

# Settlement Hierarchy Results



## Evidence Base

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## 1 Introduction

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- 1.1** This document outlines the results of the settlement hierarchy model. The model assesses service provision, and accessibility to those services, across Calderdale and is based on the most up to date information on services (at August 2009). The methodology used in the model is available to view separately in the methodology report (Settlement Hierarchy Methodology). This results report is provided separately to the methodology as results will be updated as and when required during the preparation of the Local Development Framework.
- 1.2** The results are presented at two spatial scales;
1. 500m grid squares - the whole of Calderdale is split into a grid of individual 500m squares. The sustainability of each square is measured based upon the location and catchment of services, and access to them; and
  2. Settlements - the key output from the model is identification of the ranking of settlements, based on their sustainability scores from individual grid squares, and the resulting settlement hierarchy.
- 1.3** This document also discusses and provides recommendations on classifying the different levels of settlement in the current settlement hierarchy. A potential future policy approach to these classifications is also discussed. These recommendations and results will be used as evidence to influence Local Development Framework documents, however they do not constitute council policy at this time. This will be developed through the Local Development Framework, taking account of the Settlement Hierarchy Model, other parts of the evidence base and the outcomes from consultation and engagement.

### What is a settlement hierarchy

- 1.4** Settlements work by providing services for a wider area. The bigger the settlement the more services it tends to have. Over time a settlement hierarchy has developed in the district with Halifax being placed at the top of the hierarchy providing the majority of the services. The smaller settlements have been limited to providing local services. As car ownership has increased this has led to a decline in services in many smaller settlements.
- 1.5** The Council's methodology for this study has evolved from the concept of settlement hierarchies as set out within the Regional Spatial Strategy (2008) (RSS). A settlement hierarchy involves the classification of settlement types according to a number of factors; these include accessibility to services and the level of facilities provided by the settlement.
- 1.6** The Calderdale Settlement Hierarchy model provides a snapshot in time of the facilities and accessibility to services within the different settlements of Calderdale. The identification of these factors provides a basis for measuring the sustainability of different settlements, and their ability to accommodate future growth. The settlement hierarchy model also indicates where there are deficiencies within a settlement that could be addressed through development or other means.

- 1.7** The information gained from the results of this settlement hierarchy model will be used to inform the spatial options for the Core Strategy and Land Allocations and Designations Development Plan Documents (DPDs) for the Calderdale LDF.

## 2 Results

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### Sustainability map

**2.1** Figure 2.1 'Sustainability scores - August 2009' shows the results following the running of the settlement hierarchy model in August 2009. A final sustainability score is shown for each 500m grid square in Calderdale. The total sustainability score presented in Figure 2.1 'Sustainability scores - August 2009' reflects the provision and access to a wide range of services (sustainability criteria) as measured in accordance with the specified methodology in the separate report. In summary however, the scores relate to access to the following services;

- Education - nursery, primary and secondary schools
- Health - GP surgeries and dentists
- Retail and associated town centre uses - post offices, banks/building societies, supermarkets, markets, pubs and restaurants
- Employment - provision of business, industrial and retail uses
- Community facilities - libraries, community centres, sports halls/centres, swimming pools, sports grounds, public parks, arts, theatre and cinema venues
- Transport and access - accessibility to settlements by public and private transport, bus stops, train stations, public and private transport coverage

