

Chichester District Council

Local Plan Review

Background Paper

Settlement Hierarchy



1 Introduction

- 1.1 The purpose of this paper is to provide justification for the settlement hierarchy included in Policy S2 Settlement Hierarchy in the Chichester Local Plan Review Preferred Approach 2016-2035.
- 1.2 The Council has developed the settlement hierarchy to promote a sustainable development pattern in the Plan area by encouraging new development to take place in locations that have the best access to a wide range of services, facilities and employment opportunities.
- 1.3 This paper sets out the background information that supports the settlement hierarchy.

2 Policy Context

National Planning Policy Framework (NPPF)

- 2.1 There are a number of relevant paragraphs within the revised NPPF which set out how the Council should seek to guide development to the most sustainable locations.

| Paragraph | Extract |
|-----------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 9 | The social objective of sustainable development – 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 wellbeing. |
| 16 | Plans should be prepared with the objective of contribution to the achievement of sustainable development. |
| 80 | To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Plans 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. |
| 92c | Enable and support healthy lifestyles, especially where this would address identified local health and wellbeing needs – for example through provision of safe and accessible green infrastructure, sports facilities, local shops, access to healthier food, allotments and layouts that encourage cycling and walking. |
| 104 | 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. |

Planning Practice Guidance

- 2.2 Planning Practice Guidance¹ requires that local authorities recognise the need for housing in rural communities in order to support the broader sustainability of villages and settlements.

¹ Paragraph 001, Reference ID: 50-001-20160519 <https://www.gov.uk/guidance/rural-housing>

- 2.3 A thriving rural community in a living, working countryside depends, in part, on retaining local services and community facilities such as schools, local shops, cultural venues, public houses and places of worship.
- 2.4 Housing in rural settlements is essential to secure the viability of local facilities and services. Local authorities should avoid blanket policies restricting housing development in some settlements and preventing other settlements from expanding. It is not considered that the use of a settlement hierarchy will prevent development from occurring in rural villages; it is intended to set out the most sustainable locations for development.

3 Settlement Hierarchy Background

- 3.1 The settlement hierarchy forms the basis for the distribution of growth, and distinguishes between those settlements that are considered the most sustainable (they have the best range of facilities and accessibility), from the least sustainable settlements. The broad scale of development considered appropriate for each settlement will be guided by its position within the hierarchy. Actual levels of development will be guided by site availability in each settlement; therefore, not all settlements will be able to reasonably accommodate the same level of development as other settlements within each grouping, as opportunities for development will vary.
- 3.2 The settlement hierarchy will have the following four categories:

| Settlement Type | Description |
|----------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Sub-regional Centre | Sub-regional centre providing a wide range of higher order services and facilities – employment, shopping, education, health, entertainment, arts and culture – serving a wide catchment area extending outside the District |
| Settlement Hubs | Defined by the Sustainable Community Strategy , these are secondary service centres, providing a reasonable range of employment, retail, social and community facilities serving the settlement and local catchment areas |
| Service Villages | Villages that either provide a reasonable range of basic facilities (e.g. primary school, convenience store and post office) to meet the everyday needs of local residents, or villages that provide fewer of these facilities but still have access to them in nearby settlements |
| Rest of Plan Area | Includes the countryside and other small villages and hamlets which have poor access to facilities |

Criteria

- 3.3 Local facilities within settlements are important, particularly for those members of the population who do not have access to a car, or where public transport is limited.
- 3.4 As shopping habits continue to change, there has been a decline in the numbers of local shops in rural villages. Some larger settlements provide a wide range of facilities and services, for example Chichester city, whereas more rural settlements may have very few or none. In these settlements, residents will usually rely on either internet shopping, or will travel to nearby villages or bigger towns in the Plan area, for example Chichester, or beyond for example to Billingshurst, in the north east. It is

important that local shops and facilities are retained, and, where opportunities arise, that new services can be provided.

