

Background Paper

Methodology for the Assessment of Sustainability of Settlements

(November 2019)

BACKGROUND

This paper set out the methodology used previously to assess the sustainability of settlements within the county as a means of informing choices about the Plan's settlement hierarchy. The methodology was developed and used to determine the settlement hierarchy in the withdrawn Local Plan 2018-2036.

This document sets out the previously used methodology as a means of promoting discussion and comment in advance of the Council reviewing it for use in the preparation of the new Rutland Local Plan. Please let us know your comments and views on the methodology, whether you think it remains appropriate unchanged, or if you feel it needs to be amended. If so, please suggest how and why you think it should be changed.

The settlement hierarchy indicates in broad terms which settlements are best placed to deliver sustainable development and accommodate Rutland's development requirements, thereby underpinning the approach to the location of development in the Local Plan.

The settlement hierarchy has evolved from the Sustainability Assessment of Towns and Villages in Rutland produced in April 2009 which informed the adopted (2011) Core Strategy, in particular the 'Settlement and Location of Development Policies'. The settlement hierarchy categorises the towns and villages according to the level of accessibility of each settlement to facilities and services. In October 2015 the methodology used to assess settlement sustainability was reviewed to ensure it reflected changes to national planning policy and guidance and information available on each settlement. The settlement hierarchy was updated accordingly.

A background paper was then updated in July 2017 to address matters raised in respect of the settlement hierarchy methodology as part of the Local Plan Issues and Options consultation. A further update was undertaken in November 2019, to reflect changes in the NPPF following the publication of revised national policy and updated information on the availability of services and facilities and accessibility. Appendix D sets out the changes which have been made to the methodology since 2015.

This latest Background Paper published in November 2019 can be found here <https://www.rutland.gov.uk/my-services/planning-and-building-control/planning/the-local-plan/the-new-local-plan/local-plan-evidence-base/settlement-hierarchy/>

1. INTRODUCTION

- 1.1. Once reviewed and finalised the methodology will be used to assess the relative sustainability of the County's towns and villages in the new Rutland Local Plan.
- 1.2. Paragraph 20 of the NPPF reiterates that Local Plans should "set out an overall strategy for the pattern, scale and quality of development". The settlement hierarchy plays an important role in identifying sustainable locations for development and is a way of categorizing the settlements in Rutland and grouping together those that have similar characteristics.
- 1.3. At the top of the hierarchy are the larger settlements that have the best infrastructure in terms of facilities and services and are the most accessible by sustainable forms of travel. The smaller settlements with the least facilities, services and accessibility to public transport will be towards the bottom of the hierarchy.
- 1.4. The settlement hierarchy does not in itself determine the appropriate level of growth a particular settlement can support but does seek to identify the most sustainable places where growth could be directed.
- 1.5. The provision of services and facilities within settlements can change overtime and, therefore, the assessment of available services and facilities will be updated at regular intervals. Parish Councils and Meetings were contacted in 2014, December 2016, March 2019, July 2019 and January 2022 and requested to provide information on services and facilities in their local area through the completion of a survey form. The information provided is supplemented by desk-based information and where necessary site visit and will be used as the basis for applying the methodology

2. PLANNING POLICY CONTEXT

National Policy Context

- 2.1. Within the revised NPPF (2019) there is a clear ambition to continue to deliver sustainable development. The NPPF (paragraph 9) outlines that: “Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.”
- 2.2. The most relevant aspects of the NPPF in relation to settlement strategy and hierarchy matters include:
- planning should actively manage patterns of growth:
 - to identify and pursue opportunities to promote public transport, walking and cycling (paragraph 102);
 - to focus significant development in locations which are or can be made sustainable (paragraph 103); and
 - to recognise that opportunities to maximise sustainable transport solutions will vary between urban and rural areas (paragraph 103).
 - To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. It goes on to state that 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 78).
 - New housing development should be avoided in isolated locations except in particular circumstances (paragraph 79).
 - Planning policies should ensure the retention and 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 worship (paragraph 83).
 - Planning policies should ensure an integrated approach to considering the location of housing, economic uses and community facilities and services (paragraph 92).
- 2.3. The PPG provides practice guidance in support of the NPPF and reiterates many of the objectives set out in national policy.
- 2.4. In respect of rural housing¹, the PPG recognises the particular issues facing rural areas in terms of housing supply and affordability and the role of housing in supporting the broader sustainability of villages and smaller settlements.