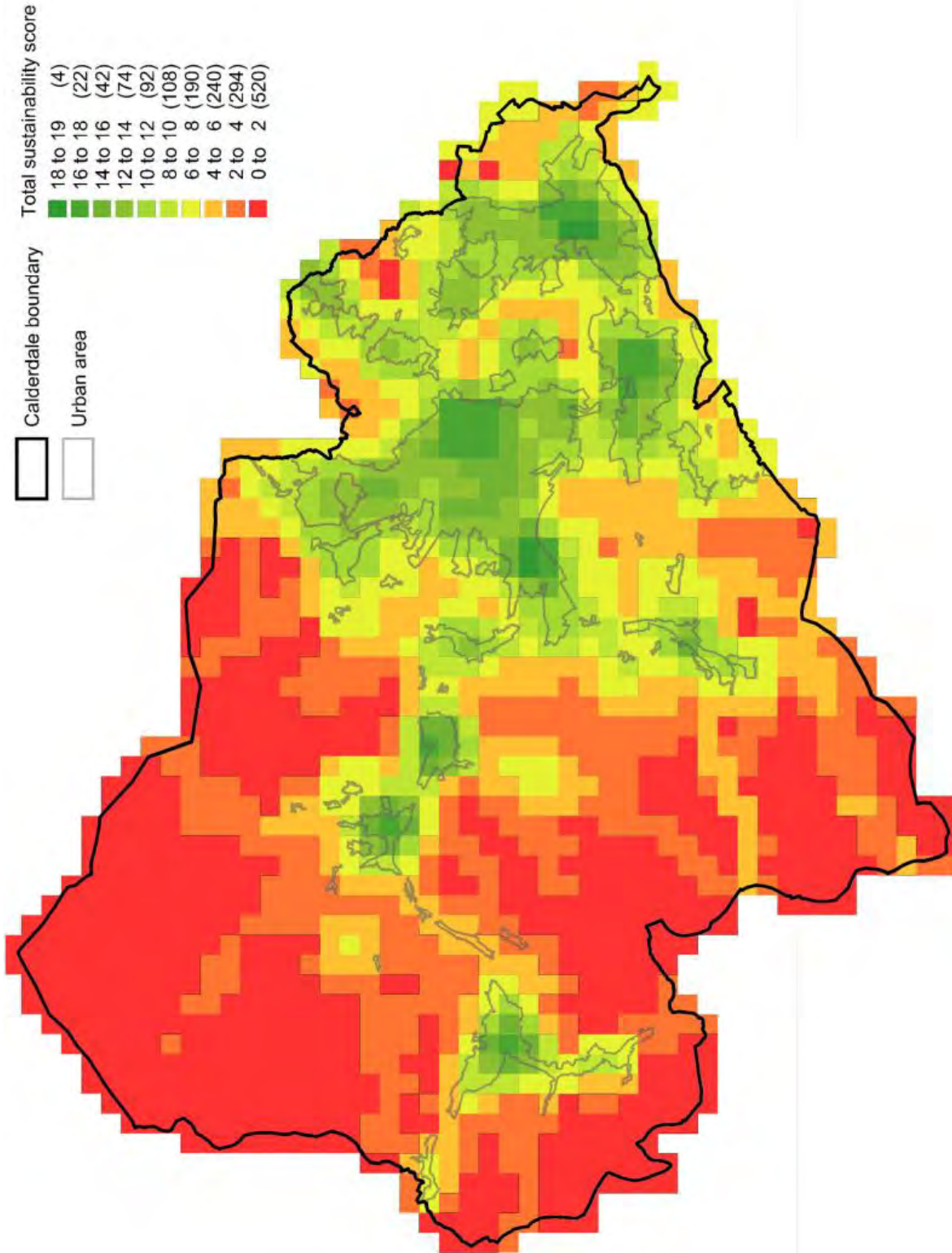
**2.2** The model includes data on services and facilities provision within Calderdale, as well as cross-border provision in Bradford and Kirklees local authority areas. Other adjacent authorities have not been considered due to the fact that there are no significant urban areas and facilities near the Calderdale boundary.

**2.3** The results clearly show the areas of greater and lower sustainability across the district with areas in green indicating higher levels of sustainability (darker greens representing the most sustainable locations) and areas in red as the least sustainable.

**2.4** Not surprisingly, in broad terms the areas of greatest sustainability are within and around the established urban areas. However a key value of the model is its ability to identify differences within, and on the edges of, these urban areas. Fringe areas that may require further improvement of services and facilities to increase their sustainability, and areas that may facilitate further types of development without harming the sustainability of that settlement, can be established. These issues are discussed in more detail later in this report.



