

# Settlement Hierarchy 2013

## Results



## Evidence Base

Published October 2013





<b>1 Introduction .....</b>	<b>2</b>
<b>2 Results .....</b>	<b>4</b>
<b>3 Recommendations .....</b>	<b>15</b>

## List of Tables

Table 2.1 Final settlement sustainability scores .....	6
Table 2.2 Average sustainability scores of Settlement Hierarchy Model .....	8
Table 2.3 Sustainability scores and settlement classification .....	10
Table 2.4 Current settlement hierarchy and settlement status .....	11

## List of Figures

Figure 2.1 Sustainability scores - September 2013 .....	5
Figure 2.2 Main settlement grid square identification .....	7
Figure 2.3 Settlement Hierarchy map (at September 2013) .....	13
Figure 2.4 Areas of search .....	14

## 1 Introduction

- 1.1** This report presents the results of the Calderdale Settlement Hierarchy model 2013. The model assesses service provision, and accessibility to those services across the district, and is based on the most up to date information available (as at September 2013). The methodology used in the model is available to view separately in the methodology report (Settlement Hierarchy Methodology 2013). This results report is published separately to the methodology to enable simple updating of the results, as and when required during the preparation of the Local Plan.
- 1.2** The results are presented at two spatial scales;
1. 500m grid squares - for the purposes of the Settlement Hierarchy model 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 - a 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 Plan documents, however they do not constitute council policy at this time. This will be developed through the Local Plan, taking account of the Settlement Hierarchy Model, other parts of the evidence base, and the outcomes from consultation and engagement exercises.

### 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 Calderdale 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 of the smaller settlements.
- 1.5** The Council's methodology for this study has evolved from the concept of settlement hierarchies as set out within the former 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 in a sustainable manner. 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 further development of the Core Strategy, and initial work on the Land

Allocations and Designations document, both key parts of the emerging Calderdale Local Plan.

