
Core Strategy Background Paper

No. 5

Assessing the Relative Sustainability of Smaller Rural Settlements in Selby District

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Context

- 1.1 This issue forms part of the discussion on the distribution of future housing development within Selby District. The broad context is currently being set in the emerging Regional Spatial Strategy (RSS). The Draft RSS places considerable emphasis on concentrating new development in the larger settlements which are considered to be the most sustainable locations for new development. Within Selby District the RSS, therefore, promotes Selby as the principal focus for new development within the District, with development serving local needs only in the Local Service Centres of Sherburn and Tadcaster. The RSS is not specifically supportive of development in smaller settlements.
- 1.2 Nevertheless consultation on the Issues and Options for the District's Core Strategy has indicated a degree of support for strategy options which allows some development in the smaller settlements outside Selby. This paper examines the relative sustainability of the smaller settlements within the District as part of the evidence base for the Core Strategy.

East Riding Study

- 2.1 One the most recent and comprehensive studies of the sustainability issues of smaller settlements was undertaken in 2004 by consultants on behalf of the former Countryside Agency within the East Riding of Yorkshire District¹.
- 2.2 The study explored the functional relationships between settlements which it was considered would reveal the underlying reasons why settlements had particular socio-economic characteristics; and therefore, better inform rural planning decisions. The study found that non of the smaller settlements in East Riding fitted the 'local service centre' model in terms of self sufficiency and that the main determinant of how settlements functioned was their relationship with surrounding larger settlements. The study did find, however, that it is possible to differentiate between the suitability of rural settlements as locations for modest amounts of new development, despite them not performing as a local service centre. It therefore suggests that planning should use its limited influence on housing development to:

¹ *Identification of Local Service Centres in the East Riding of Yorkshire - Final Report Prepared for the Countryside Agency by Land Use Consultants (2005)*

- Build on existing functional strengths which make positive contributions to local sustainability through limited new development of the right sort (which will vary from place to place); and
- Secure more affordable housing in rural settlements where a more balanced housing stock would also make a contribution to local sustainability

2.3 The study does, however, recognise that the methodology for exploring the functionality of settlements, rather than their basic socio-economic characteristics, is more complex and the data harder to collect. They recommend a very detailed study of journey to work patterns from individual settlements and complemented by household surveys exploring patterns for other types of activities. Resources are not available to duplicate a study of this type immediately and, indeed, the study itself recognises that smaller authorities may need to build up their capacity and evidence base over time rather than expect to collect everything at the first round of plan making. Nevertheless the general tenor of the study's conclusions and the pointers it provides in relation to considering functionality and relationships with larger settlements may still be utilised in a slightly more subjective manner when drawing conclusions on the relative sustainability of settlements in Selby District.

Approach to current study

2.4 It is a moot point as to when a settlement may be considered as truly sustainable. This study aims only to consider **relative** sustainability between settlements. The first part of the study is on a Districtwide basis although, as in the East Riding Study, in the final analysis a more localised approach to sustainability has been taken to identify a number of Service Villages.

2.5 As an initial basis, settlements are ranked in terms of four characteristics. Non of these individually provide a definitive guide to relative sustainability but all in some way contribute to or provide an indication of, it.

2.6 The characteristics are:

- Size - broad indicator of local market available, and need, for services, together with potential for developing local community groups etc.
- Basic Local Services – a guide to the strength of the existing service base
- Accessibility particularly by public transport to RSS Principal Service Centre (or equivalent) and to the Local Service Centres of Sherburn and Tadcaster.

- Local Employment - a guide to availability of local employment.
- 2.7 A complementary study of journey to work characteristics of different parts of the District has also been undertaken². That study is not settlement specific but will nevertheless significantly contribute to the debate, regarding sustainability. A further aspect of sustainability to be considered is flood risk.
- 2.8 The distinctive roles played by Selby, as a Principal Town, and the two smaller Local Service Centres of Tadcaster and Sherburn-in-Elmet are already relatively clearly defined as the two highest level categories in terms of relative sustainability³. The purpose of this study is to try and identify the most suitable smaller settlement locations to accept new development, should the Core Strategy identify a sufficient need to distribute a degree of development more widely.
- 2.9 Bearing in mind the RSS strategy of urban concentration scope for such a distribution will be limited. The study therefore has been kept at relatively high levels in each category and does not attempt to classify the many smallest settlements of less than 1100 population.
- 2.10 For each indicator a grouping system, of up to four groups, has been employed to illustrate the relative ranking of each settlement

