policy GS3), MM5 amends the policy to provide clarity on how proposals within the countryside outside development limits will be determined. The previous flexibility allowing sites to come forward for development outside the development limit in certain circumstances has been strengthened. The potential for development of such sites to impact negatively on the built and natural environment was previously identified, including the potential cumulative effects, if several sites came forward for development within a particular settlement. The modification addresses the potential for adverse effects on the built and natural environment. The SA outcome is therefore considered to be more positive in relation to environmental impacts. | | | |

²⁶ <https://democracy.harrogate.gov.uk/documents/s8907/Appendix%201%20-%20Report%20of%20the%20Planning%20Inspectorate%20-%202030%20January%202020.pdf>

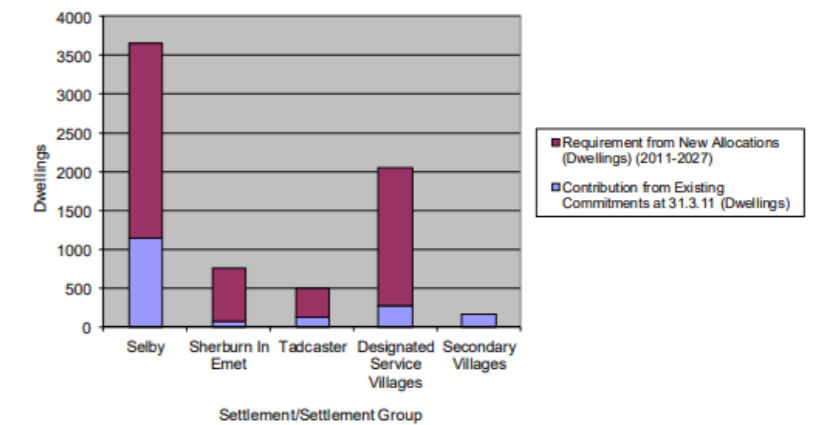
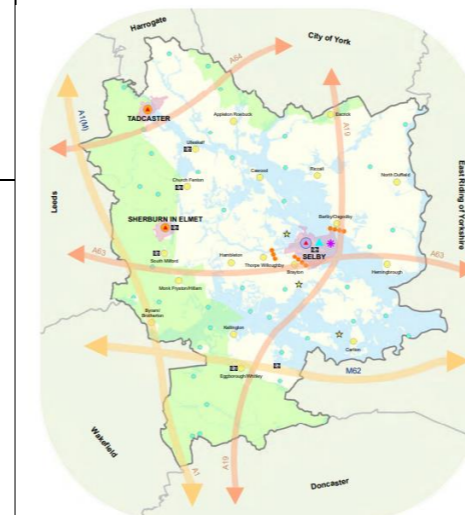
²⁷ <https://www.harrogate.gov.uk/downloads/file/3504/sustainability-appraisal-addendum-3-main-mods-july-2019>

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| Phasing or safeguarding local policies | No specific phasing policies found related to rural development. |
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2.5 Selby District Council – ‘top down’ and ‘capacity-based’ approach

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| Local Authority: Selby District Council | |
| Local Plan and Adoption Date | Selby District Core Strategy Local Plan – Adopted by Selby District Council (SMDC) in 2013 ²⁸ . The emerging Local Plan ²⁹ is at Preferred Options consultation, this example is therefore included for context-only. |
| Plan geography summary | Selby District is a district of North Yorkshire, England. Selby District is a relatively small rural district and contains a population of approx. 83,449, covers an area of 599sqkm. Alongside the Principal Town of Selby and Local Service Centres of Tadcaster and Sherburn in Elmet, there are more than 60 villages and hamlets scattered throughout the district ranging from larger service villages with a range of facilities to many small, remote villages. The district has an extensive area of Green Belt and a wealth of natural features and wildlife habitats, with international, national and local areas of wildlife and ecological value. |
| Growth strategy | <p>The Spatial Development Strategy (Policy SP2) focusses on Selby as the most sustainable settlement within the district, and given its key role to play as the economic, cultural and social hub for a large rural hinterland and is well placed to benefit from growth associated with the Leeds City Region and York. In order to accommodate the scale of housing growth required, it is envisaged that additional housing will be provided through a combination of infilling, redevelopment of existing employment sites and through a sustainable urban extension to the east of Selby (Olympia Park Strategic Development Site), identified on the Core Strategy Key Diagram.</p> <p>SDC considers that the sustainability of Tadcaster and its need for growth, together with the lack of available land (due to ownership issues) would constitute the exceptional circumstances required to undertake a Green Belt review. Therefore, it was considered reasonable to reconsider the Green Belt around Tadcaster (and other areas) to facilitate sustainable growth in this plan period and to safeguard land for future plan periods through the Site Allocations Local Plan (Policy SP3).</p> <p>Quantity of housing development: A minimum of 7,200 new homes over the period 2011-2027. The Core Strategy assumes that ‘unknown windfalls’ in the order of 105-170 dwellings per year will contribute to housing delivery on top of the 450dpa target. The emerging Local Plan aims for a minimum 8,040 new homes as required by the 2020 Housing and Economic Development Needs Assessment.</p> <p>Distribution: Policy SP2 sets out the Core Strategy’s growth strategy. Green Belt development is proposed. Selby is projected to have 51% of the total figure; Sherburn and Tadcaster 11 and 7% respectively; Designated Service Villages 29% and Secondary Villages 2%, as set by Policy SP5 (see below). These proportions follow the principles of the settlement hierarchy (role and function of settlements) and account for deliverable commitments in each area. target housing allocations; capacity of the local highway network, alongside major environmental constraints (including flood risk).</p> <p>A Core Strategy Housing Distribution Paper (2010)³⁰ formed the evidence base for the final spatial distribution. The growth scenarios considered were: 1) Growth concentrated in Selby town and adjacent parishes (chosen option) 2) Growth in Selby plus additional growth, over and above local needs, in Sherburn in Elmet and Tadcaster. 3) Growth above local needs in Sherburn in Elmet and Tadcaster and larger Villages. 4) A very dispersed growth strategy, potentially including some development in a majority of villages.</p> <p>Option 1 was selected as the Preferred Option as it confirmed to the Regional Spatial Strategy (RSS) (The Yorkshire and Humber Plan) and on the basis of local evidence on travel to work patterns³¹ Three potential approaches were examined to help determine the distribution of future housing growth, based on the following themes: Matching Future Housing Supply to Affordable Housing Need; Maximising the Use of Previously Developed Land; and Maximising the Amount of New Housing in Selby. These were appraised through the Housing Distribution Paper, using SHMA data.</p> <p>Whilst it is only at consultation stage, the spatial strategy of the emerging Local Plan proposes is based upon a revised settlement hierarchy, informed by the Settlement Hierarchy Paper (2021)³². Within this hierarchy, it is proposed that the former Designated Service Villages tier be split into two tiers to reflect their sustainability and size. Specific thresholds are applied to all settlements, to include population, number of properties, service provision and key services, and public transport provision.</p> <p>Preferred Approach SG2 – Spatial Approach of the emerging Local Plan sets out amongst other provisions that it will seek:</p> <ul style="list-style-type: none"> The limited further expansion of Sherburn in Elmet reflecting its role as a Local Service Centre with a range of employment opportunities, shops and facilities. |

Adopted Local Plan Key Diagram and Planned Distribution by Settlement/Settlement Group



²⁸ https://www.selby.gov.uk/sites/default/files/Documents/CS_Adoption_Ver_OCT_2013_REDUCED.pdf
²⁹ https://www.selby.gov.uk/sites/default/files/Local_Plan_Prefered_Options_29-01-2021_%28Web%20Version%29.pdf
³⁰ https://www.selby.gov.uk/sites/default/files/Documents/100218_Core_Strategy_Background_Paper_3_0.pdf
³¹ https://www.selby.gov.uk/sites/default/files/Documents/100218_Core_Strategy_Background_Paper_1_0.pdf
³² https://www.selby.gov.uk/sites/default/files/Documents/Settlement_Hierarchy_Paper_January_2021.pdf