## 2 Results

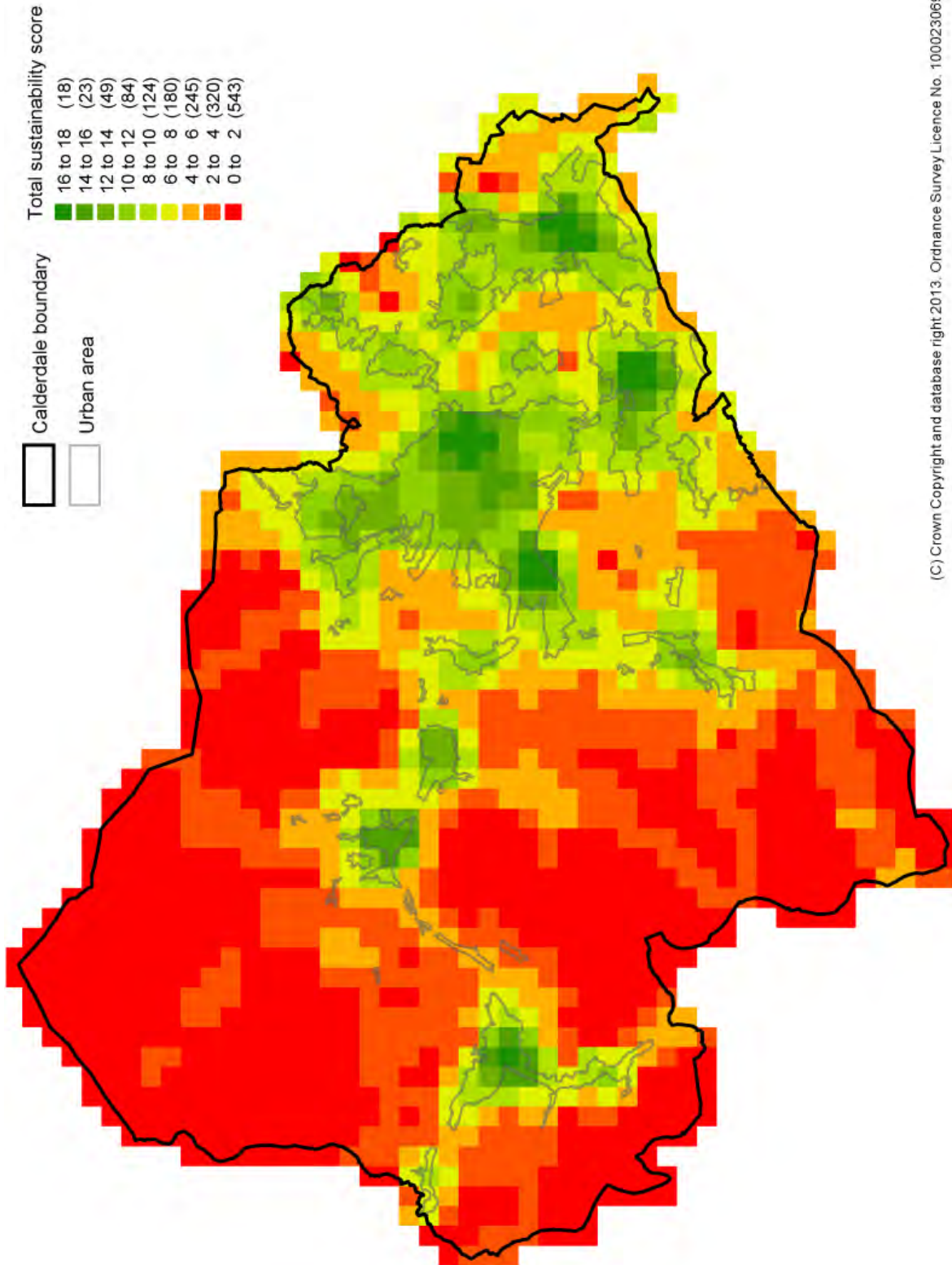
### Sustainability map

2

- 2.1** Figure 2.1 'Sustainability scores - September 2013' shows the results following the running of the Settlement Hierarchy model in September 2013. A final sustainability score is shown for each 500m grid square in Calderdale. The total sustainability score presented in Figure 2.1 'Sustainability scores - September 2013' reflects the provision and access to a wide range of services (sustainability criteria) as measured in accordance with the specified methodology, set out in the separate report. In summary however, the scores relate to access to the following services;
- Education - 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 - September 2013