Classification

1. Size

- 3.1 Distribution diagrams of the 2001 population of existing villages indicate the following:
- There is a significant population difference between Selby town and the 2 local service centres of Sherburn-in-Elmet and Tadcaster (all with populations in excess of 6000) and the next group of settlements in the settlement hierarchy - Brayton, Barlby, Riccall and Thorpe Willoughby. (Riccall and Thorpe Willoughby have populations in the 2,000 – 3,000 range. While Brayton and Barlby Parishes have populations of about 5,000 the village populations in each case are less than this owing to the fact that some housing is located immediately adjacent to Selby).
 - Below 2000 population, it is possible to identify a cluster of settlements between 1700 –1900 population, 1400 – 1600 and 1100 – 1300 population (See Fig.1)
 - Below 1100 there is a small gap to Stutton (1001) and a large group of smaller settlements below 1000 in population at 2001.

² Core Strategy Background Paper No. 1 – Analysis of Journey to Work Patterns
³ Regional Settlement Study – Regional Assembly (2004)

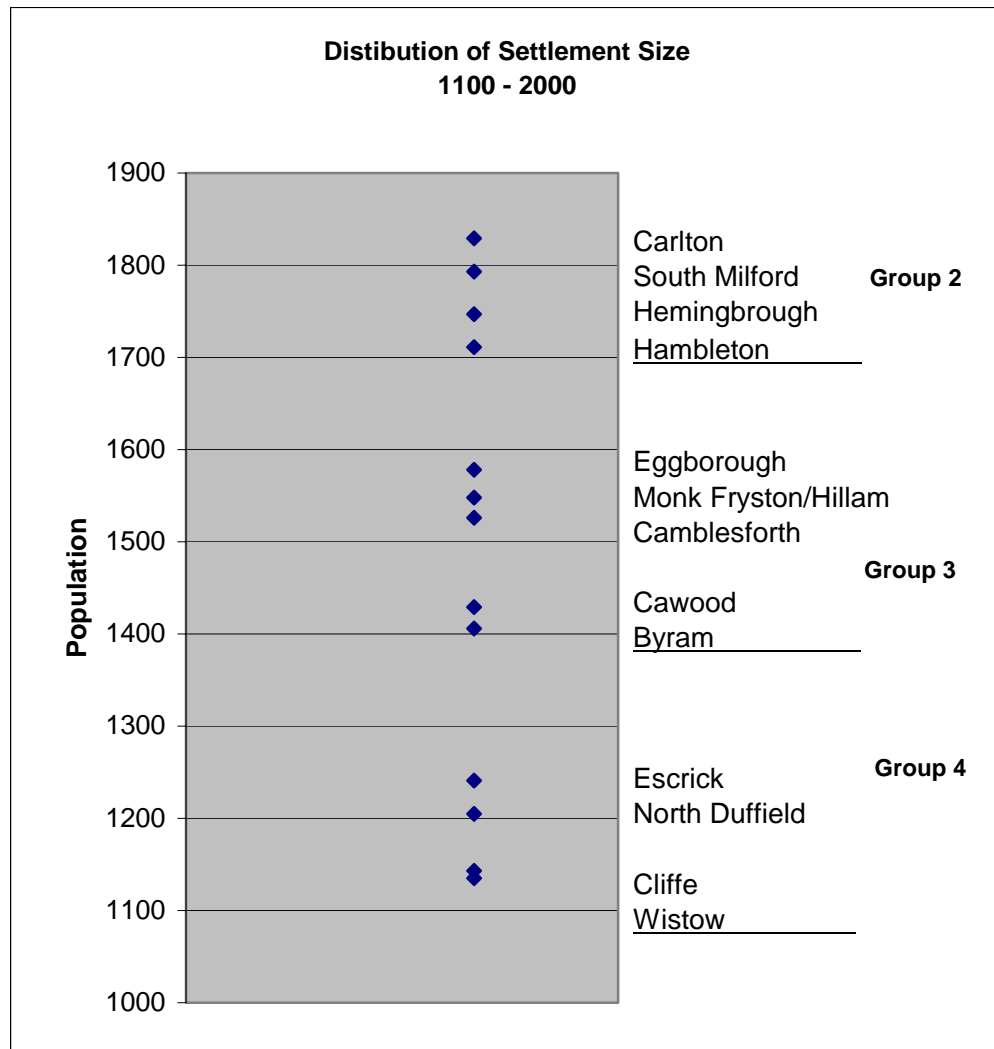
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3.2 The classification of smaller settlements based on size is as follows:

Settlement Classification By Size **Table 1**

Size Group (pop)	Settlements
1. 2000 - 5000	Brayton, Barlby, Riccall, Thorpe Willoughby
2. 1700 – 1900	Carlton, Hambleton, Hemingbrough, South Milford
3. 1400 - 1600	Byram, Cawood, Camblesforth, Eggborough, Monk Fryston/Hillam*
4. 1100 - 1300	Cliffe, Escrick, North Duffield, Wistow

**Monk Fryston/Hillam are sufficiently close together to allow some sharing of facilities. Considering them as one settlement brings raises them above the 1100 population threshold*



settlements did not have primary schools within their boundaries, but in each case had schools immediately adjacent to their boundaries. The new school serving Brotherton and Byram was considered sufficiently accessible from Byram to justify it counting as within the village, but Whitley school is considered to be not as conveniently located in relation to the larger and more dispersed village of Eggborough, being at the extreme southern extremity of the village to the south of the M62. Eggborough is therefore included in the lower category with regard to services.

3. Accessibility to Service Centres by Bus

- 3.5 The analysis of accessibility to service centres by public transport has been confined to bus transport. Although South Milford and Eggborough of the settlements under consideration in this study have stations which give access to Sellby / Leeds and Goole/Knottingley/Castleford respectively, given factors such as the frequency of service and the relatively poor location of stations relative to the villages, it is not considered they represent an adequate linkage with local service centres for everyday activities in the way local bus services do.
- 3.6 Accessibility by bus has been assessed from individual villages to the Sub Regional Centre, York, and the Principal Towns of Selby, Goole and Pontefract on the basis of 20, 30 and 40 minute isochrones and on the basis of 2 service frequencies of 1/2hr or greater, and ½ to 1 hourly. (Castleford does not have any services to the District). Services of one an hour or more were considered too infrequent to be included, although this excludes settlements such as Cawood and Wistow from the analysis.
- 3.7 Services to the local centres of Sherburn-in-Elmet, Tadcaster, and Knottingley were classified on the basis of 10 and 20 minute isochrones and frequency as above. The size cut-off of 1100 population was also used.
- 3.8 Initially an analysis was undertaken by North Yorkshire County Council, using 'Accession' software to produce isochrones. However, the software is based on the timing of the journey and does not take account of on frequency, and therefore some settlements were eliminated on the basis of limited frequency (see Paragraph 3.6). The journey times from each geographical point assessed by the software included an allowance for walking times to nearest bus stop and waiting time.
- 3.9 The accessibility categories are defined as follows based on a combination of the level of services available at the centre and the journey time involved:

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Accessibility to Principal Town Centres Table 3

	Accessibility Group 1	Accessibility Group 2	Accessibility Group 3
Settlements with frequencies of ½ hr or greater	Within 20 minute isochrone	Within 20 – 30 minute isochrones	Within 30 – 40 minute isochrones
Settlements with frequencies of between ½ and 1 hr.	-----	Within 20 minute isochrone	Within 20 – 30 minute isochrones
Accessibility to Local Service Centres			
Settlements with frequencies of ½ hr or greater	-----	Within 20 minute isochrone	Within 20 – 30 minute isochrones
Settlements with frequencies of between ½ and 1 hr.	-----	-----	Within 30 minute isochrone

3.10 The results of the analysis were as follows:

Table 4

Classification of Settlements by Accessibility by Bus to Principal Town Centres

Accessibility Group 1 High	Barlby, Brayton, Thorpe Willoughby
Accessibility Group 2 Medium	Hambleton, Riccall, Monk Fryston/Hillam
Accessibility Group 3 Low	Byram, Camblesforth, Carlton, Eggborough, Escrick
Below Acceptable Threshold Group 4	Hemingbrough, South Milford, Cawood, Cliffe, North Duffield, Wistow

3.11 Conclusion – Public Transport Accessibility

The conclusion to be drawn is that there are only a limited number of smaller settlements within the District with an adequately regular level of public transport accessibility to a high or reasonably good, range of services.

4. Access to Employment

3.12 Relative access to employment opportunities is a difficult indicator to measure. Local employment opportunities vary greatly in terms of the variety of jobs offered, which is difficult to take into account. Some large local employers tend to be very specialised e.g power

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generation whilst others, such as agriculture and horticulture offer a higher proportion of part time jobs.