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| | <ul style="list-style-type: none"> The allocation of land representing a large expansion of the settlement of Eggborough due to its sustainable location, railway access to Leeds and proximity to the emerging employment locations at the former Kellingley Colliery and the former Eggborough power station. The provision of a new settlement on land east of Stillingfleet Mine (Heronby) or Church Fenton Airfield or Burn Airfield to accommodate the longer-term growth of the District through the allocation of a minimum of 3,000 new homes. The allocation of land for new housing in the Tier 1 and Tier 2 Villages (based on the new proposed Settlement Hierarchy) as of an appropriate scale reflecting each settlement's role in the hierarchy. Supporting small scale windfall development within and adjacent to the main built up area of Smaller Villages where it is considered appropriate to their scale, form and character to support their continued vitality. <p>Quantity of employment development: 37.5ha within the plan area. The emerging Local Plan aims for a minimum 110ha employment land as required by the 2020 Housing and Economic Development Needs Assessment.</p> <p>Distribution: Selby and Hinterland (22-27ha); Tadcaster (5-10ha); Sherburn in Elmet (5-10ha); Rural Areas (5ha), based on the Employment Land Study up to 2027, to account for market factors, constraints on existing sites plus the fact that parts of the District, particularly Selby, remain vulnerable to major losses of traditional employment, through closure and redevelopment for housing of a number of established businesses.</p> | | | |
| <p>Typologies / grouping of settlements, policy approaches and option pathways</p> | <p>The Core Strategy Settlement Hierarchy was based on the Regional Settlement Study (2004)³³, which set out the following settlement typologies: Principal Town of Selby; Local Service Centres; Designated Service Villages (DSVs); Secondary Villages (SVs) with defined Development Limits; and Linked Villages. Within the context of this study, 233 settlements were appraised using 70 datasets, relating primarily to demography, employment/economy, housing, transport and deprivation, where performance was measured against the regional average. The ranking for each factor is on a scale of 0 -10 and is based on the deviation from the regional average. This approach was, however, unsuitable for those factors dealing with the availability of services for which there was no regional average against which to measure performance. Individual factors were therefore grouped into six categories dealing with retail services, financial and professional services, health, education, leisure and public services. This information informed the approach employed by SDC</p> <p>To help it establish the distinction between DSVs and SVs, the SDC undertook a detailed sustainability analysis which took into account size (above a minimum population of 600), range of services provided, accessibility by public transport and proximity to employment locations. The function and service role of settlements were then translated into specific growth strategies, summarised below:</p> <ul style="list-style-type: none"> Due to the close proximity of Selby to the adjoining villages of Barlby/Osgodby, Brayton and Thorpe Willoughby (Designated Service Villages) and the interdependent roles of these settlements, it is anticipated that these villages will fulfil a complimentary role to Selby. These villages are relatively more sustainable than other <i>Designated Service Villages</i> because of their size, the range of facilities available and because of their proximity to the wider range of services and employment opportunities available in Selby. Development in Local Service Centres will be limited to that which maintains or enhances the level of services, facilities and jobs provided, or meets local housing need to create more balanced communities. The overriding strategy of the Local Plan in concentrating growth in Selby and in the <i>Local Service Centres</i> means that there is less scope for continued growth in <i>Designated Service Villages</i> on the scale previously experienced. However, the Local Plan noted there is insufficient capacity to absorb all future growth in the three towns without compromising environmental and sustainability objectives; and that therefore limited further growth in villages with a good level of local services is considered appropriate. Other villages, which are referred to as '<i>Secondary Villages</i>' are considered generally much smaller and less sustainable or else have no opportunities for continued growth owing to a combination of flood risk and environmental constraints. Consequently, the Local Plan set out that further planned growth would not be appropriate in these settlements. Development in the countryside (that outside defined Development Limits), including scattered hamlets, will generally be resisted unless it involves the replacement or extension of existing buildings, the re-use of buildings preferably for employment purposes and well-designed new buildings. <p>Policies relevant to the spatial strategy and rural development more generally are summarised below.</p> <table border="1" data-bbox="344 1129 2875 1541"> <tr> <td data-bbox="344 1129 1377 1541"> <p>Core Strategy Policy SP4 Management of Residential Development in Settlements</p> <p>In order to ensure that development on non-allocated sites (windfall) contributes to sustainable development and the continued evolution of viable communities, the following types of residential development will be acceptable in principle, within Development Limits in different settlement types:</p> <ul style="list-style-type: none"> Principal Town and Designated Service Villages - conversions, replacement dwellings, redevelopment of previously developed land, and appropriate scale development on greenfield land (including garden land and conversion/ redevelopment of farmsteads). Secondary Villages – conversions, replacement dwellings, redevelopment of previously developed land, filling of small linear gaps in otherwise built up residential frontages, and conversion/redevelopment of farmsteads. <p>In all cases proposals will be expected to protect local amenity, to preserve and enhance the character of the local area</p> </td> <td data-bbox="1377 1129 2160 1541"> <p>Core Strategy Policy SP5 The Scale and Distribution of Housing</p> <p>Policy SP5 sets out the indicative target for new housing delivery for individual settlements or groups of settlements. The distribution of planned new housing development in relation to the settlement hierarchy is shown in the diagram above.</p> <p>In order to accommodate the scale of growth required at Selby 1000 dwellings will be delivered through a mixed-use urban extension to the east of the town, in the period up to 2027, in accordance with Policy SP6.</p> <p>The policy also states that allocations will be sought in the most sustainable villages (Designated Service Villages) where local need is established through a SHMA and/or other local information. Specific sites will be identified through the Site Allocations part of the Local Plan.</p> </td> <td data-bbox="2160 1129 2875 1541"> <p>Core Strategy Policy SP10 Rural Housing Exceptions Sites</p> <p>In the Designated Service Villages and the Secondary Villages, planning permission will be granted for small scale 'rural affordable housing' as an exception to normal planning policy provided:</p> <ul style="list-style-type: none"> The site is within or adjoining Development Limits in the case of Secondary Villages, and adjoining Development Limits in the case of Designated Service Villages; A local need has been identified by a local housing needs survey; The development is sympathetic to the form and character and landscape setting of the village. </td> </tr> </table> | <p>Core Strategy Policy SP4 Management of Residential Development in Settlements</p> <p>In order to ensure that development on non-allocated sites (windfall) contributes to sustainable development and the continued evolution of viable communities, the following types of residential development will be acceptable in principle, within Development Limits in different settlement types:</p> <ul style="list-style-type: none"> Principal Town and Designated Service Villages - conversions, replacement dwellings, redevelopment of previously developed land, and appropriate scale development on greenfield land (including garden land and conversion/ redevelopment of farmsteads). 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| <p>Core Strategy Policy SP4 Management of Residential Development in Settlements</p> <p>In order to ensure that development on non-allocated sites (windfall) contributes to sustainable development and the continued evolution of viable communities, the following types of residential development will be acceptable in principle, within Development Limits in different settlement types:</p> <ul style="list-style-type: none"> Principal Town and Designated Service Villages - conversions, replacement dwellings, redevelopment of previously developed land, and appropriate scale development on greenfield land (including garden land and conversion/ redevelopment of farmsteads). Secondary Villages – conversions, replacement dwellings, redevelopment of previously developed land, filling of small linear gaps in otherwise built up residential frontages, and conversion/redevelopment of farmsteads. <p>In all cases proposals will be expected to protect local amenity, to preserve and enhance the character of the local area</p> | <p>Core Strategy Policy SP5 The Scale and Distribution of Housing</p> <p>Policy SP5 sets out the indicative target for new housing delivery for individual settlements or groups of settlements. The distribution of planned new housing development in relation to the settlement hierarchy is shown in the diagram above.</p> <p>In order to accommodate the scale of growth required at Selby 1000 dwellings will be delivered through a mixed-use urban extension to the east of the town, in the period up to 2027, in accordance with Policy SP6.</p> <p>The policy also states that allocations will be sought in the most sustainable villages (Designated Service Villages) where local need is established through a SHMA and/or other local information. Specific sites will be identified through the Site Allocations part of the Local Plan.</p> | <p>Core Strategy Policy SP10 Rural Housing Exceptions Sites</p> <p>In the Designated Service Villages and the Secondary Villages, planning permission will be granted for small scale 'rural affordable housing' as an exception to normal planning policy provided:</p> <ul style="list-style-type: none"> The site is within or adjoining Development Limits in the case of Secondary Villages, and adjoining Development Limits in the case of Designated Service Villages; A local need has been identified by a local housing needs survey; The development is sympathetic to the form and character and landscape setting of the village. | | |
| <p>Stratification criteria</p> | <p>Place-making and sustainable communities' criteria are set within Policy SP12, SP15, SP19 which include:</p> <ul style="list-style-type: none"> Access to services, community facilities and infrastructure, including green infrastructure Design quality, including landscaping, making efficient use of land, and sustainable construction methods. Sustainable development and climate change, including directing development to sustainable locations and using energy efficient design. | | | |