## Settlement sustainability scores

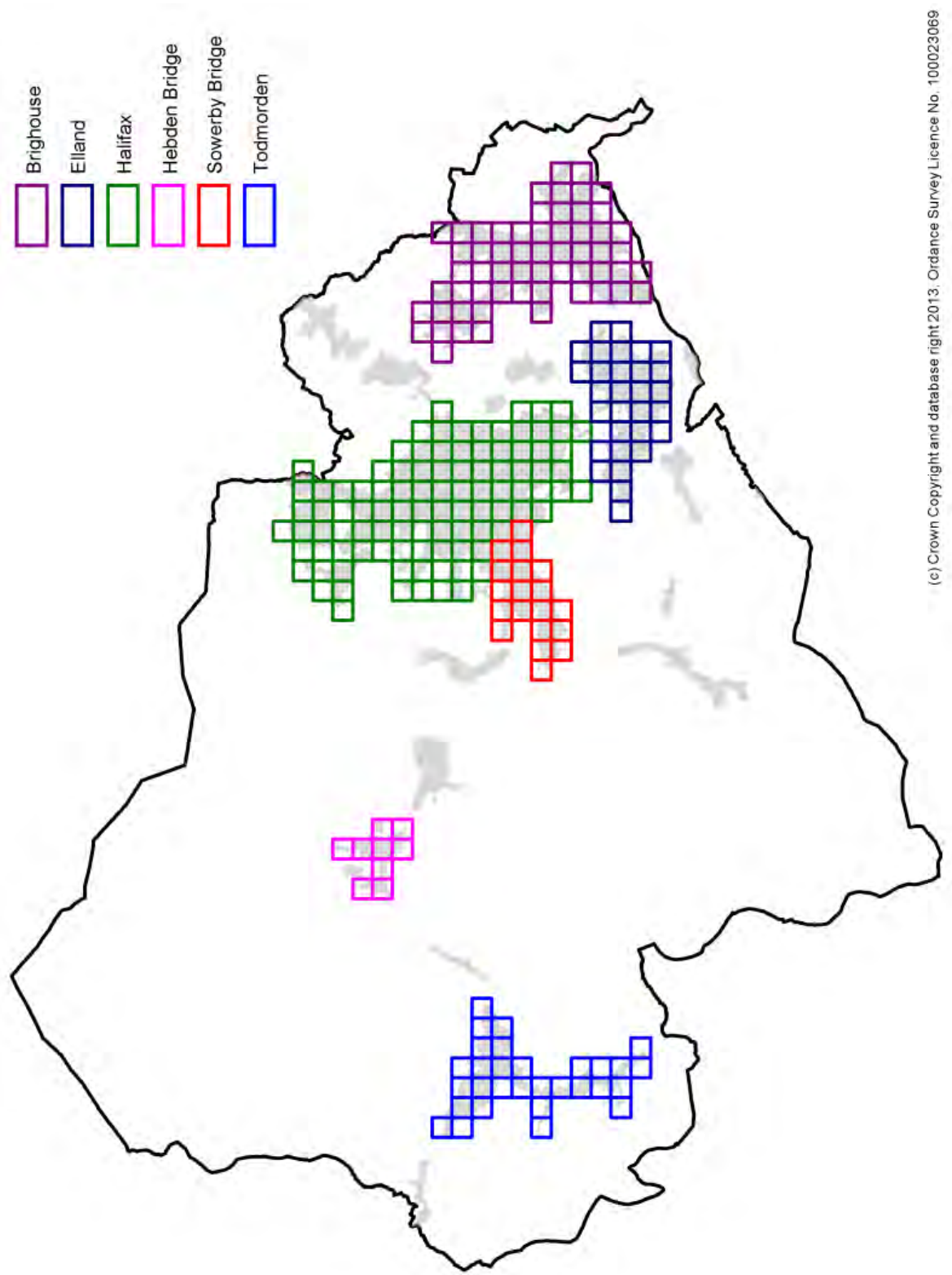
**2.5** Table 2.1 'Final settlement sustainability scores' details the final sustainability scores, provided by settlement, ranked in order of highest overall score first (rounded to the nearest whole point). Each settlement's score is calculated by adding up the total sustainability score for all grid squares assigned to it. The method used for assigning grid squares to individual settlements is detailed in the separate methodology report - for the purposes of assisting with interpretation of the results below, the grid squares for the larger centres can be seen in Figure 2.2 'Main settlement grid square identification' Table 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	1069	22	Norwood Green	18
2	Brighouse	631	23	Eastwood	14
3	Elland	321	24	Elland Upper Edge	14
4	Todmorden	272	25	Midgley	13
5	Sowerby Bridge	223	26	Sowood	12
6	Hebden Bridge	111	27	Mill Bank	12
7	Shelf	97	28	Harvelin Park	10
8	Mytholmroyd	96	29	Pecket Well	9
9	Luddenden & Luddendenfoot	93	30	Slack	9
10	Ripponden & Rishworth	90	31	Triangle	8
11	Northowram	66	32	Callis Bridge	8
12	Holywell Green & Stainland	50	33	Charlestown	8
13	Southowram	41	34	Elland Lower Edge	8
14	Portsmouth & Cornholme	35	35	Warley	8
15	Bradshaw	28	36	Jagger Green	7
16	Bank Top	26	37	Soyland	6
17	Wainstalls	22	38	Brearley	6
18	Barkisland	22	39	Outlane	6
19	Ainley Top	21	40	Mount Tabor	5
20	Chiserley & Old Town	20	41	Blackshawhead	4
21	Heptonstall	19			