- 3.13 Within the District, Selby town offers by far the greatest quantity and range of employment opportunities, matched only by larger centres adjacent to the District such as Pontefract Castleford and York.
- 3.14 Access to employment opportunities, in this case, is measured by distance and has not been constrained by public transport services. To have done so would have made the indicator too similar to the 'Access to Service Centre' indicator above, as it is in the service centres where the dominant employment opportunities are located.
- 3.15 As in the case of Access to Service Centres above, rail services have been discounted. Whilst commuting to Leeds is currently one of the main uses of rail services from Eggborough and South Milford and is preferable to private car usage – encouragement of long distance commuting is not considered to be an appropriate indicator of future sustainability. This indicator is intended to emphasise proximity of homes and jobs.
- 3.16 Employment data has been taken from the Department of Employment,s Business Employment Inquiry 2005. It is based on the total number of jobs recorded – both full and part-time.
- 3.17 The relevant employment opportunity areas have been classified as below.

Employment Locations

Table 5

Major Employment Locations (8000+) jobs	Selby, York, Castleford, Pontefract, Goole
Intermediate Employment Locations	Tadcaster, Sherburn, Kellingley/Eggborough/Hensall/Heck Knottingley, Thorpe Arch
Smaller Employment Locations (800 – 1000 jobs)	Escrick, South Milford, Drax, Burn/Gateforth

- 3.18 Settlements have been classified on the following basis:
 - Group 1 Within 2 miles of Major Employment Location
 - Group 2 Within 5 miles of Major Employment Location
 - Group 3 Within 5 miles of Intermediate Employment Location*
 - Group 4 Within 5 miles of Smaller Employment Location**

**Given the considerably reduced range of opportunities at Intermediate Employment Locations compared with Major Locations, the difference between access distances of within 2 or 5 miles was not considered to be significant. Extending the within 2 mile category to 5, in practice only included one additional settlement.*

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***In practice, the smaller Employment Locations category was redundant as non of the larger settlements (over 1100 population) fell only within Group 4 – all were also within a higher category.*

3.19 The classification of settlements is given in Table 6 below:

Table 6

Classification of Settlements by Access to Employment Opportunities

Settlement	Group 1	Settlement	Group3
Brayton	1	Camblesforth	2
Barlby	1	Escrick	2
Thorpe Willoughby	2	Cliffe	2
Riccall	2	North Duffield	2
Carlton	2	Wistow	2
Hambleton	2	South Milford	3
Hemingbrough	2	Eggborough	3
Byram	2	Monk Fryston/ Hillam	3
Cawood	2		

Conclusion on Access to Employment

3.20 The inclusion of South Milford and Eggborough in the lowest category may seem, at first sight surprising given an ‘Intermediate’ level of employment available locally. However, it is a consequence of the longer distance needed to travel (by whatever mode) to a Major Employment Centre where the greatest number and range of opportunities are available.

Overall Conclusions

4.1 Table 7, below, summarises the resultant groupings under the four separate indicators, by providing the number of indicators which fall within each category.

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Table 7 Summary of Sustainability Indicator Groupings by Settlement

N.B Figures show number of times settlement is classified in each group (not all indicators had four groups)

Settlement	Group 1	Group 2	Group 3	Group 4	Overall Classification
Brayton	4	0	0	0	1
Barlby	3	1	0	0	1
Thorpe Willoughby	3	1	0	0	1
Riccall	2	2	0	0	1
Hambleton	0	4	0	0	1
Carlton	1	2	1	0	2
Hemingbrough	1	2	0	1	2
Byram	1	1	2	0	3
South Milford	1	1	1	1	3
Cawood	1	1	1	1	3
Escrick	1	1	1	1	3
Monk Fryston/ Hillam	1	1	1	1	3
North Duffield	1	1	0	2	3
Camblesforth	0	2	2	0	3
Cliffe	0	2	0	2	3
Eggborough	0	1	3	0	4
Wistow	0	1	0	3	4

4.2 The overall classification is based on the following:

- Group 1 Most sustainable - All four indicators in highest two categories.
- Group 2 - Three indicators in highest two categories
- Group 3 - Two indicators in highest two categories
- Group 4 Least sustainable - One indicator in highest two categories