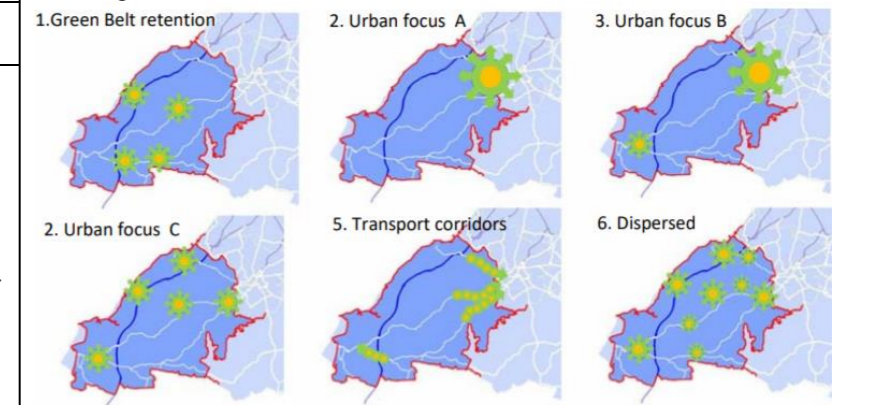
³³ <http://www2.eastriding.gov.uk/EasysiteWeb/getresource.axd?AssetID=412933&type=full&servicetype=Attachment>

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| <p>Linkages to Inspector's Report / SA</p> | <p>Inspectors Report³⁴ Alongside the need to bring the rural exceptions policy in line with the NPPF, the final IR of the Local Plan includes the following relevant information:</p> <ul style="list-style-type: none"> • The recommended MM to revise the list of Designated Service Villages and amend the approach to development in Secondary Villages and the countryside; • It was noted that there is a clear settlement hierarchy based on Selby as the principal town of the District, two smaller local service centres (Sherburn-in-Elmet and Tadcaster) and numerous rural settlements. About two-thirds of the population live in the rural parts of the District, where most of the recent growth has taken place. The spatial development strategy seeks to reverse this trend by directing the majority of future development to Selby. Although there was significant public support for a more dispersed pattern of new development, the evidence suggests that a concentration of growth at Selby represents the most sustainable option and best meets the key challenges facing the District. (paras 33-34) • Given the 'dormitory' role that much of Selby District plays in the extensive Leeds city region and smaller York city sub-area, it is important that the nature and extent of cross boundary linkages are understood and that arrangements exist for cross-border working with neighbouring authorities (para 37). • For villages adjoining Selby, it was noted that SDC intends that they should fulfil a complementary role to Selby in the spatial development strategy and acknowledges that they may have scope for providing significantly more development than the other DSVs. For this reason, and because they would perform a different role to other DSVs, there is a case for identifying them as a separate tier in the settlement hierarchy (para 46). |
| <p>Phasing or safeguarding local policies</p> | <p>No specific phasing policies found related to rural development.</p> |

2.6 North Somerset Council – 'top down' and 'capacity-based' approach

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| <p>Local Authority: Selby District Council</p> | |
| <p>Local Plan and Adoption Date</p> | <p>The emerging Local Plan³⁵ is at Options consultation.</p> |
| <p>Plan geography summary</p> | <p>North Somerset is a unitary district in Somerset, South West England. The district contains approximately 213,919 people and covers an area of 374sqkm. Green Belt covers about 40% of North Somerset generally between Bristol and the edges of Clevedon, Nailsea and Yatton.</p> |
| <p>Growth strategy</p> | <p>North Somerset Council has commenced work on its new local plan. Upon adoption, the North Somerset Local Plan 2038 will identify the development requirements 2023 to 2038 including the housing, employment, community uses and supporting infrastructure required to facilitate sustainable growth.</p> <p>An Alternative Approaches Methodology Paper (November 2020)³⁶ sets out a methodology behind the set of spatial growth approaches presented in the Choices consultation (November 2020).</p> <p>A series of potential strategies for growth were identified early in the plan-making process and formed the basis for the six approaches set out in April 2020 Executive Report on the Challenges and Choices³⁷ document. These were captured illustratively in the concept diagrams overleaf. These comprised a strategy for retention of Green Belt, three variations of an urban focus, a transport corridor strategy, and a dispersed strategy. They were based on an existing understanding of the issues and opportunities facing North Somerset and were not related to any specific housing requirement target.</p> <p>Following consultation, the six alternatives proposed were reviewed. It was considered that the three variations related to different approaches to concentrating development at the urban areas needed to be simplified to make the differences between the approaches more distinct. As a result, the number of approaches was reduced to four (set out below). Each of the four approaches is considered broadly capable of meeting the current required dwelling provision (20,475 dwellings³⁸ between 2023-2038).</p> <p>The suggested approaches all have a clear spatial dimension which can be summarised as:</p> <ul style="list-style-type: none"> • A strategy to safeguard the existing Green Belt by identifying potential development opportunities elsewhere. • A strategy to focus growth in a smaller number of larger-scale sites at the urban areas, which explores growth opportunities at the towns and the edge of Bristol. • A strategy of exploring potential growth along key public transport corridors where investment could unlock growth, and more sustainable modes could support access into Weston-super-Mare and Bristol. • A strategy of dispersal where a larger number of smaller-scale opportunities are spread more evenly across the plan area. <p>At an early stage a 'long-list' of places were identified that would be considered as potential opportunities for growth through the preparation of the Local Plan. With the broad approaches identified, the method then sought to assign places to each to illustrate what the pattern of development might look like; this reflected work undertaken through the SHLAA.</p> |

Six 'Spatial Approaches' set out in the April 2020 Executive Report on the Challenges and Choices



Broad 'Capacity Bands' being explored through the emerging Local Plan

³⁴ https://www.selby.gov.uk/sites/default/files/Documents/Final_Report_to_Selby_DC.pdf

³⁵ https://www.selby.gov.uk/sites/default/files/Documents/Settlement_Hierarchy_Paper_January_2021.pdf
[and%20choices%20part%20two%20-%20Choices%20for%20the%20future.pdf](https://www.selby.gov.uk/sites/default/files/Documents/Choices%20part%20two%20-%20Choices%20for%20the%20future.pdf)

³⁶ <https://www.n-somerset.gov.uk/sites/default/files/2020-11/alternative%20approaches%20methodology%20paper.pdf>

³⁷ <http://www.n-somerset.gov.uk/sites/default/files/2020-07/Local%20Plan%202038%20-%20Challenges%20for%20the%20Future.pdf>

³⁸ Based on the current Government standard method (pre-August 2020). The proposed Government standard method and possible future housing target would be 25,620 dwellings within the same plan period.