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 1,069 and 631 respectively. This is no surprise seeing as they are the largest settlements in Calderdale in terms of size. The results re-enforce the designations granted to them through the former RSS (now revoked) as a Sub-Regional Town and Principal Town respectively (see Table 2.3 'Sustainability scores and settlement classification' for more details).
- 2.7** Further groups of settlements are evident in terms of their overall sustainability score; Elland (321), Todmorden (272) and Sowerby Bridge (223) form one obvious grouping below Halifax and Brighouse, with similar overall scores. A secondary grouping of settlements includes Hebden Bridge (111), Shelf (97), Mytholmroyd (96), Luddenden & Luddendenfoot (93) and Ripponden & Rishworth (90). Below this exist some reasonable sized settlements that would perhaps be expected to play a local service centre role when population catchment is taken into account (e.g. Northowram), however primarily it is the smaller villages of Calderdale which play a minimal role in drawing population catchments for use of local services.
- 2.8** 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	Hebden Bridge	12.30 (09)	22	Bradshaw	7.06 (04)
2	Sowerby Bridge	11.71 (19)	23	Portsmouth & Cornholme	6.95 (05)
3	Halifax	11.13 (96)	24	Elland Upper Edge	6.94 (02)
4	Elland	10.70 (30)	25	Jagger Green	6.88 (01)
5	Brighouse	10.69 (59)	26	Chiserley & Old Town	6.55 (03)
6	Mytholmroyd	10.67 (09)	27	Midgley	6.50 (02)
7	Southowram	10.13 (04)	28	Soyland	6.39 (01)
8	Shelf	9.74 (10)	29	Sowood	6.20 (02)
9	Heptonstall	9.63 (02)	30	Mill Bank	6.19 (02)
10	Northowram	9.43 (07)	31	Norwood Green	6.13 (03)
11	Todmorden	9.06 (30)	32	Brearley	5.75 (01)
12	Ripponden & Rishworth	8.95 (10)	33	Outlane	5.51 (01)
13	Bank Top	8.80 (03)	34	Mount Tabor	5.38 (01)
14	Luddenden & Luddendenfoot	8.41 (11)	35	Eastwood	4.75 (03)

Rank	Settlement	Average Sustainability Score (No. of Grid Squares)	Rank	Settlement	Average Sustainability Score (No. of Grid Squares)
15	Triangle	8.38 (01)	36	Pecket Well	4.38 (02)
16	Holywell Green & Stainland	8.30 (06)	37	Slack	4.25 (02)
17	Elland Lower Edge	7.76 (01)	38	Callis Bridge	4.13 (02)
18	Warley	7.50 (01)	39	Charlestown	4.07 (02)
19	Wainstalls	7.46 (03)	40	Blackshawhead	3.88 (01)
20	Barkisland	7.29 (03)	41	Harvelin Park	3.26 (03)
21	Ainley Top	7.13 (03)			

## Determining a settlement hierarchy

- 2.9** 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 existing settlement hierarchy for Calderdale. The results demonstrate that there are identifiable groups of settlements that have similar levels of service provision and function, a key factor in determining the current local settlement hierarchy.
- 2.10** Former regional planning guidance for the Yorkshire and Humber region (RSS), now revoked, set out a number of possible settlement classifications. For Calderdale, three levels of settlement classification applied; Sub-Regional Towns, Principal Towns and Local Service Centres. Although the RSS for the Yorkshire and Humber region is now revoked, the evidence base upon which the strategy was based can still hold weight and is credible and relevant to the Calderdale Settlement Hierarchy.
- 2.11** To facilitate the classification of a local settlement structure, Table 2.3 'Sustainability scores and settlement classification' summarises overall sustainability scores, along with the proposed future role and function of settlements, against 5 potential tiers of settlement. In this way, classification of specific settlements into specific tiers of the settlement hierarchy is not only based upon the quantitative total measure of sustainability, but other factors can also be taken into account; the average score, population catchments and qualitative measures such as the proximity of other major settlements.
- 2.12** The proposed settlement role and future function in Table 2.3 'Sustainability scores and settlement classification' clarifies the relevance and impact of a specific centre being allocated to a specific tier of the hierarchy. Due to the varied role of centre's within Calderdale that would have been classified under the former 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>
100 - 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> <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 - 100	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

**2.13** It is important to re-iterate at this point that the sustainability scores achieved through running the Calderdale Settlement Hierarchy 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.

- 2.14** Any decisions to elevate a settlement's role (such as to Principal Town status) will come through development of the Core Strategy Development Plan Document in the Local Plan (currently at Preferred Options stage), however this will require compelling evidence to do so. Indeed, through the Core Strategy, it may also be decided that some of the smaller Neighbourhood/Small Rural Centre 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 removed altogether.
- 2.15** 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 September 2013)'.