Figure 2.1 Sustainability scores - August 2009



Settlement sustainability scores

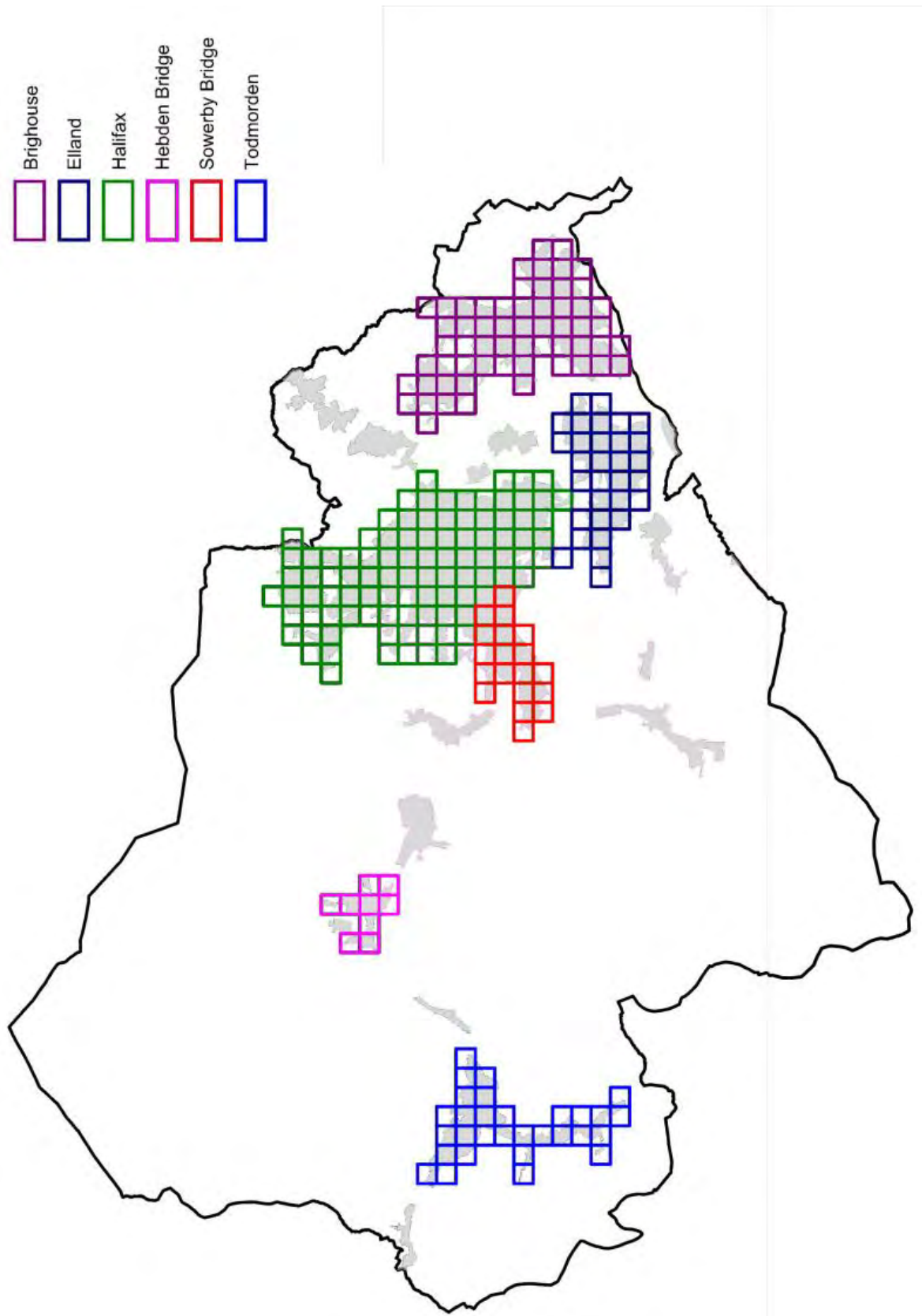
2.5 Table 2.1 'Final settlement sustainability scores' details the final sustainability scores, provided by settlement, ranked in order of highest overall score first. A settlement's score is calculated by adding up the total sustainability score for all grid squares assigned to it. The method used for assigning grid squares to individual settlements is detailed in the separate methodology report, however the grid squares for the larger centres can be seen in Figure 2.2 'Main settlement grid square identification' for the purposes of assisting with interpretation of the results belowTable 2.1 'Final settlement sustainability scores'.

Table 2.1 Final settlement sustainability scores

Rank	Settlement	Total Sustainability Score	Rank	Settlement	Total Sustainability Score
1	Halifax	1176.39	22	Mill Bank	15.25
2	Brighouse	710.74	23	Eastwood	15.01
3	Elland	353.93	24	Midgley	14.88
4	Todmorden	268.47	25	Chiserley & Old Town	14.76
5	Sowerby Bridge	247.03	26	Elland Upper Edge	14.75
6	Hebden Bridge	116.93	27	Sowood Green	14.39
7	Mytholmroyd	114.31	28	Charlestown	10.26
8	Shelf	107.57	29	Pecket Well	10.00
9	Luddenden & Luddendenfoot	107.55	30	Elland Lower Edge	9.76
10	Ripponden & Rishworth	101.54	31	Harvelin Park	9.52
11	Northowram	73.05	32	Triangle	9.38
12	Holywell Green	54.03	33	Callis Bridge	9.38
13	Southowram	45.38	34	Slack	8.75
14	Bank Top	32.18	35	Warley	8.38
15	Bradshaw	30.75	36	Soyland Town	7.27
16	Portsmouth & Cornholme	30.39	37	Jagger Green	7.01
17	Barkisland	22.38	38	Mount Tabor	6.63
18	Ainley Top	21.63	39	Outlane	6.26
19	Wainstalls	20.77	40	Wainsgate	6.26
20	Heptonstall	19.88	41	Brearley Bridge	6.25
21	Norwood Green	18.39	42	Blackshawhead	5.13