| | <p>The spatial approaches are utilising broad assumptions of potential capacity (capacity bands) that will be investigated further as plan-making progresses. The availability of sites, and scale of opportunity is indicated in the SHLAA interim report.</p> | | | <table border="1"> <thead> <tr> <th>Broad capacity band</th> <th>Explanation</th> </tr> </thead> <tbody> <tr> <td>Up to 500 dwellings</td> <td>Places attributed this broad capacity are anticipated to have some opportunity for development subject to further testing. This may be at any scale up to 500 and could be distributed across various sites or as an individual site. 500 dwellings is not a target and the capacity could be significantly less.</td> </tr> <tr> <td>500-1500 dwellings</td> <td>Places attributed this broad capacity are anticipated to have some opportunity for development subject to further testing, including larger site potential. This may be at any scale within the range and could be distributed across various sites or as an individual site.</td> </tr> <tr> <td>1500-3000 dwellings</td> <td>Places attributed this broad capacity are anticipated to have some opportunity for development including potential large-scale development for houses and jobs, subject to further testing, including larger site potential. This may be at any scale within the range and could be distributed across various sites or as an individual site.</td> </tr> <tr> <td>3000-5000 dwellings</td> <td>Places attributed this broad capacity are anticipated to have opportunity for larger-scale development for houses and jobs subject to further testing, including larger site potential. This may be at any scale within the range and could be distributed across various sites or as an individual site.</td> </tr> <tr> <td>5000+ dwellings</td> <td>Places attributed this broad capacity are anticipated to have opportunity for large-scale development subject to further testing, including larger site potential. This may be at any scale within the range and could be distributed across various sites or as an individual site.</td> </tr> </tbody> </table> | Broad capacity band | Explanation | Up to 500 dwellings | Places attributed this broad capacity are anticipated to have some opportunity for development subject to further testing. This may be at any scale up to 500 and could be distributed across various sites or as an individual site. 500 dwellings is not a target and the capacity could be significantly less. | 500-1500 dwellings | Places attributed this broad capacity are anticipated to have some opportunity for development subject to further testing, including larger site potential. This may be at any scale within the range and could be distributed across various sites or as an individual site. | 1500-3000 dwellings | Places attributed this broad capacity are anticipated to have some opportunity for development including potential large-scale development for houses and jobs, subject to further testing, including larger site potential. This may be at any scale within the range and could be distributed across various sites or as an individual site. | 3000-5000 dwellings | Places attributed this broad capacity are anticipated to have opportunity for larger-scale development for houses and jobs subject to further testing, including larger site potential. This may be at any scale within the range and could be distributed across various sites or as an individual site. | 5000+ dwellings | Places attributed this broad capacity are anticipated to have opportunity for large-scale development subject to further testing, including larger site potential. This may be at any scale within the range and could be distributed across various sites or as an individual site. |
|--|---|---|--|--|---------------------|-------------|---------------------|---|--------------------|---|---------------------|--|---------------------|---|-----------------|--|
| Broad capacity band | Explanation | | | | | | | | | | | | | | | |
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| 500-1500 dwellings | Places attributed this broad capacity are anticipated to have some opportunity for development subject to further testing, including larger site potential. This may be at any scale within the range and could be distributed across various sites or as an individual site. | | | | | | | | | | | | | | | |
| 1500-3000 dwellings | Places attributed this broad capacity are anticipated to have some opportunity for development including potential large-scale development for houses and jobs, subject to further testing, including larger site potential. This may be at any scale within the range and could be distributed across various sites or as an individual site. | | | | | | | | | | | | | | | |
| 3000-5000 dwellings | Places attributed this broad capacity are anticipated to have opportunity for larger-scale development for houses and jobs subject to further testing, including larger site potential. This may be at any scale within the range and could be distributed across various sites or as an individual site. | | | | | | | | | | | | | | | |
| 5000+ dwellings | Places attributed this broad capacity are anticipated to have opportunity for large-scale development subject to further testing, including larger site potential. This may be at any scale within the range and could be distributed across various sites or as an individual site. | | | | | | | | | | | | | | | |
| <p>Typologies / grouping of settlements, policy approaches and option pathways</p> | <p>Within the second Consultation Draft Local Plan, the following relevant information is presented:</p> <ul style="list-style-type: none"> Residential locations are not currently proposed in flood zones 3a (although there will be opportunities within urban areas) but employment developments are identified. The plans do not indicate that there is a maximum or target capacity at any place. It must not be assumed that places identified on the plan for ‘up to 500 houses’, for example, are expected to accommodate as much as 500. The Government’s proposed changes to the standard method for housing targets would result in a shortfall of 5000 that would need to be identified. <p>Given that the detail of draft policies is not yet available, the proposed Spatial Approach options are summarised below.</p> | | | | | | | | | | | | | | | |
| | <p>Retain Green Belt: Key features of this option include:</p> <ul style="list-style-type: none"> Urban extensions generally to the south/south west of Nailsea Growth to the north and east of Weston on land east of the M5 and a new settlement near Churchill. Development to the west of Backwell and at a number of other village locations that could be explored to accommodate growth under this approach | <p>Urban Focus: This approach seeks to maximise as much growth as possible close to the largest urban centres of Weston-super-Mare, Clevedon, Nailsea and Portishead and locations well related to the Bristol urban area.</p> <p>It is characterised by a relatively small number of larger ‘Potential Growth Areas’ focussed close to the urban centres where services and facilities are already located, and where a larger scale of development can assist with infrastructure provision.</p> | <p>Transport Corridors: This approach seeks to identify Potential Growth Areas which are located on existing or enhanced public transport corridors where targeted growth locations (for both housing and employment) could be directly linked to transport investment, maximising opportunities for sustainable travel choices.</p> <p>The following corridors of interest have been identified where there is the potential for new growth:</p> <ul style="list-style-type: none"> The A370/rail corridor connecting housing and employment at South West Bristol and other locations towards Nailsea, and by rail connecting Yatton. The A369/rail corridor connecting Bristol, Portishead and Easton-in-Gordano. The A38 corridor to the airport. Improvements to transport corridors at Weston, particularly linking potential development east of M5 (housing and employment) to the town and the rail network. | <p>Greater Dispersal: This approach assumes a broad spread of development across North Somerset, maximising growth where there are opportunities to do so. It assumes a much more even spread of the growth across all communities and avoids focussing growth at fewer large strategic sites.</p> <p>It assumes that brownfield opportunities will be delivered at the four towns (Portishead; Clevedon; Nailsea; West-super-Mare).</p> | | | | | | | | | | | | |
| <p>Linkages to Inspector’s Report / SA</p> | <p>N/A</p> | | | | | | | | | | | | | | | |
| <p>Phasing or safeguarding local policies</p> | <p>N/A</p> | | | | | | | | | | | | | | | |