- 3.5 Settlements have been analysed according to which facilities they offer, and their accessibility by public transport. They have then been grouped into one of the four designations of the hierarchy. Their hierarchy designation is dependent on what facilities and services they offer, as well as their intended role through the Plan period.
- 3.6 Choosing criteria against which settlements should be judged is not an exact science, and there are no national guidelines which prescribe what facilities a settlement must have to be considered sustainable. The NPPF sets out that “local plans should promote the retention and development of local services and community facilities in villages, such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship” (para 28). This list of facilities will be included in the criteria against which settlements in the Plan area will be judged, in addition to other considerations including education and health facilities, and accessibility by public transport.
- 3.7 The following table sets out the criteria for assessment:

| Criteria | Description |
|-----------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Population size | Number of people living in the settlement |
| Primary education | Primary school within the settlement |
| Secondary education | Secondary school within the settlement |
| Health | GP surgery within the settlement |
| Local shop | Access to a local store (village shop, newsagent, supermarket) within the settlement which sell fresh food |
| Public house | A public house within the settlement |
| Community facility | Built leisure/community facilities (village/church halls and community centres) within the settlement |
| Outdoor community facility | Outdoor leisure facilities (playing fields, play areas and village greens, for example) within the settlement |
| Place of worship | Church or other place of worship in the settlement |
| Public transport | Rank scored according to public transport provision 3 – bus route operating hourly (Monday to Saturday) or more frequently 2 – bus route which operates 4 or more services per day 1 – bus journey only once per day (Monday – Friday) |
| Train station | Train station within the settlement |

- 3.8 The sum of all facilities, including transport provision, will indicate the position of that settlement in the hierarchy.
- 3.9 The table showing the extent to which each settlement meets the criteria is set out in Appendix 1.

4 Settlement Hierarchy

Sub-regional Centre

- 4.1 Chichester city is the most sustainable settlement, with a full range of services and facilities, and a good level of accessibility by public transport. The settlement scores the maximum 10 points for its access to facilities.
- 4.2 Chichester city has a significant population base, offers higher and further education and health facilities, and a broad range of employment, retail, entertainment and cultural opportunities, for a wide catchment area extending outside the District. There are no other settlements within the Plan area which offer such a complete variety of facilities and services, and access to public transport.

| Settlement | Population size | Population rank | Total facilities |
|------------|-----------------|-----------------|------------------|
| Chichester | 26,975 | 1 | 109 |

Settlement Hubs

- 4.3 Four settlements have been identified as Settlement Hubs: East Wittering/Bracklesham, Selsey, Southbourne and Tangmere. Each of these settlements has access to a range of services and facilities, and a reasonable size population base to support them.
- 4.4 Tangmere has a smaller population, good employment opportunities and is well-located in close proximity to Chichester and the A27. It has a high level of committed growth established in the adopted Chichester Local Plan: Key Policies 2014 – 2029, and has therefore been included as a Settlement Hub.

| Settlement | Population size | Population rank | Total facilities |
|----------------------------|-----------------|-----------------|------------------|
| East Wittering/Bracklesham | 4,658 | 4 | 21 |
| Selsey | 10,737 | 2 | 29 |
| Southbourne | 6,265 | 3 | 26 |
| Tangmere | 2,625 | 7 | 21 |

Service Villages

- 4.5 The following settlements have been identified as Service Villages: Birdham, Bosham & Broadbridge, Boxgrove, Camelsdale & Hammer, Fishbourne, Hambrook & Nutbourne, Hermitage², Hunston, Kirdford, Loxwood, North Mundham & Runcton, Plaistow & Ifold, Stockbridge, West Wittering, Westbourne, Westhampnett and Wisborough Green³.

² The Council do not monitor data specific to Hermitage as it forms part of Southbourne parish and lies adjacent to the village of Emsworth (Havant District). The Council considers that its proximity to the services in Emsworth and Southbourne is sufficient to designate Hermitage as a Service Village.

³ Bosham & Broadbridge, Camelsdale & Hammer, Hambrook & Nutbourne, North Mundham & Runcton, and Plaistow & Ifold are all considered to function together as single settlements. They are within close proximity, and residents of either settlement can easily travel to the other settlement for access to services and facilities.