Figure 2.2 Main settlement grid square identification



- 2.6** As demonstrated in Table 2.1 'Final settlement sustainability scores', both Halifax and Brighouse are set apart significantly from other settlements in terms of their overall sustainability score, scoring totals of 1176 and 710. This re-inforces the RSS designation of these settlements as a Sub-Regional Town and Principal Town respectively (see Table 2.3 'Sustainability scores and settlement classification' for more details).
- 2.7** The following group of settlements with similar scores include Elland (353), Todmorden (268) and Sowerby Bridge (247). In accordance with RSS, these settlements should be given Local Service Centre status, however there may also be scope for their consideration as Principal Towns if there is compelling evidence, and the desire within the Local Authority, to support this.
- 2.8** Further groups of settlements are evident in terms of their overall sustainability score; Hebden Bridge (116), Mytholmroyd (114), Shelf (107), Luddenden & Luddendenfoot (107) and Ripponden & Rishworth (101) all demonstrate a similar overall score and perform a clear role as Local Service Centres in terms of RSS, and providing a service catchment to surrounding areas. Northowram (73), Holywell Green (54) and Southowram (45) form another similar grouping but with lower overall scores.
- 2.9** Below these settlements are primarily the villages of Calderdale which play a minimal role in drawing population catchments for use of local services. These range from Bank Top which scores the highest overall of this group of settlements (32) to Blackshawhead which scores the lowest (5).
- 2.10** In addition to the *total* overall sustainability score by settlement, it is also useful to consider the *average* sustainability score received per grid square, by settlement. By looking at the average score a different hierarchy emerges; one less biased upon the overall size of a settlement, and more specifically related to the range of services and facilities provision.

Table 2.2 Average sustainability scores of Settlement Hierarchy Model

Rank	Settlement	Average Sustainability Score (No. of Grid Squares)	Rank	Settlement	Average Sustainability Score (No. of Grid Squares)
1	Sowerby Bridge	13.00 (19)	22	Midgley	7.44 (2)
2	Hebden Bridge	12.99 (9)	23	Chiserley & Old Town	7.38 (2)
3	Mytholmroyd	12.70 (9)	24	Elland Upper Edge	7.38 (2)
4	Halifax	12.25 (96)	25	Soyland Town	7.27 (1)
5	Brighouse	12.05 (59)	26	Ainley Top	7.21 (3)
6	Elland	11.80 (30)	27	Sowood Green	7.20 (2)
7	Southowram	11.35 (4)	28	Jagger Green	7.01 (13)
8	Shelf	10.76 (10)	29	Wainstalls	6.92 (3)
9	Bank Top	10.73 (3)	30	Mount Tabor	6.63 (1)

Rank	Settlement	Average Sustainability Score (No. of Grid Squares)	Rank	Settlement	Average Sustainability Score (No. of Grid Squares)
10	Northowram	10.44 (7)	31	Wainsgate	6.26 (1)
11	Ripponden & Rishworth	10.15 (10)	32	Outlane	6.26 (1)
12	Heptonstall	9.94 (2)	33	Brearley Bridge	6.25 (1)
13	Luddenden & Luddendenfoot	9.78 (11)	34	Norwood Green	6.13 (3)
14	Elland Lower Edge	9.76 (1)	35	Portsmouth & Cornholme	6.08 (5)
15	Triangle	9.38 (1)	36	Blackshawhead	5.13 (1)
16	Holywell Green	9.01 (6)	37	Charlestown	5.13 (2)
17	Todmorden	8.95 (30)	38	Eastwood	5.00 (3)
18	Warley	8.38 (1)	39	Pecket Well	5.00 (2)
19	Bradshaw	7.69 (4)	40	Callis Bridge	4.69 (2)
20	Mill Bank	7.63 (2)	41	Slack	4.38 (2)
21	Barkisland	7.46 (3)	42	Harvelin Park	3.17 (3)

## Determining a settlement hierarchy

**2.11** The results shown in Table 2.1 'Final settlement sustainability scores' and Table 2.2 'Average sustainability scores of Settlement Hierarchy Model' can be used to help determine the settlement hierarchy for Calderdale. The results demonstrate that there are identifiable groups of settlements that have similar levels of service provision, a key factor in determining the current local settlement hierarchy.

**2.12** Regional planning guidance for the Yorkshire and Humber region (RSS) sets out a number of possible settlement classifications. For Calderdale, three levels of settlement classification apply;

- Sub-Regional Towns: RSS Policy YH4 states that these should be the '*prime focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities in the region*'. Halifax is the only settlement within Calderdale designated within this category.
- Principal Towns: RSS Policy YH5 states that these should be the '*main local focus for housing, employment, shopping, leisure, education, health and cultural activities and facilities*' and that the '*role of Principal Towns as accessible and vibrant places to live, work and invest should be enhanced*'. Brighouse is the only RSS designated Principal Town within Calderdale, however Policy YH5 confirms that Local Authorities can '*in particular circumstances supported by compelling evidence*' include other towns as Principal Towns in their local settlement hierarchy.
- Local Service Centres: RSS Policy YH6 states that local services and facilities should be retained within Local Service Centres, in addition to locally generated

needs for both market and affordable housing being met. It also states that '*LDFs will need to identify Local Service Centres i.e. Towns and villages that provide services and facilities that serve the needs of, and are accessible to, people living in the surrounding rural areas*'. It clarifies that '*Local Service Centres include a wide range of settlement types and sizes including small towns and large rural villages*'.

**2.13** To assist with interpreting the results from the Calderdale Settlement Hierarchy model, Table 2.3 'Sustainability scores and settlement classification' sets out a classification based upon the final sustainability score ranges. Although the classification is apparently based upon one quantitative measure only (the total sustainability score), other factors such as the average sustainability score and proximity of other major settlements are also taken into account.