2.7 Oldham Metropolitan Borough Council – ‘top down’ and ‘capacity-based’ approach

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| Local Authority: Oldham Metropolitan Borough Council | |
| Local Plan and Adoption Date | The Local Plan Joint Core Strategy and Development Management Policies ³⁹ was adopted in 2011. |
| Plan geography summary | Oldham Metropolitan Borough Council is the local authority of the Metropolitan Borough of Oldham in Greater Manchester, England. The district contains approximately 233,759 people and covers an area of 142sqkm. Oldham has a mixture of high-density urban areas, suburbs, semi-rural, and rural locations. A quarter of the borough lies within the Peak District National Park. |
| Growth strategy | <p>Ahead of finalising the Core Strategy spatial approach, a series of options were initially considered: Option A ‘focused regeneration’, Option B ‘urban concentration’ and Option C ‘urban concentration including planned expansion’. All three proposed to maintain Green Belt. Option C involved the release of safeguarded potential development land, whilst A and B would retain this.</p> <p>The preferred approach was reached through national and local policy; Greater Manchester Strategy, local area masterplans, evidence base, HRA and SA findings and consultation. The approach includes focusing housing, retail and employment development on Oldham Town Centre and the borough’s other centres; in regeneration areas, key locations and key transport points, whilst permitting appropriate levels of development in sustainable and accessible locations within the built up areas of the borough (including the Saddleworth villages) to meet the needs of local communities. It also maintains Green Belt boundaries and protects safeguarded land from development.</p> <p>Based on SHLAA findings, SHMA and consultation responses, 60% of new houses up to 2026 will be located in the East and West Oldham District Partnership area. The remainder will be distributed across the four other District Partnership areas as follows: Chadderton (10%); Failsworth and Hollinwood (10%); Royton, Shaw and Crompton (10%) and Saddleworth and Lees (10%). A ‘major developed site in the Green Belt’, at the former Robert Fletcher’s mill complex at Greenfield, will be developed for appropriate uses.</p> <p>Quantum of housing development: A minimum 5,202 dwellings (289 dwellings per year), net of clearance, on average over the LDF plan (2008-2026), informed by the findings of the SHLAA.</p> <p>Distribution: At least 80% of the housing provision will be on previously developed land. At least 80% of the housing provision will be on previously developed land. The focus for new housing will be in sustainable and accessible locations.</p> <p>Quantum of employment development: A minimum of 82ha of employment land.</p> |
| Typologies / grouping of settlements, policy approaches and option pathways | <p>District Partnership Areas are depicted in the map above. These include groupings of wards within the borough.</p> <p>The Preferred Options Spatial Framework⁴⁰ states that in line with the preferred spatial strategy, Oldham Council identified a settlement hierarchy based on the following:</p> <ul style="list-style-type: none"> • Oldham Town Centre and the HMR regeneration areas; • Areas within, and accessible to, the borough’s local town centres; and • Rural settlements such as the Saddleworth villages. <p>No settlements hierarchy background paper is available in the public domain.</p> |
| | <p>Policy 3 An Address of Choice</p> <p>This policy forms part of the spatial strategy for housing. It sets out that when allocating sites and determining planning. Regard will be had to national and local policies, guidance and evidence:</p> <ul style="list-style-type: none"> • Greater Manchester Strategic Housing Market Assessment. • Gypsy and Traveller Accommodation and Service Delivery Needs in Greater Manchester. • Oldham Rochdale Housing Market Renewal Pathfinder prospectus, strategies, plans, • programmes and masterplans. • Oldham Strategic Housing Market Assessment (formerly the Housing Needs and Demands • Study). • Oldham Strategic Housing Land Availability Assessment (SHLAA). |
| | <p>Policy 1 Climate Change and Sustainable Development</p> <p>The policy sets out that:</p> <ul style="list-style-type: none"> • To meet Oldham’s housing needs, development will be focused on residential land in sustainable and accessible locations in regeneration areas including Oldham Town Centre and the Housing Market Renewal area), also in areas within and accessible to the borough’s other centres (of Chadderton, Failsworth, Hill Stores, Lees, Royton, Shaw and Uppermill), and in rural settlements (such as the Saddleworth villages). • The borough’s Green Belt and locally designated ‘Other Protected Open Land’ and ‘Land Reserved for Future Development be protected. |
| | <p>Policy 4 Promoting Sustainable Regeneration and Prosperity</p> <p>Policy 4 sets out that the council will, where appropriate, support diversification of the rural economy for business purposes, particularly where it would enhance agriculture, sports and recreation, tourism or education.</p> |
| | <p>Wards and District Partnerships within the Borough</p> |

³⁹ https://www.oldham.gov.uk/downloads/file/1445/development_plan_document-joint_core_strategy_and_development_management_policies

⁴⁰ https://www.oldham.gov.uk/download/downloads/id/169/joint_dpd_phase_3_preferred_options_report.pdf

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| | <ul style="list-style-type: none"> • Oldham Affordable Housing Economic Viability Assessment (AHEVA). • Oldham Affordable Housing Strategy. <p>Proposals on a non-allocated site for residential development will be considered favourably where it meets the three criteria listed: <i>the site is allocated for residential development or mixed-use and has come forward prematurely from the phasing set out in the Site Allocations DPD and does not undermine other national and local guidance and policies; and</i> <i>i. a deliverable five-year supply of housing land cannot be demonstrated; or</i> <i>ii. it contributes to the delivery of the borough’s regeneration priorities; or</i> <i>iii. it contributes to the delivery of affordable housing that meets the local affordable housing needs</i> or it is for a small development, comprising a change of use or conversion or not identified in the council’s SHLAA.</p> | | |
| Stratification criteria | Place-making and sustainable communities’ criteria are set principally within Policies 5, 6, 9, 20 which cover accessibility and sustainable transport; green infrastructure, local environmental quality and amenity, promotion of high-quality design. | | |
| Linkages to Inspector’s Report / SA | <p>The Inspector’s Report⁴¹ includes the following key information related to settlement hierarchy and rural development:</p> <ul style="list-style-type: none"> • Criticism has been raised against the relative proportions of dwellings proposed by the Joint DPD for East and West Oldham (together, 60% of the total) and for the outlying wards and settlements (10% of the total is planned for each of Saddleworth/Lees, Failsworth/Hollinwood, Royton/Shaw/Crompton, and Chadderton). It was noted by the Inspector however, that East and West Oldham combined comprise 7 wards, whereas other areas identified have no more than 3 wards per district: a factor which reduces to some extent the disparity in relative proportions. The SHLAA was considered to fit the relative proportions set out in Policy 3 (para 43). • It was noted that the Joint DPD takes the position to maintain the Green Belt boundaries; and that no evidence was presented sufficient to demonstrate that it would be an unsound plan for taking this stance (para 44). • In relation to rural locations such as the Saddleworth villages, it was noted that the SHLAA identifies a range of sites sufficient to offer a mix of housing types and sizes, from basic and affordable through to upper-market housing; and that representors suggest that few sites would be of interest to high-end market providers of housing, and that more should be done to secure such housing in particularly favoured locations such as the Saddleworth villages. It was commented that in practice; however, this would predominantly mean either a relaxation of Green Belt policy which the DPD soundly rejects (para 45). | | |
| Phasing or safeguarding local policies | N/A | | |