¹ Paragraph: 009 Reference ID: 67-009-20190722

- 2.5. It goes on to state that a wide range of settlements can play a role in delivering sustainable development in rural areas and the use of blanket policies restricting housing development in some types of settlement need to be supported by robust evidence.

Local Policy Context

- 2.6. The existing settlement hierarchy is set out in Policy CS3 of the adopted Core Strategy (2011) and was developed in line with national planning policy in place at the time.
- 2.7. Although this predated the first publication of the NPPF in 2012, the approach of focusing development in locations with the most opportunities to access facilities and to use non-car modes of travel was considered to generally accord with the objectives of the NPPF and remained an appropriate approach for identifying suitable locations for development and helping promote sustainable development in Rutland.

Other Policy Considerations

- 2.8. Whilst the allocations that will be made in the Rutland Local Plan to deliver the required amount of housing and other development for the County will be made in accordance with the settlement hierarchy, Neighbourhood Plans can choose to allocate more development if the community decide this is appropriate. However, paragraph 29 of the NPPF sets out that Neighbourhood Plans should not promote less development than set out in the Local Plan or undermine strategic policies. The Local Plan provides more detail on the housing requirement and Neighbourhood Plans.

3. METHODOLOGY AND SETTLEMENT SUSTAINABILITY

Review of the Methodology

- 3.1. In reviewing the Core Strategy settlement hierarchy methodology, a number of potential issues were identified. Firstly, the criteria used to classify settlements was considered to have several drawbacks that would limit its effectiveness in understanding and differentiating the roles of different settlements. And secondly, there had been some changes to the national policy context since the adoption of the Core Strategy and there was a need to ensure that the approach taken remained consistent with national policy.
- 3.2. In addition, further changes to the methodology were made to address matters raised in responses to consultations on the withdrawn Local Plan.

Assessment of Settlement Sustainability

- 3.3. The assessment focusses on three main criteria:
- The level of services and facilities available in each settlement, including local employment;
 - The accessibility of each settlement to services and facilities in nearby higher order settlements; and
 - Public transport availability and frequency.

Services and Facilities

- 3.4. The specific services and facilities (Table 1) used in the methodology reflect the guidance provided by the NPPF.

Table 1: NPPF guidance on key aspects of sustainability and community facilities.

NPPF	Service or Facility Indicator Used
NPPF Paragraph 103 (Promoting Sustainable Transport) <i>Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.</i>	<ul style="list-style-type: none"> • Public Transport Provision
NPPF Paragraph 92 (Promoting Healthy and Safe Communities) <i>To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:</i>	<ul style="list-style-type: none"> • General Store • Community facility • Public House

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<p>- <i>plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open spaces, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments.</i></p> <p>- <i>ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.</i></p>	<ul style="list-style-type: none"> • Employment Opportunities
<p>NPPF Paragraph 94 (Promoting Healthy and Safe Communities)</p> <p><i>It is important that a sufficient choice of school places is available to meet the needs of existing and new communities.</i></p>	<ul style="list-style-type: none"> • Primary School • Secondary School
<p>NPPF Paragraph 96 (Promoting Healthy and Safe Communities)</p> <p><i>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 communities.</i></p>	<ul style="list-style-type: none"> • Sports Recreation Ground • Children’s Play Area
<p>NPPF Paragraph 8 (Achieving Sustainable Development)</p> <p><i>Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):</i></p> <p>- <i>a social role – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being;</i></p>	<ul style="list-style-type: none"> • General Medical Facility • Library • Post Office

Key Facilities

3.5. The methodology differentiates between those facilities and services which are considered to be ‘key’, such as local shops and primary schools because they are more essential and used more frequently, and ‘other’ facilities, such as a library, which do not contribute as significantly to people’s day to day needs.

- 3.6. Local employment opportunities provide a positive indicator of vibrant sustainable settlements along with the provision of local retailing and community services such as general stores, post offices, schools and, doctor's surgeries.
- 3.7. The methodology scoring system, therefore, weights these 'key facilities' appropriately based upon their relative importance *and* accessibility from the settlement. It considers employment opportunities within or close to a settlement and takes into account the frequency of public transport and the safe and convenient accessibility by cycling and on foot rather than by car to a higher order settlement. **Appendix A** sets out the description of the criteria used to assess the settlements.
- 3.8. In order to develop the settlement hierarchy and assess the sustainability of settlements Parish Councils and Meetings have been requested periodically to complete a village facilities and services survey form. Where necessary the survey information has been supplemented by a desk-based resources.