**2.14** Details of the implications of each settlement classification, and its potential future function and role, are also provided. This clarifies the relevance and impact of a specific centre being allocated to each level of the hierarchy. Due to the varied role of centre's within Calderdale that would be classified under RSS as 'Local Service Centres' it is proposed to split these into Local Towns and Local Centres within the Calderdale settlement hierarchy. In addition, a further level of the hierarchy - Neighbourhood or Small Rural Centres - is proposed for the smaller settlements that don't fulfil a 'service' centre role.

**Table 2.3 Sustainability scores and settlement classification**

Sustainability score	Settlement classification	Settlement role and proposed future function
1000 or more	Sub Regional Town (RSS specified)	<ul style="list-style-type: none"> <li>• Prime focus for housing, employment, shopping, leisure, education, health and cultural activities/ facilities. (<i>Providing at least 50% of the districts housing and employment requirement</i>)</li> <li>• To provide excellent transport connections to Leeds, Manchester, Bradford, Huddersfield and other towns and cities of national/ regional importance</li> <li>• To develop regionally significant commercial floorspace, a university presence, leisure facilities of district-wide importance, significant growth in retail capacity and an increased cultural offer within Halifax Town Centre.</li> </ul>
500 - 1000	Principal Town (RSS specified)	<ul style="list-style-type: none"> <li>• Main local focus for housing, employment, shopping, leisure, education, health and cultural activities/ facilities. (<i>Providing between 10 and 20% of the districts housing and employment requirement</i>)</li> <li>• To provide good transport links with Leeds, Manchester, Bradford, Huddersfield, Halifax and other towns and cities of national/ regional importance.</li> <li>• To develop significant growth in commercial floorspace and improvements in the scale and type of leisure, retail and cultural facilities and services within Brighouse Town Centre.</li> </ul>
200 - 500	Local Town	<ul style="list-style-type: none"> <li>• To provide housing, employment, shopping (including improvements to markets), leisure, education, health and cultural activities/ facilities that serve the needs of, and are accessible to, residents of the town and surrounding lower order settlements. (<i>Providing up to 5% of the districts housing and employment requirement</i>)</li> </ul>

Sustainability score	Settlement classification	Settlement role and proposed future function
		<ul style="list-style-type: none"> <li>To provide good transport links to Leeds, Manchester, and Halifax and other towns and cities of regional importance.</li> <li>To provide for growth in shopping to serve the needs of the settlement and surrounding lower order settlements.</li> <li>To provide locally significant growth in commercial floorspace in Elland.</li> </ul>
40 - 200	Local Centre	<ul style="list-style-type: none"> <li>To provide locally generated needs for housing, employment, shopping, leisure, education, health and cultural activities/ facilities which cannot be accommodated in higher order settlements.</li> <li>To provide transport links to higher order settlements</li> <li>Provide small concentrations of shops or services responding to specialist local markets.</li> </ul>
Less than 40	Neighbourhood/Small Rural Centre	<ul style="list-style-type: none"> <li>Limited development to provide locally generated needs for affordable housing within existing development limits.</li> <li>To provide small-scale opportunities for economic development and diversification.</li> </ul>

## Current settlement hierarchy

- 2.15** It is important to re-iterate at this point that the sustainability scores achieved through running the model reflect the settlements' current state at this point in time. The Council may decide that it wants to elevate a settlement's role within the local hierarchy to encourage its future growth and development and improvement of local services and facilities. Equally the introduction of new services without intervention in an area may impact upon a settlement's function.
- 2.16** Any decisions to elevate a settlement's role (if made at all) will come through investigation and development of the Core Strategy Development Plan Document in the LDF. Indeed it may also be decided that some of the smaller (Neighbourhood/Small Rural Centres) settlements, in particular those that have no facilities at all, and are only a collection of houses, are too small to hold any status within the final settlement hierarchy and in effect are relegated out of the hierarchy altogether.
- 2.17** Bearing this in mind, in accordance with the classifications set out in Table 2.3 'Sustainability scores and settlement classification', Table 2.4 'Current settlement hierarchy and settlement status' details the *existing* settlement hierarchy within Calderdale. A mapped version of this settlement hierarchy is provided below in Figure 2.3 'Settlement hierarchy map (at August 2009)'.