⁴¹ https://www.oldham.gov.uk/downloads/file/1443/inspectors_report

2.8 Rochdale Borough Council – ‘top down’ and ‘capacity-based’ approach

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|---|---|
| Local Authority: Rochdale Borough Council | |
| Local Plan and Adoption Date | The Core Strategy ⁴² was adopted in 2016. The emerging Allocation Plan ⁴³ is at Regulation 18 consultation. |
| Plan geography summary | Rochdale Borough Council (RBC) is the local authority of the Metropolitan Borough of Rochdale in Greater Manchester, England. The district contains approximately 214,195 people and covers an area of 1459sqkm. It comprises four distinct townships, Rochdale, Middleton, Heywood and Pennines, each with their own character and opportunities. The north and eastern part of the borough, including north Rochdale and Littleborough has a distinctive Pennine and semi-rural character being situated on the edge of the south Pennine hills. The more densely populated areas in the southern part of the Borough straddling the M62 are more typically urban. The rural landscapes and communities of the borough contain only 1.6% of the borough's population but cover approximately two thirds of its total land area. |
| Growth strategy | <p>The spatial strategy for the borough is set by Policy SP2, where the borough is split into two ‘fringes’: the Manchester fringe and the Pennine fringe. The strategy aims to meet the development needs of the borough up to 2028 by focusing development primarily in the areas in the south that are most accessible to, and relate best with, the Manchester city region. It has a focus on regeneration and the use of previously developed sites in the south. The scale and type of development promoted in the north of the borough, which may include renewable energy developments, is that which best uses the opportunities of the area whilst recognising its limitations in terms of accessibility and its relationship with the wider city region.</p> <p>It also sets out an approach (Policy E4) to identifying sites for employment development which may include greenfield sites outside the urban area if no brownfield or greenfield sites can be identified in the urban area and there is a clear need for additional land. Other development proposed outside the urban area in the south of the borough would have to be in accordance with the policies relating to Green Belt (G4) and Protected Open Land (G5).</p> <p>Quantum of housing development: A minimum 5,760 dwellings (480 dwellings per year) for the period 2016-2028.</p> <p>Distribution: The Spatial Strategy is based on the Strategic Objectives and the Visions for each of the four Townships (Heywood; Middleton; Pennines; and Rochdale).</p> <p>Quantum of employment development: A minimum of 210ha of employment land.</p> <p>The strategy has been guided by evidence from a number of studies, including population and household projections, a Strategic Housing Land Availability Assessment and Strategic Housing Market Assessments, an Employment Land Study, Retail Study and Strategic Flood Risk Assessment.</p> |
| Typologies / grouping of settlements, policy approaches and option pathways | <p>The borough is divided into four townships: Heywood; Middleton; Pennines; and Rochdale. The Local Plan includes specific spatial objectives/priorities for each Township, of which are set out in SP3/H, SP3/M, SP3/P and SP3/R. Whilst containing several area-specific priorities including Town Centre development through adopted SPDs, some objectives/priorities are identified more generally, including: promoting economic growth; promoting local heritage; improving open space and access to the countryside. Strategy maps for each Township supplement and visualise the objectives.</p> <p>Each Township has corresponding economic and regeneration allocations (Policy E3 and Policy C2, respectively) where growth is directed – these are shown on the Key Diagram above. The details of allocations are set out in the draft Allocation Plan⁴⁴.</p> |
| | <div style="display: flex; justify-content: space-between;"> <div style="width: 45%;"> <p>Policy SP2 - The Spatial Strategy for the borough</p> <p>Policy SP2 states that within the Manchester fringe, the majority of new housing, employment and commercial development will be directed. Investment, development and improvements will be focused on:</p> </div> <div style="width: 45%;"> <p>Policy G4 - Protecting Green Belt land</p> <p>The following areas of Green Belt will continue to be protected:</p> <ul style="list-style-type: none"> • South of the borough: the urban fringe countryside in the south where its primary role will be to prevent neighbouring towns from merging (i.e. land between the towns of Rochdale, Middleton and Heywood and </div> </div> <div style="display: flex; justify-content: space-between; margin-top: 10px;"> <div style="width: 45%;"> <p>Policy G5 – Managing protected open land</p> <p>This policy sets out requirements for three categories:</p> <ol style="list-style-type: none"> 1. Open land outside the urban area and not in the green belt – where six broad areas are identified for protection 2. Development in Protected Open Land – where, development on open land outside the urban area and </div> <div style="width: 45%;"> <p>Policy E6 - Supporting and diversifying the rural economy</p> <p>Policy E2 sets out that RBC will strengthen and diversify the rural economy, and where possible increase rural employment, by supporting proposals in particular where they:</p> <p>Enhance the South Pennine Moors landscape;</p> <p>Enhance the role of key rural settlements, facilities for tourism, recreation and associated products and services for local communities and visitors in the north of the borough;</p> </div> </div> |
| | <p>Spatial Strategy Key Diagram</p> |

⁴² <http://www.rochdale.gov.uk/pdf/2018-04-05-rochdale-core-strategy-v1.pdf>

⁴³ <http://www.rochdale.gov.uk/draftallocationsmaps>

⁴⁴ <http://www.rochdale.gov.uk/draftallocationsmaps>

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| | <ul style="list-style-type: none"> • Rochdale, Heywood and Middleton town centres; • Economic growth corridors / areas; • Regeneration areas; and • Key corridors and gateway. <p>Within the Pennine fringe, a scale of new housing, employment and commercial development appropriate to the accessibility and character of the Pennine fringe will be promoted. Investment, development and improvements will be focused on:</p> <ul style="list-style-type: none"> • Littleborough town centre; • Pennine gateways, river and canal corridors and reservoirs; • Key development sites; and • The Pennine fringe visitor and rural economy. | <p>between those and towns outside the borough); and</p> <ul style="list-style-type: none"> • North of the borough: the Pennine rural fringe to the north and east of the borough where its primary role will be to prevent encroachment into the countryside (i.e. land north of Rochdale and Heywood, east of Rochdale). <p>The policy also sets out that development will be restricted to types of development which are not inappropriate by national planning policies unless very special circumstances can be demonstrated.</p> <p>The operation of major developed sites in the Green Belt will be encouraged alongside support for limited infilling and redevelopment where this maintains beneficial uses and does not harm the Green Belt.</p> | <p>not in the green belt will be resisted unless: it is limited development that would be acceptable were it in the green belt; or</p> <p>b. it is small scale development which is consistent with other detailed policies and site allocations in the Local Development Plan; or</p> <p>c. it satisfies 3 below.</p> <p>3. Release of Protected Open Land – where, Protected Open Land will not be released for development unless all the following apply:</p> <ol style="list-style-type: none"> a. there is evidence that the development is needed and that ‘urban’ brownfield and greenfield sites are not available to meet those needs; b. the location of the site is sustainable and is in accordance with the overall Spatial Strategy; c. the development does not undermine the delivery of other currently allocated sites or key regeneration priorities and can help to deliver wider regeneration; d. development could be accommodated without an unacceptable impact on the area’s landscape, biodiversity or wider green infrastructure value; e. there is evidence that the land is physically suitable for the scale and type of development proposed; and f. the development and supporting infrastructure is capable of being delivered. <p>Where the release of protected open land can be justified, the Council will seek to identify it as an allocation in a future DPD.</p> | <p>Improve the recreational and tourist value of the Rochdale Canal, Hollingworth Lake, the Roch Valley corridor, Pennine Way and Pennine Bridleway and other strategic tourist and recreational routes and sites (Policy E5); and</p> <p>Support agriculture and other appropriate activities which help to sustain economic activity whilst maintaining and improving the appearance and rural character of the borough's countryside.</p> <p>The policy also includes provisions for the development of areas outside the urban area, in the above locations and elsewhere, where it is in accordance with national Green Belt and local protected land policy and it:</p> <ol style="list-style-type: none"> a. Would be of a high quality design that protects and enhances landscape and townscape quality and character, biodiversity and any specific cultural or historic attributes of the site or its surroundings; b. Creates stronger physical and economic linkages between urban and rural areas by supporting agriculture, the processing and marketing of local produce, access for tourism and recreation, woodland and landscape enhancement, and environmental infrastructure and services; c. Re-uses redundant farm buildings and mills, and derelict, underused or neglected land for new rural business activity which contribute to a sustainable low carbon economy (for example overnight accommodation, creative, digital and emerging media industries, renewable energy, and other environmental technologies); d. Does not result in fragmentation or make movement difficult between existing viable farm units; e. Does not cause pollution or other environmental problems which may adversely affect farming; and f. Does not result in the loss of agricultural land, particularly the best (Grade 3a and above), unless there is an overriding strategic need for development and no appropriate land exists elsewhere. |
| Stratification criteria | Place-making and sustainable communities’ criteria are set principally within policies P1 – P3 which cover promotion of high-quality design; enhancement of character, landscape and heritage; and policies C6 and C8, which address improving health and well-being and community, sport and cultural facilities. | | | |
| Linkages to Inspector’s Report / SA | <p>According to the Adoption of Rochdale Core Strategy⁴⁵, the Inspector’s Report included the following significant modifications:</p> <p>The most significant modifications in terms of policies relate to the following:</p> <ul style="list-style-type: none"> • Policy C1 – Delivering the right amount of housing in the right places (where the main change between Examinations was an uplift in the total housing figure, in order to in order to better reflect need within the borough). • Policy G1 – Tackling and adapting to climate change • Policy G2 – Energy and new development • Policy G3 – Renewable and low carbon energy developments | | | |
| Phasing or safeguarding local policies | See summary of Policy G5 above. | | | |

⁴⁵ <http://democracy.rochdale.gov.uk/documents/s49942/Adoption%20of%20Rochdale%20Core%20Strategy.pdf>

3 Initial Case Studies Conclusions

How is the settlement hierarchy assessment undertaken and quantum of growth determined?