Employment Opportunities

- 3.9. Local employment opportunities provide a positive indicator of vibrant sustainable settlements. Whilst there is no certainty that these local employment opportunities are taken up by local residents, it is nevertheless important that these opportunities exist.
- 3.10. The availability of employment close to homes can reduce the need to travel by car and can increase the sustainability of a settlement. It is accepted, there will be some employment in a village if there is a facility such as a shop, school, or doctor's surgery, but additional employment opportunities are considered as a separate criterion.
- 3.11. The presence of employment offers the potential for a settlement to be more sustainable if there is a reasonable source of employment such as those falling within the B Use Classes, which includes business, office, light industrial, and storage and distribution.
- 3.12. Furthermore, local businesses can provide economic benefits to their local community as employees may spend more within the area, consequently helping to maintain local shops and services.
- 3.13. The employment criteria have been developed to include a higher score for 'key employment sites and employment opportunities within or adjoining a settlement. The location of 'key employment sites' identified in the Employment Land Assessment Update (2016) indicates the settlement performs an economic role in land use terms. Employment opportunities within or adjoining settlements were also identified using Revenues Business Rates returns and the responses from Parish Councils and Meetings.

Accessibility of Settlements

- 3.14. With the exception of villages in the north east of the county (Market Overton, Greetham, Thistleton, Stretton and Clipsham) all villages are within a 5 mile radius of a full range of retail, employment, education and community services at either Oakham, Uppingham, Stamford or Corby.
- 3.15. The availability and frequency of public transport is an important factor in determining the most sustainable locations, particularly in providing a service as an alternative to the car to enable people in rural communities to access services and facilities such as shops, hospitals, leisure activities and employment opportunities.
- 3.16. Accessibility is based on the following criteria:
- Distance to a main town or large settlement;
 - Accessibility, particularly by public transport to main towns; and
 - Frequency of bus services.
- 3.17. Settlements with a good provision of services and facilities and/or good public transport links will encourage easier and more sustainable access to services than those settlements where one or both are absent; and are more capable of supporting the rural community without access to a car.
- 3.18. However, the close proximity of some settlements to Oakham, Uppingham and Stamford requires careful consideration as part of the Local Plan Review. One of the main objectives of the NPPF is to focus development where residents would have the most opportunities to access facilities and to use non-car modes of travel.
- 3.19. The close proximity to a main town in terms of access to their level of facilities and services is an important sustainability consideration. There are some villages, which although they do not have many services or facilities within it, are relatively sustainable because of their access to facilities and services.
- 3.20. **Appendix C** includes maps for Oakham, Uppingham, and Stamford, which includes all the settlements within 2 miles of the towns. This will allow a settlement's sustainable location to be taken into account based on its access to a range of services and facilities.
- 3.21. It is recognised that within some villages there are few services and facilities. Consequently, it is not appropriate to categorise these settlements as being more sustainable locations within the hierarchy.

4. THE SETTLEMENT HIERARCHY

The Settlement Hierarchy

- 4.1. The Settlement Hierarchy has been developed to guide the location of development. The hierarchy identifies the most sustainable locations based on their provision of facilities and accessibility to services. **Appendix B** sets out the Settlement Categories and description.
- 4.2. It is not the role of the settlement hierarchy to set a description of the capacity of each settlement, or to advise on the likely quantum of growth which each settlement should accommodate as there may be other factors that will influence the scale of development considered suitable and appropriate for individual settlements. For example, the availability of suitable sites within each of the settlements and taking account of the various technical studies that underpin the Local Plan such as sustainability appraisal, landscape sensitivity, assessment of transport capacity, flood risk and other key constraints or opportunities. This will ensure the scale of any new development identified in the Local Plan is suitable for the settlement and supported by the necessary physical infrastructure.
- 4.3. It will not follow, therefore, that every settlement within each category of the hierarchy will accommodate the same level of growth as opportunities for development will vary and a number of the smallest settlements in Rutland with no services and facilities will not be considered appropriate locations for taking further development.

The Scoring System

- 4.4. The scoring system is devised to rank the villages according to the level of services and facilities available, which in turn determines the settlement hierarchy. The higher the settlement scores the more sustainable it is considered.
- 4.5. The scoring is based on the availability and relative importance of each facility, in that some key facilities are more essential and used more frequently than others or are considered important facilities that reduce the need to travel by car.