4.6 These villages vary in terms of their access to facilities and services, however they generally offer a combination of facilities including a local shop, public house and built and outdoor community facilities, and are therefore considered sustainable. Although Westhampnett has fewer facilities, and a smaller population, it has had large scale development and is in close proximity to Chichester.

4.7 These settlements offer an opportunity to allow development to meet local needs and to help support existing services and facilities.

| Settlement | Population size | Population rank | Total facilities |
|-------------------------|-----------------|-----------------|------------------|
| Birdham | 1,483 | 13 | 10 |
| Bosham & Broadbridge | 2,900 | 5 | 21 |
| Boxgrove | 957 | 21 | 11 |
| Camelsdale & Hammer | 2,392 | 8 | 14 |
| Fishbourne | 2,325 | 9 | 10 |
| Hambrook & Nutbourne | 1,356 | 16 | 13 |
| Hunston | 1,257 | 17 | 9 |
| Kirdford | 1,063 | 20 | 10 |
| Loxwood | 1,480 | 14 | 12 |
| North Mundham & Runcton | 1,201 | 18 | 8 |
| Plaistow & Ifold | 1,898 | 12 | 9 |
| Stockbridge | 2,059 | 11 | 10 |
| West Wittering | 2,700 | 6 | 16 |
| Westbourne | 2,309 | 19 | 14 |
| Westhampnett | 709 | 22 | 7 |
| Wisborough Green | 1,414 | 15 | 9 |

Rest of the Plan Area

4.8 The settlements within the Rest of the Plan Area, such as West Itchenor, Apuldram and Sidlesham, do not contain the range of facilities and services to be classified as sustainable. These settlements do not have a defined settlement boundary. Proposals for development will need to satisfy Policies S2 Settlement Hierarchy, S24 Countryside and DM22 Development in the Countryside.

4.9 The full settlement hierarchy, with the associated scale of development for each hierarchy designation, is set out in Appendix 2.

5 Settlement Boundaries

5.1 All settlements classified in the settlement hierarchy as Service Villages or above are defined by settlement boundaries⁴. A settlement boundary indicates the areas where new development will, in principle, be accepted, subject to compliance with other policies in the Local Plan.

⁴ A settlement boundary is not identified at Plaistow.

- 5.2 The settlement boundaries have been carried forward from the Chichester Local Plan: Key Policies 2014 – 2029, Site Allocations Development Plan Document and made Neighbourhood Plans. The Council has reviewed and is proposing to amend a number of boundaries for settlements within the Plan area; the justification and methodology for which is set out in a separate Settlement Boundary Review Background Paper.

Appendix 1: Table setting out the extent to which each settlement in the District meets the criteria