- All case studies included a detailed assessment and stratification of each of the lower-tier settlements, based on land availability, constraints and infrastructure capacity. Based on information available in the public domain, this does appear to have been undertaken through specific settlement studies and options assessments during earlier consultation drafts of the Local Plan and the SA, in tandem with an overall assessment of how the plan meets its overall housing target. Some of the examples have varying degrees of community involvement.
- In the case of **Durham**, clusters of settlements that function as a single entity were identified through an initial Settlement Study. Weighted score outcomes from this study, alongside the SHLAA, recent planning permissions, the SA and feedback from the Issues and Options consultation, were brought together to set a percentage level of growth for these clusters of settlements. No quantum is assigned to each individual village, although two rural village settlements accommodated site allocations between 65- 200 homes. There is no method in the public domain to translate the weighted scores from the Settlement Study to the percentage capacities for the clusters of settlements.
- The quantum of growth in the villages of **Staffordshire Moorlands** was also led by a Settlement Appraisal which grouped settlements based on an assessment of social infrastructure, physical infrastructure and accessibility. A hybrid approach was achieved here, where the quantum was set at a plan-level and through an assessment of capacity:
 - 330 homes in the plan period within the ‘Larger Villages’ achieved through site allocations with a case for some Green Belt release;
 - A ‘small-sites allowance’ allowing for infill provision of 30 homes per year; and,
 - Neighbourhood Plan Housing Requirements which are also included within the total plan housing land supply.
- **Cheshire East** was also an example of a ‘hybrid’ approach, where the capacity appears to have been led by a Spatial Distribution Report and a Settlement Hierarchy study. These were based on various consultation stages including the Town Strategies, Development Strategy and Emerging Policy Principles Green Belt designations; known development opportunities including the SHLAA; infrastructure capacity; environmental constraints; and broad sustainable distribution of development requirements. Assessment of these constraints led to a growth target being set out within the Local Service Centres (3,500) and Other Settlements and Rural Areas.

Although only at Regulation 22 stage, the emerging sites component of the Local Plan (the Cheshire East Local Plan Revised Publication Draft of the Site Allocation DPD) indicates that around 3,500 new homes in the Local Service

Centres will be delivered exclusively through windfall. The Site Allocation DPD has not been tested through independent examination.

- **Harrogate** also led the assessment of growth capacity within the villages with a Settlement Hierarchy Paper. However, unlike the others above, this was based on more extensive early engagement with parish councils and community groups on what characteristics, services or facilities were considered to be important when reviewing sustainability of settlements. Alongside an assessment of constraints and infrastructure capacity, this was then used as a basis to differentiate between the roles of different villages in three lower tier settlements.
- For the adopted **Selby** Core Strategy (adopted October 2013), a total of 29% of the overall growth was assigned to the Designated Service Villages. This was set by a ‘top-down’ assessment of growth and constraints in the higher order settlements, and a specific landownership constraint in one of the Larger Local Service Centres, which has driven the need for a finer-grained assessment of the Green Belt. Similar to an ‘area of search’ approach, there was also an acknowledgement that villages surrounding the market town of Selby were relatively more sustainable than some of the Designated Service Villages (DSV) and could therefore accommodate more growth.

This quantum of growth has been assessed within each of the DSV as part of the emerging plan, using a range of options (i.e. dispersed growth based on existing size, growth based on infrastructure capacity, constraint-led land availability). Within this hierarchy, it is proposed that the former DSVs tier be split into two tiers to reflect their sustainability and size.

- **Oldham** Council Local Plan uses a capacity-based approach to development using District Partnership Areas (combined wards within the borough) and based on the SHLAA. Oldham Council identified a settlement hierarchy based on the following: Oldham Town Centre and the HMR regeneration areas; areas within, and accessible to, the borough’s local town centres; and rural settlements, such as the Saddleworth villages. Growth is assigned to each settlement according to known capacity. No settlements hierarchy background paper is available in the public domain.
- **Rochdale** did not include a settlement hierarchy however, its spatial strategy was built on two ‘fringes’ (Manchester and Pennines) either side of the borough, within which four ‘Townships’ are identified with specific spatial priorities and corresponding economic and regeneration allocations.

Was the quantum of growth in each settlement expressed as a ‘cap’, a ‘range’ or a ‘lower bar’?

- In the case of **Durham**, a percentage of the overall total plan growth was set out for each ‘monitoring area’. Alongside small sites windfall allowances and already committed developments, two rural settlements also accommodated a number of brownfield land allocations, which were between 65 – 200 dwellings.

- Alongside a windfall allowance of 330 units, **Staffordshire Moorlands** allocated a small number of sites in the rural areas, which ranged from 22 – 182 dwellings. This also included committed developments.
- The same was true of **Harrogate**. Although the ‘top-down’ quantum of 13,377 new homes was not disaggregated in policy to the Local Service Centres and Service Villages, allocations were made in these settlements which ranged from 0.3ha – 43.5ha.
- Although not forming part of an adopted plan, **Selby** have set specific thresholds of growth for the Designated Service Villages, to include population, number of homes, service provision and key services, and public transport provision.
- In the case of **Oldham**, a percentage of the overall total plan growth was set out for each ‘District Partnership Area’.
- While assigning clear spatial priorities for each ‘Township’ area, **Rochdale** did not assign a level of growth to these locations or rural areas within the Core Strategy. Development is therefore led by the emerging site allocations identified for each area.

Did all LPAs use ‘policy levers’ for development in rural areas?

- **Durham** Local Plan policies allowed for development on unallocated sites where these were ‘well-related to a settlement’ and in accordance with other policies within the NPPF and development plan. This was reached through a main modification suggested by the Inspector.

Durham allowed for rural development in the countryside where specific exceptions applied and where development would meet design principles; to which the Inspector did not recommend that an amount of growth was assigned. This was in addition to a specific rural housing and employment exception sites policy.
- **Staffordshire Moorlands** applied a hierarchy to ‘infill’ policies. In the case of larger villages, some limited infilling on the edge of settlements was allowed and in the case of smaller villages, which will not have a settlement boundary, small infill schemes were permitted.
- **Cheshire East** have undertaken a Settlement and Infill Boundaries Review as part of their emerging plan. The review determined that all ‘Other Settlements and Rural Areas’ should have either an infill boundary or no boundary, except where determined through an NDP.
- In the **Harrogate** example, a stricter Development Limits policy was applied which prevented development outside the settlement limits which *unless* this was permitted by national policy or a Neighbourhood Development Plan.
- **Selby** Core Strategy utilises a policy approach that specifies what development will be permitted / particular locations within Designated Service Villages and Secondary Villages where development would be permitted in principle, such as redevelopment of previously developed land, filling of small linear gaps in otherwise built up residential frontages.

- **Rochdale** Core Strategy includes a policy that sets out requirements for three spatial categories: open land outside the urban area and not in the green belt; development in Protected Open Land; and conditions for the Release of Protected Open Land. A policy is also included that sets out support for the diversification of rural economies, and conditions where this type of development would be supported.

What were the assessment criteria for stratifying villages?