Key Facilities

- 4.6. The range of key facilities comprise of general convenience store; post office; primary/secondary school; public house; key employment site and employment opportunities within or adjoining a settlement and a village/community hall.
- 4.7. The existence of a key facility in a settlement provides a high level of accessibility and an additional score is awarded where there is more than one of a key facility in a settlement, this acknowledges the level in terms of sustainability.

Other Services

- 4.8. These services comprise a general medical practice and library. The existence of one or more of these services in a village is considered important but not vital for a settlement's sustainability so two points is awarded and one point, awarded for a sports/recreation ground and/or children's play area.

Accessibility

- 4.9. The potential for access to public transport to employment and the wide range of services available in Oakham, Uppingham, Stamford, Melton and Corby is an important sustainability consideration. The assessment is made based on the frequency of a regular bus service from Mon – Sat 7am – 6pm. The existence of an hourly service scores three points, two hourly service two points, daily service one point and a weekly service get no points.
- 4.10. Some villages are in easy and suitable walking/cycling distance of Oakham, Uppingham and Stamford. Where the distance is within two miles and there is potential for cycling or walking via suitable road and/or cycle/footway two points is awarded.
- 4.11. Each settlement will be assessed against the scoring in Table 2 below and ranked according to its overall score. The highest score a settlement can achieve if all the criteria are met is 31 points. Therefore, the more points a settlement scores, the more sustainable it is considered to be.

Table 2: The scoring used for determining a settlement's sustainability

Indicator		Points
Key Facilities	General Store with Post Office	5
	General Store	3
	Part-time/mobile Post Office	1
	School & extended school within the settlement	4
	Public House	2
	Key employment sites identified in the Employment Land Review update 2016	5
	Employment opportunities within/adjoining the settlement identified from RCC Business Rate Revenues by settlement/Parish	3
	Community Hall	2
Other Facilities	More than 1 of a 'key facility'	2
	General Medical Practice	2
	Library	2
	Sports/recreation ground	1
	Play area	1

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Accessibility	Suitable access on foot or by bicycle to a town within 2 miles	2
	Hourly bus service	3
	2 hourly bus service	2
	Daily bus service	1

Revised Settlement Hierarchy

4.12. The final methodology will be used together with updated information from the village facilities survey to assess the sustainability of settlements and determine the proposed settlement hierarchy for inclusion in the new Rutland Local Plan.

Appendix A: The criteria used for determining the settlement hierarchy

Criteria	Description
Key Facilities	
General convenience store with Post Office	<p>A permanent general convenience store with a post office located in the village provides access to basic goods and reduces the need to travel by car.</p> <p>A post office (including part-time and mobile) provides a valuable community facility allowing access to a number of financial and communication services.</p>
School & extended school service	<p>A primary school provides an opportunity to reduce the need to travel by car and may be used in the evening or out of term time as a community facility.</p> <p>Most primary schools now provide extended school services including such services as before and after school clubs, pre-school nurseries, parenting skills/family centre and health services.</p> <p>Access to secondary schools provides facilities for the wider community.</p>
Public House	Aside from serving food and drink, pubs provide a meeting place for people and can contribute to a sense of community.
Employment opportunities within/adjoining the settlement	<p>Key employment sites identified in the Employment Land Assessment Review (2016) indicates a settlement performs an economic role in land use terms.</p> <p>Employment opportunities identified using Revenues Business Rates returns.</p>
Village hall/community centre	Village halls are important community facilities, often providing a base for local organisations and community events.
More than one of a Key Facility	An additional score is given for a settlement with more than one of a key facility such as school, shop and food and drink outlet (includes public houses, restaurants and takeaways).
Other Services	
General medical practice	Provides important healthcare facilities and services and the opportunity to access some medical facilities in the settlement and reduces the need to travel by car.
Library	A library provides facilities available for use by the community. This provides an opportunity to access facilities within the settlement and reduces the need to travel by car.
Sports/recreation ground	Sports/recreation grounds are important to encourage outdoor sports and general health and wellbeing. They also provide a home for local sports teams