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

Settlement	Total Sustainability Score	Average Sustainability Score	Proposed Status
Halifax	1069	11.13	Sub-Regional Town
Brighouse	631	10.69	Principal Town
Elland	321	10.70	Local Town
Todmorden	272	9.06	Local Town
Sowerby Bridge	223	11.71	Local Town
Hebden Bridge	111	12.30	Local Town
Shelf	97	9.74	Local Centre
Mytholmroyd	96	10.67	Local Centre
Luddenden & Luddendenfoot	93	8.41	Local Centre
Ripponden & Rishworth	90	8.95	Local Centre
Northowram	66	9.43	Local Centre
Holywell Green & Stainland	50	8.30	Local Centre
Southowram	41	10.13	Local Centre
Portsmouth & Cornholme	35	6.95	Neighbourhood/Small Rural Centre
Bradshaw	28	7.06	Neighbourhood/Small Rural Centre
Bank Top	26	8.80	Neighbourhood/Small Rural Centre
Wainstalls	22	7.46	Neighbourhood/Small Rural Centre
Barkisland	22	7.29	Neighbourhood/Small Rural Centre
Ainley Top	21	7.13	Neighbourhood/Small Rural Centre
Chiserley & Old Town	20	6.55	Neighbourhood/Small Rural Centre
Heptonstall	19	9.63	Neighbourhood/Small Rural Centre
Norwood Green	18	6.13	Neighbourhood/Small Rural Centre
Eastwood	14	4.75	Neighbourhood/Small Rural Centre

# 12 Results

2

Calderdale MBC Settlement Hierarchy Results 2013

Settlement	Total Sustainability Score	Average Sustainability Score	Proposed Status
Elland Upper Edge	14	6.94	Neighbourhood/Small Rural Centre
Midgley	13	6.50	Neighbourhood/Small Rural Centre
Sowood	12	6.20	Neighbourhood/Small Rural Centre
Mill Bank	12	6.19	Neighbourhood/Small Rural Centre
Harvelin Park	10	3.26	Neighbourhood/Small Rural Centre
Pecket Well	9	4.38	Neighbourhood/Small Rural Centre
Slack	9	4.25	Neighbourhood/Small Rural Centre
Triangle	8	8.38	Neighbourhood/Small Rural Centre
Callis Bridge	8	4.13	Neighbourhood/Small Rural Centre
Charlestown	8	4.07	Neighbourhood/Small Rural Centre
Elland Lower Edge	8	7.76	Neighbourhood/Small Rural Centre
Warley	8	7.50	Neighbourhood/Small Rural Centre
Jagger Green	7	6.88	Neighbourhood/Small Rural Centre
Soyland	6	6.39	Neighbourhood/Small Rural Centre
Brearley	6	5.75	Neighbourhood/Small Rural Centre
Outlane	6	5.51	Neighbourhood/Small Rural Centre
Mount Tabor	5	5.38	Neighbourhood/Small Rural Centre
Blackshawhead	4	3.88	Neighbourhood/Small Rural Centre

**2.16** The principle change in status of settlements in this 2013 update is that Hebden Bridge has been elevated to 'Local Town' status, from 'Local Centre' in 2009. The Core Strategy Preferred Options report justified the change in status of Hebden Bridge based on its role as a transport hub, and its significant retail core. In addition it features at the top of the rank of settlements by average sustainability score Table 2.2 'Average sustainability scores of Settlement Hierarchy Model'.

## Areas of Search

**2.17** Figure 2.1 'Sustainability scores - September 2013' sets out the overall sustainability scores across Calderdale. Figure 2.4 'Areas of search' details all grid squares that include boundaries of the existing urban areas. This information can be used to help focus attention on specific areas of search for potential future growth as it highlights the areas at the edges of our settlements that may be the most sustainable. 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 first.