**Table 2.4 Current settlement hierarchy and settlement status**

Settlement	Total Sustainability Score	Average Sustainability Score	Proposed Status
Halifax	1176.39	12.25	Sub-Regional Town
Brighouse	710.74	12.05	Principal Town
Elland	353.93	11.80	Local Town
Todmorden	268.47	8.95	Local Town

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Settlement	Total Sustainability Score	Average Sustainability Score	Proposed Status
Sowerby Bridge	247.03	13.00	Local Town
Hebden Bridge	116.93	12.99	Local Centre
Mytholmroyd	114.31	12.70	Local Centre
Shelf	107.57	10.76	Local Centre
Luddenden & Luddendenfoot	107.55	9.78	Local Centre
Ripponden & Rishworth	101.54	10.15	Local Centre
Northowram	73.05	10.44	Local Centre
Holywell Green	54.03	9.01	Local Centre
Southowram	45.38	11.35	Local Centre
Bank Top	32.18	10.73	Neighbourhood/Small Rural Centre
Bradshaw	30.75	7.69	Neighbourhood/Small Rural Centre
Portsmouth & Cornholme	30.39	6.08	Neighbourhood/Small Rural Centre
Barkisland	22.38	7.46	Neighbourhood/Small Rural Centre
Ainley Top	21.63	7.21	Neighbourhood/Small Rural Centre
Wainstalls	20.77	6.92	Neighbourhood/Small Rural Centre
Heptonstall	19.88	9.94	Neighbourhood/Small Rural Centre
Norwood Green	18.39	6.13	Neighbourhood/Small Rural Centre
Mill Bank	15.25	7.63	Neighbourhood/Small Rural Centre
Eastwood	15.01	5.00	Neighbourhood/Small Rural Centre
Midgley	14.88	7.44	Neighbourhood/Small Rural Centre
Chiserley & Old Town	14.76	7.38	Neighbourhood/Small Rural Centre
Elland Upper Edge	14.75	7.38	Neighbourhood/Small Rural Centre
Sowood Green	14.39	7.20	Neighbourhood/Small Rural Centre
Charlestown	10.26	5.13	Neighbourhood/Small Rural Centre
Pecket Well	10.00	5.00	Neighbourhood/Small Rural Centre
Elland Lower Edge	9.76	9.76	Neighbourhood/Small Rural Centre
Harvelin Park	9.52	3.17	Neighbourhood/Small Rural Centre
Triangle	9.38	9.38	Neighbourhood/Small Rural Centre
Callis Bridge	9.38	4.69	Neighbourhood/Small Rural Centre
Slack	8.75	4.38	Neighbourhood/Small Rural Centre
Warley	8.38	8.38	Neighbourhood/Small Rural Centre
Soyland Town	7.27	7.27	Neighbourhood/Small Rural Centre
Jagger Green	7.01	7.01	Neighbourhood/Small Rural Centre
Mount Tabor	6.63	6.63	Neighbourhood/Small Rural Centre



Settlement	Total Sustainability Score	Average Sustainability Score	Proposed Status
Outlane	6.26	6.26	Neighbourhood/Small Rural Centre
Wainsgate	6.26	6.26	Neighbourhood/Small Rural Centre
Brearley Bridge	6.25	6.25	Neighbourhood/Small Rural Centre
Blackshawhead	5.13	5.13	Neighbourhood/Small Rural Centre

## Areas of Search

**2.18** Figure 2.1 'Sustainability scores - August 2009' sets out the overall sustainability scores across Calderdale. Figure 2.4 'Areas of search' details those grid squares with sustainability scores of 10 or higher (the most sustainable locations) that are immediately adjacent to the existing urban areas. This information can be used to help focus attention on specific areas of search for potential future growth. If amendments to the green belt are proven to be necessary in order to deliver the emerging strategy and meet the volume of new development identified in the Core Strategy LDF document, the areas of highest sustainability should be given high priority in any assessment and should be looked at in greater detail.

Figure 2.3 Settlement hierarchy map (at August 2009)