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Children's play area	Children's play areas are valuable for the physical development of young people.
Accessibility	
Suitable access by walking or cycling to higher order centres.	Some villages are in suitable walking/cycling distance of the edge of Oakham, Uppingham and Stamford. Where the distance is within two miles and there is potential for cycling or walking via a suitable road, cycle/footway.
Good access to higher order centres by public transport	<p>These include Oakham, Uppingham, Stamford, Melton Mowbray, Corby, Peterborough and Leicester.</p> <p>Public transport availability is considered important in determining the most sustainable locations. Bus services are the only form of public transport considered within Rutland, given the only railway station is in Oakham.</p> <p>A regular bus service is important in providing a service for those without a car or as an alternative to the car. Settlements have therefore been given a positive score if a minimum 2 hourly bus service to a higher order centre is provided between 7am and 6pm Monday to Saturday.</p> <p>Also considered is the potential to use public transport to access employment opportunities in the higher order centres if a bus service operates before 8.30am in the morning or after 5pm in the evening which reduces reliance on a private car.</p>

Appendix B: Settlement Category and Description

Settlement Category	Description
Main Town	This is the main town with a range of job opportunities, retail, leisure, and health facilities for the surrounding rural area and has good public transport links to higher order centres
Small Town	This is the second largest town with a range of job opportunities, convenience shopping, education, community and health facilities but with more limited public transport links
Local Service Centres	These comprise the largest villages with a fuller range of key facilities and access to public transport
Smaller Villages	These comprise smaller villages with a more limited range of facilities and/or are less accessible to higher order centres than Local Service Centre villages
Countryside	Open countryside and villages not identified in the settlement categories