Figure 2.3 Settlement Hierarchy map (at September 2013)

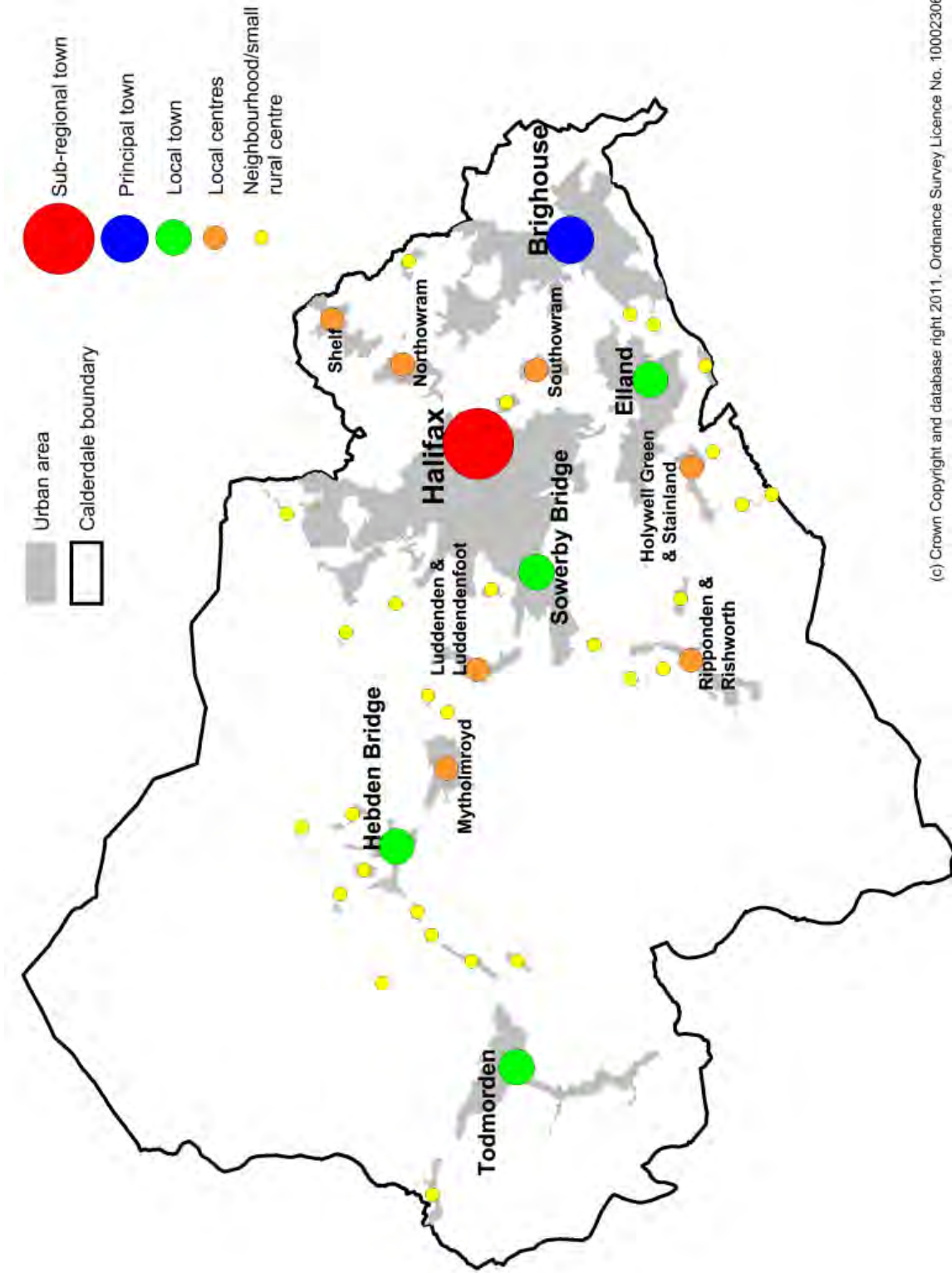
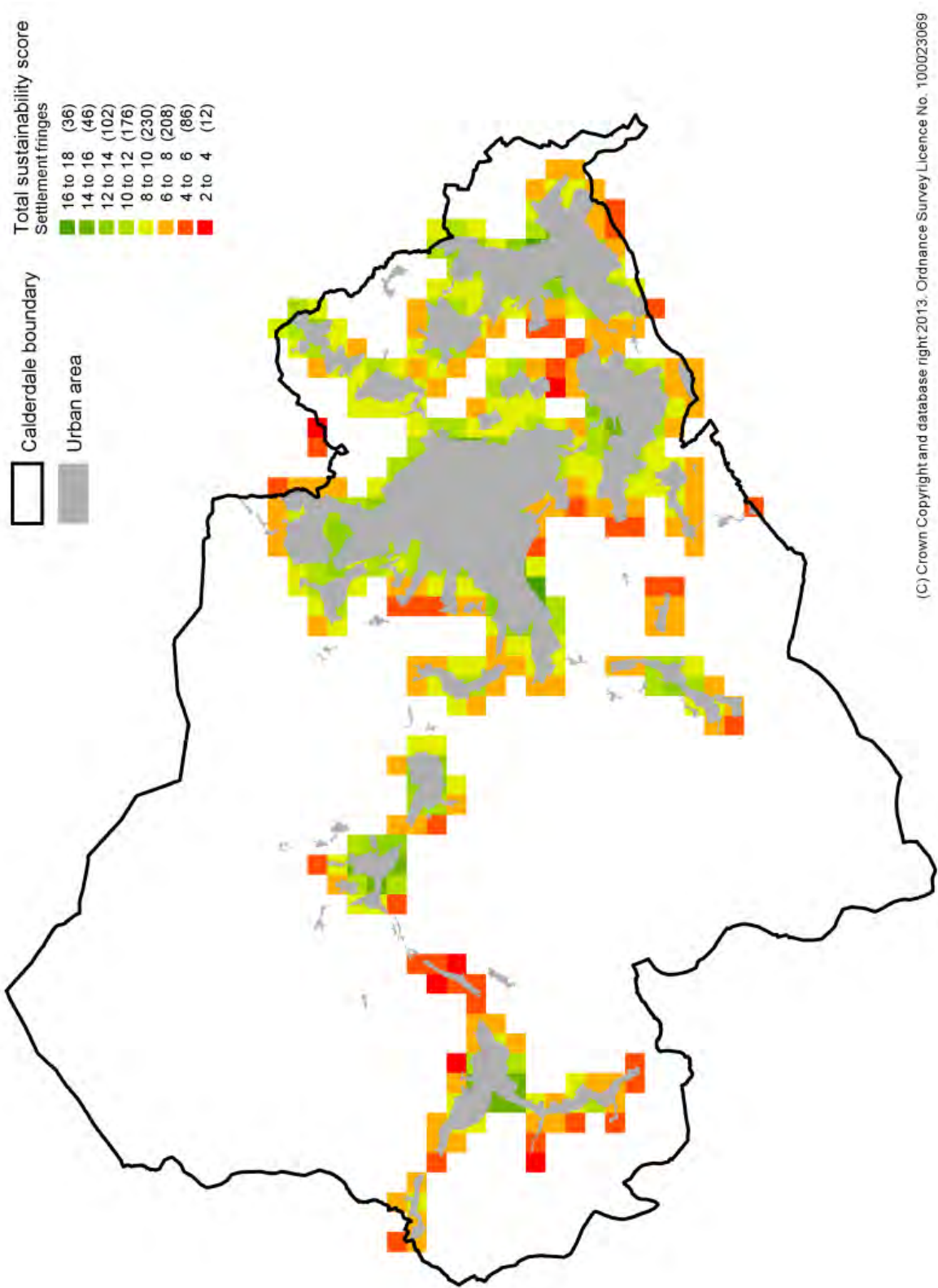


Figure 2.4 Areas of search



### 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. 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 and Hebden 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

# 16 Recommendations

small population size or where there are no sites available to accommodate the development.

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- 3.8** The model identifies the potential 'areas of search' grid squares where the total sustainability score of undeveloped land (land adjoining the existing urban area) is mapped. From a purely quantitative sustainability perspective, in line with the outputs from this model, the higher scoring grid squares 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 Local Plan process.
- 3.9** The recommendations from this stage of the model will compliment other elements of the Local Plan evidence base such as the Strategic Housing Land Availability Assessment and Employment Land Review as well as inform the key Local Plan documents, 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.