| Settlement | Population 2011 | Total ⁵ | Place of Worship | Built Community | GP Surgery | Primary School | Public House | Local shop | Outdoor community | Secondary School | Bus Transport | Railway Station |
|------------------------------|-----------------|--------------------|------------------|-----------------|------------|----------------|--------------|------------|-------------------|------------------|---------------|-----------------|
| Chichester City | 26,795.00 | 109 | 15 | 11 | 5 | 11 | 24 | 17 | 18 | 4 | 3 | 1 |
| Selsey | 10,737.00 | 29 | 4 | 4 | 1 | 2 | 5 | 3 | 6 | 1 | 3 | 0 |
| Tangmere | 2,625.00 | 26 | 1 | 1 | 1 | 1 | | 2 | 17 | 0 | 3 | 0 |
| East Wittering & Bracklesham | 4,658.00 | 21 | 2 | 3 | 1 | 1 | 4 | 3 | 4 | 0 | 3 | 0 |
| Southbourne | 6,265.00 | 21 | 3 | 4 | 1 | 2 | 2 | 2 | 2 | 1 | 3 | 1 |
| Bosham & Broadbridge | 2,900.00 | 21 | 2 | 3 | 1 | 1 | 4 | 2 | 4 | 0 | 3 | 1 |
| West Wittering | 2,700.00 | 16 | 2 | 2 | 0 | 1 | 3 | 2 | 4 | 0 | 2 | 0 |
| Westbourne | 2,309.00 | 14 | 1 | 2 | 1 | 1 | 3 | 2 | 3 | 0 | 1 | 0 |
| Camelsdale & Hammer | 2,392.00 | 14 | 3 | 3 | 0 | 1 | 1 | 1 | 2 | 0 | 3 | 0 |
| Hambrook & Nutbourne | 1,356.00 | 13 | 1 | 2 | 0 | 1 | 2 | 1 | 2 | 0 | 3 | 1 |
| Loxwood | 1,480.00 | 12 | 1 | 2 | 1 | 1 | 2 | 1 | 3 | 0 | 1 | 0 |
| Boxgrove | 957.00 | 11 | 2 | 2 | 0 | 1 | 1 | 1 | 1 | 0 | 3 | 0 |
| Kirdford | 1,063.00 | 10 | 0 | 1 | 0 | 0 | 2 | 1 | 5 | 0 | 1 | 0 |
| Stockbridge | 2,059.00 | 10 | 2 | 1 | 0 | 0 | 1 | 2 | 2 | 0 | 2 | 0 |
| Birdham | 1,483.00 | 10 | 1 | 1 | 0 | 1 | 0 | 1 | 3 | 0 | 3 | 0 |
| Fishbourne | 2,325.00 | 10 | 1 | 1 | 0 | 1 | 2 | 0 | 1 | 0 | 3 | 1 |
| Plaistow & Ifold | 1,898.00 | 9 | 0 | 2 | 0 | 1 | 1 | 2 | 2 | 0 | 1 | 0 |
| Wisborough Green | 1,414.00 | 9 | 1 | 1 | 0 | 1 | 3 | 1 | 1 | 0 | 1 | 0 |
| Hunston | 1,257.00 | 9 | 0 | 1 | 0 | 1 | 1 | 1 | 1 | 1 | 3 | 0 |
| North Mundham & Runcton | 1,201.00 | 8 | 1 | 1 | 0 | 1 | 1 | 0 | 1 | 0 | 3 | 0 |
| Westhampnett | 709.00 | 7 | 1 | 0 | 0 | 1 | 0 | 0 | 2 | 0 | 3 | 0 |

⁵ Sum of all facilities (not including population)

Appendix 2: Settlement Hierarchy

| Settlement Type | Associated scale of development | Communities |
|-----------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Sub-regional Centre | <ul style="list-style-type: none"> - Strategic allocations - Higher and further education and health facilities - Employment - Retail - Entertainment - Leisure | Chichester city |
| Settlement Hubs (main centre for services providing for surrounding communities) | <ul style="list-style-type: none"> - Strategic allocations - Employment - Leisure - Retail - Community facilities | East Wittering/Bracklesham, Selsey, Southbourne, Tangmere |
| Service Villages (local centre for services providing for villages and parishes) | <ul style="list-style-type: none"> - Small-scale strategic and non-strategic allocations - Community facilities - Small-scale employment, tourism or leisure proposals | Birdham, Bosham/Broadbridge, Boxgrove, Camelsdale/Hammer, Fishbourne, Hambrook/Nutbourne, Hermitage, Hunston, Kirdford, Loxwood, North Mundham/Runcton, Plaistow/Ifold, Stockbridge, West Wittering, Westbourne, Westhampnett, Wisborough Green |
| Rest of the Plan area (generally poor access to facilities) | Development is restricted to that which requires a countryside location, or meets an essential local rural need, or supports rural diversification | Small villages, hamlets, scattered development and countryside |

Appendix 3: Sources of information

| Criteria | Source of information |
|----------------------------|--------------------------|
| Population size | Census 2011 |
| Primary education | Community Facility Audit |
| Secondary education | Community Facility Audit |
| Health | Community Facility Audit |
| Local shop | Community Facility Audit |
| Public house | Community Facility Audit |
| Built community facility | Community Facility Audit |
| Outdoor community facility | Community Facility Audit |
| Place of worship | Community Facility Audit |
| Public transport (bus) | Community Facility Audit |
| Train station | Community Facility Audit |