Appendix C: Two mile buffer zones for Oakham, Uppingham and Stamford

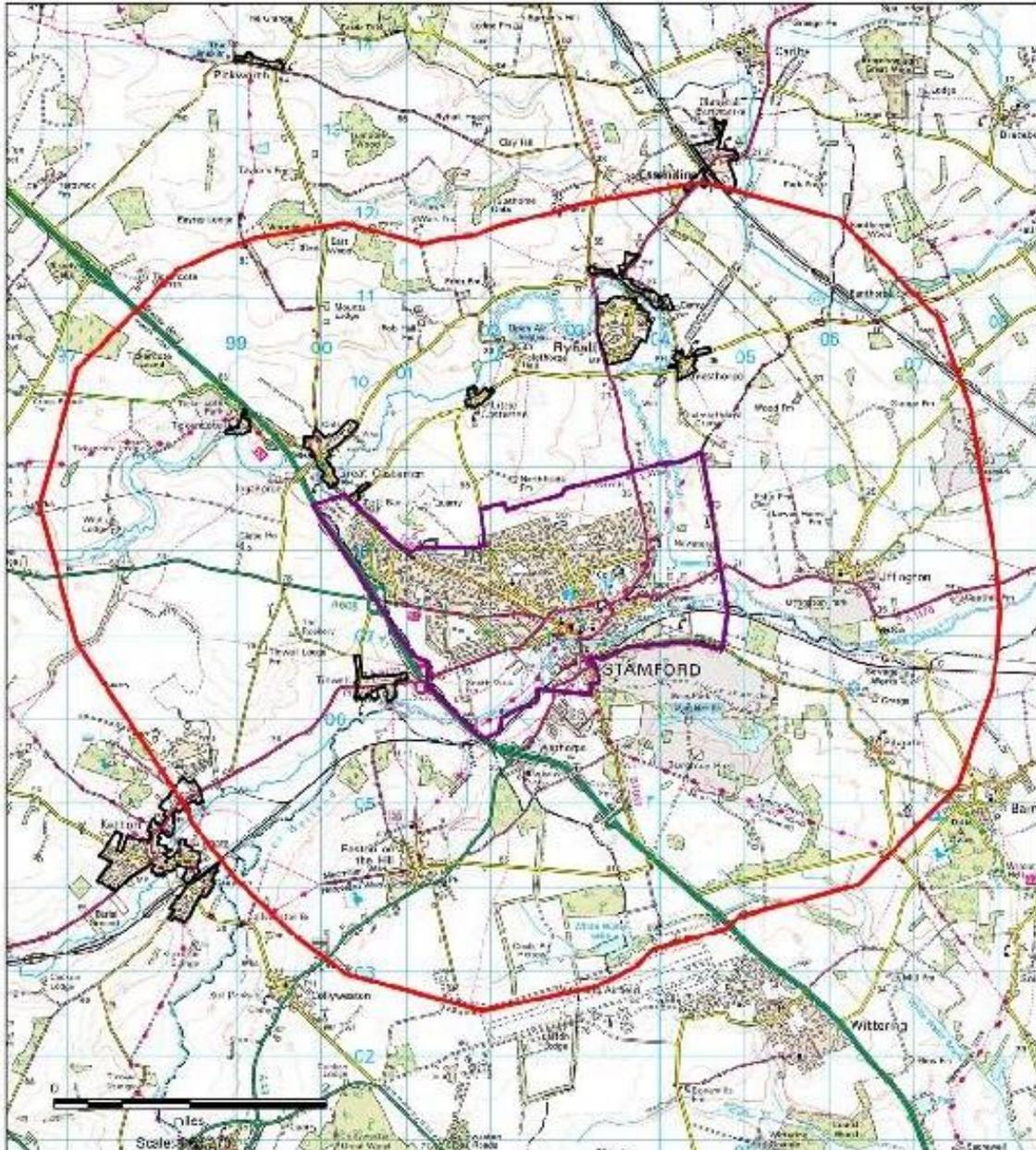


Uppingham - 2 Mile Buffer Zone



KEY			Rutland County Council
	Town		
	Village		
	2 Mile Buffer Zone		
		Crown Copyright licence no. 100018055	

Stamford - 2 Mile Buffer Zone



KEY			Rutland County Council
	Town		
	Village		
	2 Mile Buffer Zone		
			Crown Copyright licence no. 100018056

Appendix D: Table of Changes made to Settlement Hierarchy Methodology

	Changes Made	Reason for Change	Date of Assessment
Scoring criteria used to assess the sustainability of the towns/villages	'Key' services and facilities identified in addition to other services and facilities and given a higher scoring weighting accordingly	The scoring given to facilities did not differentiate between those that could be considered key services in a village such as shop, public house or school against facilities such as a play area or sports/recreation ground. This may have given the impression that some villages were more sustainable in the settlement hierarchy than perhaps they actually were	November 2015
	The availability of more than one key facility was recognised in the scoring	In general, the more provision there is, especially of key services the more sustainable the settlement is likely to be	November 2015
	Scores for a general store with post office were increased to five points (from three points) and a general store to three points (from two points). Community hall was reclassified as being a key facility	The scoring given to facilities still did not differentiate clearly enough between those that could be considered key services in a village such as shop, public house or school against facilities such as a play area or sports/recreation ground	July 2017
	Criteria relating to access to employment opportunities and a primary school within two miles of a settlement were included	To provide an indication of the level of accessibility to places of employment and education	November 2015
	Criteria relating to the average percentage of people who travelled less than 5km to work was included	To provide an indication of the level of accessibility to places of employment	November 2015
	The criteria relating to distance travelled to work and employment/primary school within two miles were deleted	Duplication with other assessment criteria	July 2017
	Consideration of infrastructure and environmental constraints	Infrastructure and environmental constraints in or around a settlement to be taken into account as part of	The qualitative nature of the methodology did not consistently take into account factors such as

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	a separate qualitative assessment and the Sustainability Appraisal	infrastructure and environmental constraints in or around a settlement which may impact on the settlement's ability to accommodate any future growth	
Population	Score given to settlements based on the size of the population (2011 Census)	The larger a settlement population is it is likely that it will contain more services and facilities. This was considered useful for comparing settlements, alongside any qualitative assessments of a settlement	November 2015
	Scoring based on Parish population removed	Whilst generally, the larger the size of the population the larger the likelihood the village will contain more services and facilities, responses to the Issues and Options consultation pointed out that some Parish populations included more than one parish in the population figure so could be misleading. It should also be noted that it would be reliant on the most recent census of 2011 which would not take account of any subsequent changes to a settlement. The score given for the population threshold was subjective with no definitive justification to determine the population points category on the basis of the population figure for a village.	July 2017
Settlement categories	Restraint Villages category replaced with Small Villages category	Reflecting the guidance in the then newly published PPG, the Restraint Villages category title was considered too restrictive. This was replaced with a 'Small Villages' settlement category although the	November 2015

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		description of the category remained the same.	
	New category of Accessible Villages included in hierarchy	The inclusion of this category acknowledged the relative sustainability of a settlement based on its access to services and facilities. It included villages, which may only have a limited range of facilities but where there was an opportunity to safely access services sustainably via walking and cycling due to their location.	November 2015
	Accessible Villages category removed	The description of the Accessible Villages with limited facilities category was the same as that for the Smaller Service Centre category. It was considered the accessible villages were better placed within the Smaller Service Centre category rather than having them as an additional tier in the Settlement Hierarchy.	July 2017
	Smaller Service Centres category and Small Villages category merged	To reflect that in practice there has been little difference in the way Smaller Service Centres and Small Villages have been treated	November 2019