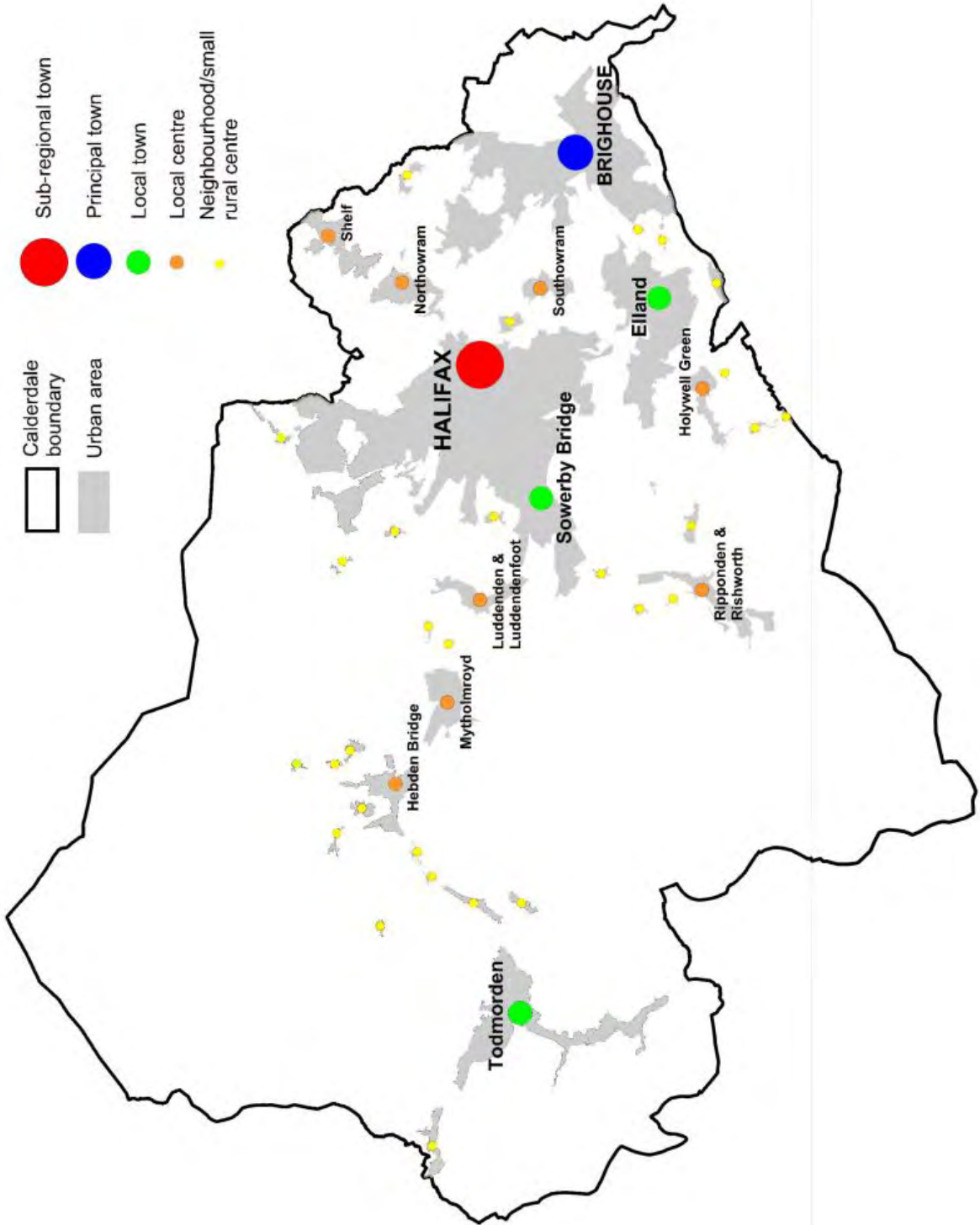
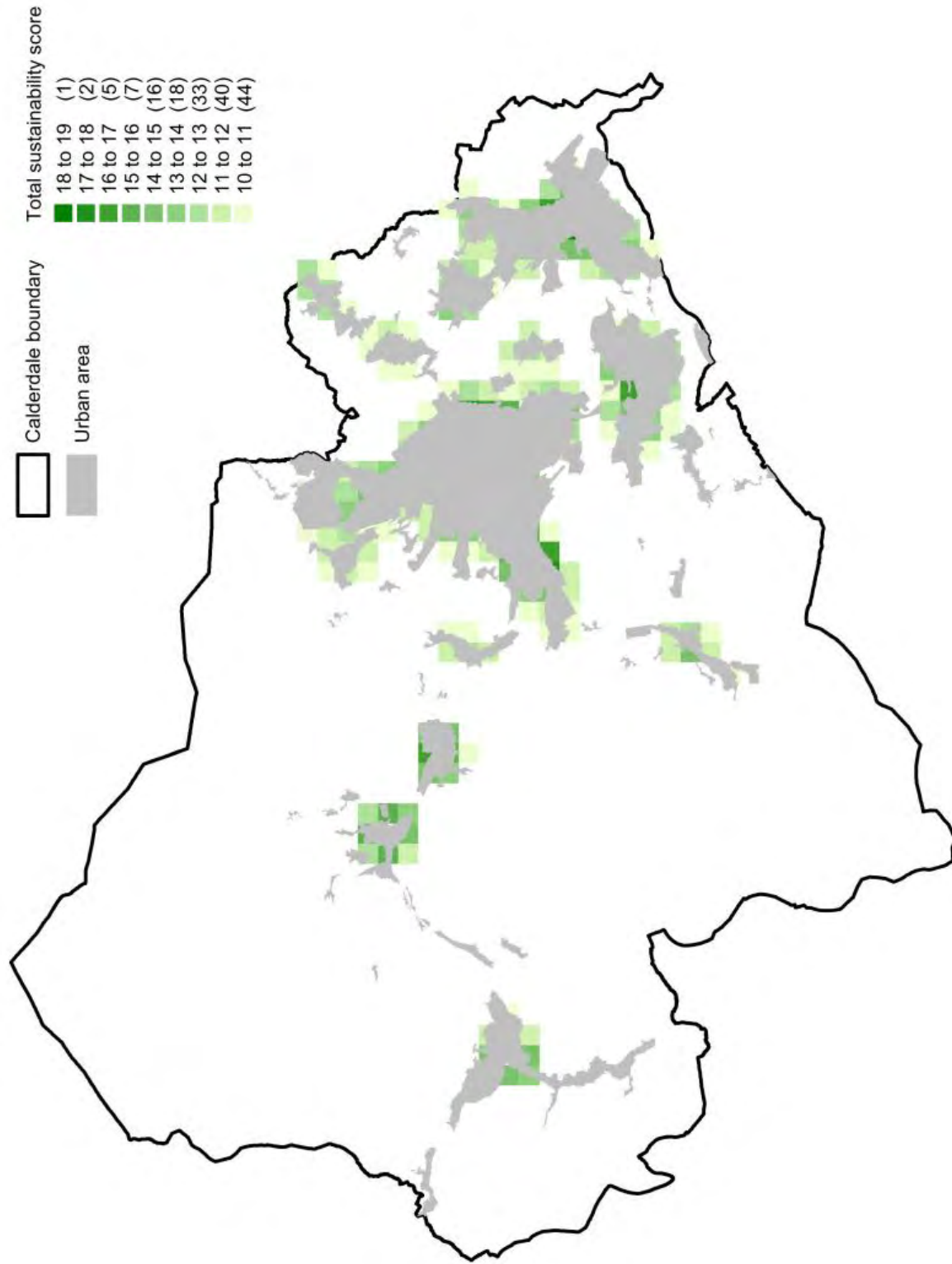