Table 1 Assessment Criteria

| LPA | Criteria | | | | | | | | | | | | |
|--|-----------------|--|---------------|------------------------------|-----------------------------------|-----------|---------------------------------------|--------------------|--------------|-----------------------------------|---|-----------------------|---------------------------------------|
| | Population size | Employees per settlement / self-containment' | Business data | Churches / places of worship | Community centres / village halls | Education | Health facilities – GPs and hospitals | Leisure facilities | Post Offices | Supermarkets / convenience stores | Utilities – electricity / gas / water / broadband | Public transport data | Highway network – e.g. commuting data |
| County Durham Council | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✗ | ✓ | ✓ |
| Staffordshire Moorlands District Council | ✓ | ✗ | ✗ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ | ✓ | ✓ |
| Cheshire East Council | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✗ | ✓ | ✓ |
| Harrogate Borough Council | ✗ | ✓ | ✗ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✗ |
| Selby District Council | ✓ | ✓ | ✗ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | ✗ | ✓ | ✓ |

| Main Report Table 2 | Component 1 | Component 2 | Component 3 | Component 4 | Component 5 | Component 6 | Component 7 | Overall Score |
|--------------------------------|------------------|-----------------|-----------------------|-------------------------|---------------------|----------------|-------------------|---------------|
| Settlement name | Public transport | Employment area | Social infrastructure | Services and facilities | Policy designations | Heritage asset | Agricultural land | |
| Acton Turville | 1 | 0 | 2 | 2 | -2 | -2 | 1 | 2 |
| Almondsbury | 5 | 4 | 4 | 2 | -1 | -2 | 1 | 13 |
| Alveston | 3 | 2 | 4 | 4 | -2 | -2 | 1 | 10 |
| Aust | 0 | 1 | 1 | 2 | -2 | -2 | 1 | 1 |
| Badminton | 1 | 0 | 2 | 2 | -2 | -2 | 1 | 2 |
| Bitton | 4 | 1 | 3 | 2 | -2 | -2 | 0 | 6 |
| Bridgegate | 3 | 2 | 3 | 2 | -2 | -2 | 0 | 6 |
| Charfield | 3 | 1 | 2 | 3 | -2 | -2 | 0 | 5 |
| Coalpit Heath | 3 | 3 | 4 | 3 | -2 | -2 | 1 | 10 |
| Cold Ashton | 1 | 0 | 1 | 2 | -2 | -2 | 1 | 1 |
| Cromhall (Bibstone & Townwell) | 2 | 0 | 2 | 2 | -1 | -2 | 1 | 4 |
| Doynton | 0 | 0 | 1 | 1 | -2 | -2 | 1 | -1 |
| Dyrham | 0 | 0 | 1 | 1 | -2 | -2 | 1 | -1 |
| Easter Compton | 3 | 2 | 0 | 2 | -2 | -1 | 1 | 5 |
| Elberton | 0 | 0 | 1 | 1 | -1 | -2 | 1 | 0 |
| Engine Common | 4 | 4 | 3 | 1 | -1 | 0 | 0 | 11 |
| Falfield | 1 | 0 | 1 | 2 | -2 | -2 | 1 | 1 |
| Frampton Cotterell | 4 | 3 | 5 | 4 | -2 | -2 | 1 | 13 |
| Hallen | 0 | 4 | 2 | 1 | -2 | -1 | 1 | 5 |
| Hambrook | 5 | 4 | 3 | 2 | -2 | -2 | 0 | 10 |
| Hawkesbury Upton | 2 | 0 | 2 | 3 | -2 | -2 | 1 | 4 |
| Hill | 0 | 0 | 1 | 0 | -1 | -2 | 1 | -1 |
| Hinton | 0 | 0 | 1 | 1 | -1 | -2 | 1 | 0 |
| Hortham Village | 3 | 2 | 3 | 1 | -1 | 0 | 1 | 9 |
| Horton | 2 | 0 | 2 | 1 | -1 | -2 | 1 | 3 |
| Iron Acton | 2 | 4 | 2 | 2 | -1 | -2 | 1 | 8 |
| Latteridge | 0 | 0 | 1 | 0 | -1 | -2 | 1 | -1 |
| Littleton upon Severn | 0 | 1 | 1 | 1 | -2 | -2 | 1 | 0 |
| Marshfield | 2 | 1 | 3 | 3 | -2 | -2 | 1 | 6 |
| Old Down | 1 | 0 | 1 | 1 | -1 | -1 | 1 | 2 |
| Old Sodbury | 2 | 1 | 3 | 2 | -1 | -2 | 1 | 6 |
| Oldbury-on-Severn | 1 | 1 | 2 | 2 | -2 | -2 | 1 | 3 |
| Olveston | 2 | 0 | 2 | 2 | -2 | -2 | 1 | 3 |
| Pilning | 3 | 0 | 3 | 3 | -2 | -2 | 1 | 6 |
| Pucklechurch | 4 | 1 | 3 | 3 | -1 | -2 | 1 | 9 |
| Rangeworthy | 3 | 0 | 2 | 1 | -1 | -1 | 1 | 5 |
| Redwick | 4 | 0 | 2 | 2 | -2 | 0 | 1 | 7 |
| Rockhampton | 0 | 0 | 1 | 1 | -1 | -2 | 1 | 0 |
| Rudgeway | 3 | 0 | 3 | 1 | -2 | -2 | 1 | 4 |
| Severn Beach | 5 | 4 | 2 | 2 | -2 | -1 | 1 | 11 |
| Shortwood | 4 | 4 | 3 | 2 | -1 | -1 | 0 | 11 |
| Siston | 2 | 0 | 0 | 0 | -1 | -2 | 1 | 0 |
| Tockington | 2 | 0 | 2 | 2 | -1 | -2 | 1 | 4 |
| Tormarton | 0 | 0 | 1 | 1 | -1 | -2 | 1 | 0 |
| Tytherington | 2 | 0 | 1 | 2 | -1 | -2 | 1 | 3 |
| Upton Cheyney | 1 | 0 | 0 | 2 | -1 | -2 | 1 | 1 |
| West Littleton | 0 | 0 | 2 | 0 | -1 | -2 | 1 | 0 |
| Westerleigh | 1 | 1 | 0 | 1 | -1 | -2 | 0 | 0 |
| Wick | 3 | 0 | 3 | 2 | -2 | -2 | 1 | 5 |
| Wickwar | 2 | 1 | 2 | 2 | -2 | -2 | 1 | 4 |
| Winterbourne | 4 | 3 | 5 | 4 | -2 | -2 | -1 | 11 |

| Place | Sustainable settlement scoring |
|--------------------------------|--|
| Chipping Sodbury | |
| Thornbury | Not included in sustainable village and settlement scoring |
| Yate | |
| Almondsbury | 13 |
| Frampton Cotterell | 13 |
| Engine Common | 11 |
| Severn Beach | 11 |
| Shortwood | 11 |
| Winterbourne | 11 |
| Alveston | 10 |
| Coalpit Heath | 10 |
| Hambrook | 10 |
| Hortham Village | 9 |
| Pucklechurch | 9 |
| Iron Acton | 8 |
| Redwick | 7 |
| Bitton | 6 |
| Bridgegate | 6 |
| Marshfield | 6 |
| Old Sodbury | 6 |
| Pilning | 6 |
| Charfield | 5 |
| Easter Compton | 5 |
| Hallen | 5 |
| Rangeworthy | 5 |
| Wick | 5 |
| Cromhall (Bibstone & Townwell) | 4 |
| Hawkesbury Upton | 4 |
| Rudgeway | 4 |
| Tockington | 4 |
| Wickwar | 4 |
| Horton | 3 |
| Oldbury-on-Severn | 3 |
| Olveston | 3 |
| Tytherington | 3 |
| Acton Turville | 2 |
| Badminton | 2 |
| Old Down | 2 |
| Aust | 1 |
| Cold Ashton | 1 |
| Falfield | 1 |
| Upton Cheyney | 1 |
| Elberton | 0 |
| Hinton | 0 |
| Littleton upon Severn | 0 |
| Rockhampton | 0 |
| Siston | 0 |
| Tormarton | 0 |
| West Littleton | 0 |
| Westerleigh | 0 |
| Doynton | -1 |
| Dyrham | -1 |
| Hill | -1 |
| Latteridge | -1 |