Figure 2.4 Areas of search



## 3 Recommendations

- 3.1 The sustainability of a settlement is in part determined by considering the level of, and access to, services. An important aspect of sustainability is ensuring that services remain viable and are able to be retained.
- 3.2 The sustainability of a settlement, together with the availability of suitable sites, will impact on the ability of a settlement to accommodate additional growth. It should be stressed that just because a settlement is considered sustainable it does not mean it will be expected to accommodate a particular level of growth, especially where there are no sites available to develop. However, one of the key objectives of this study is to highlight the existing sustainability levels for each settlement and to consider which of these settlements have the *potential* to accommodate future growth. The audit of services and analysis of data shows that there are differing levels of sustainability across the district.
- 3.3 There is a high level of service provision and access to services in Halifax and Brighouse. These are classified as the Sub-Regional Town and Principal Town of the district. The results produced by the model are consistent with the expectation of the Regional Spatial Strategy for the future of these places and go some way to justify these visions. These settlements can be considered to be sustainable as they have sufficient service provision for their populations, helping to reduce the need to travel. Where facilities or services are not available, access to them via public transport is good. These settlements are best placed to accommodate new development and further growth in the form of new housing or employment, which could allow for the expansion of existing services.
- 3.4 Below Halifax and Brighouse a number of tiers of settlement have been identified; these are Local Towns, Local Centres and Neighbourhood/Small Rural Centres. The Local Towns (currently Elland, Todmorden & Sowerby Bridge) generally have a defined service centre and provide a wide range of services and facilities which serve not only the town but a number of other lower order settlements. Such settlements are likely to be able to accommodate growth to ensure that existing service provision remains viable and, where appropriate, improved.
- 3.5 Local Centres have lower levels of service provision but access to services is still good. These settlements can still be considered to be sustainable as the transport network is sufficient to allow their residents relatively good access to the services and facilities that they need. New service provision within these settlements could be considered in order to reduce the need to travel, allowing these settlements to be considered as possible locations for new development.
- 3.6 Some settlements, particularly those classified as Neighbourhood/Small Rural Centres, have both poor provision and poor access to services and facilities. This reduces the sustainability of these settlements as residents are more reliant on the private car and have to travel outside of the immediate area to access the majority of the services they require. New service development in these locations is likely to be limited due to their low population sizes, which would not support new facilities. Due to the low sustainability of these centres only limited growth in other types of development, such as housing, is likely to be appropriate.

- 3.7** Consideration will need to be given as to whether improvements are practical in some locations in order to increase their level of sustainability. New or additional service provision may not always be viable in areas where the potential use is low due to a small population size or where there are no sites available to accommodate the development.
- 3.8** The model identifies 'areas of search' grid squares where undeveloped land (land outside of the existing urban area) has a sustainability score of 10 or greater. From a purely quantitative sustainability perspective, in line with the outputs from this model, these represent the most appropriate sites for new development or settlement extensions (if required), after sustainable urban locations have been considered. However further investigation of qualitative aspects of these sites will be necessary through the LDF process.
- 3.9** The recommendations from this stage of the model will compliment other elements of the LDF evidence base such as the Strategic Housing Land Availability Assessment and Employment Land Review as well as inform development plan documents (DPDs) such as the Core Strategy and Land Allocations and Designations. Consideration of whether to elevate the status of particular settlements up the settlement hierarchy (e.g. Todmorden to a Principal Town) will be fully considered through the Core Strategy document.