Interpretation

- 4.3 It is acknowledged that the above analysis is only a guide to the **relative** sustainability of smaller settlements. As indicated in the East Riding study, these settlements are not as sustainable as larger settlements with easier access to a greater range of employment and services; and when deciding on their suitability for further development, emphasis needs to be placed on their functionality – the main determinant of which is their relationship with surrounding larger settlements. The Regional Spatial Strategy proposals which limit new development outside the Selby area to local needs has also to be borne in mind. The amount of development permitted in these smaller settlements is likely to be strictly limited. However, this analysis may assist in providing a structure to policies relating to smaller settlements.
- 4.4 Most of the settlements in the most sustainable category (1) identified above are clustered around Selby itself. This category emphasises the relative sustainability of the Selby Area as a whole compared with most of the remaining parts of the District, other than the Local Service Centres of Tadcaster and Sherburn-in-Elmet. The need for new development within these villages needs to be assessed in relation to the adequacy or otherwise of development locations within the Selby urban area to cater for the requirements placed on the area in the Regional Spatial Strategy – a matter which will be addressed in the Selby Area Action Plan. Because of their relationship with Selby there is no great need to bolster their individual service role.
- 4.5 Riccall and Hambleton are further away from Selby than other settlements in this category. Although they are still strongly related to Selby, there is little justification for new development other than for strictly local needs.
- 4.6 The second group of settlements, Carlton and Hemingbrough may be considered to be the most sustainable of a large group of settlements with 2 or 3 indicators in the highest two categories. Although less sustainable in general terms, Groups 2 and 3, tend to be in more isolated locations and some may have the potential to be regarded as local focuses for services to:
- Build on existing functional strengths which make positive contributions to local sustainability through limited new development of the right sort (which will vary from place to place); and
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- 4.7 Two settlement are located on the periphery of the District and tend to relate more closely to larger adjacent towns/city. Escrick in the north and Byram in the south-west, particularly look to York and Castleford/Pontefract/Leeds respectively. The need for housing development in these villages, over and above strictly local needs, should only arise in the context of the needs of the larger, external settlements and the lack of availability of locations in more sustainable locations outside the District. Similarly, within the District, development proposals in South Milford, other than those for strictly local needs, will need to have regard to the potentially more sustainable, alternative sites in neighbouring Sherburn.
- 4.8 Eggborough and Wistow form the least sustainable category. The outcome for Eggborough is perhaps surprising but is attributable to its relatively limited population size and poor rating in terms of distance to service centres (Indicator 3) and employment (Indicator 4). Whilst the M62 does provide fast and easy access to Leeds, Hull and Wakefield and beyond, accessibility by road transport does not score highly in sustainability terms if distances involved are longer than is the case with other settlements. Nevertheless, because Eggborough is the main settlement in that part of the District and it does perform a limited service centre function it may benefit from supporting development.

Identification of Service Villages

- 4.9 Bearing in mind that development in villages should be strongly focussed on local needs, it is considered, that, when deciding how to meet housing needs locally, it is more appropriate to consider village sustainability in a narrower local context rather than on a relative District or sub-regional scale. The following methodology is suggested as means of considering future development in villages.
- 4.10 Firstly, in principle, development should be focussed on those villages with the best range of services – at least 3 of the four services discussed above. These villages are, in general the largest ones and the most sustainable in a local context, capable of acting as service villages. This does not prevent limited local need being met in smaller settlements e.g small 100% affordable housing schemes, but where additional market housing is being expected to provide affordable housing, developments should be focussed on the more sustainable settlements.
- 4.11 Secondly in distributing any further new housing amongst these villages the main criteria should be the relative affordable housing need in their local area.
- 4.12 Finally the physical opportunities for new development which does not significantly harm the form and character of individual villages, of course, will be a further factor in determining the distribution of new development between the villages.

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4.13 The above analysis demonstrates that the largest villages in terms of population size are generally the most sustainable. There is a very close correlation between settlements with 3 out of the 4 basic service outlined in section 3 above and the list of settlements identified in Table 7, which has therefore been used as the basis for designating service villages within the settlement hierarchy. It should be noted that Kellington has been promoted into the designated service village category instead of Wistow owing to its better range of basic services (3 out of the 4 present compared with 2 out of 4 in the case of Wistow).

4.14 The proposed list of Service Villages is therefore as follows:

Barlby	Cliffe	Monk Fryston
Brayton	Eggborough	North Duffield
Byram	Escrick	Riccall
Camblesforth	Hambleton	South Milford
Carlton	Hemingbrough	Thorpe Willoughby
Cawood	Kellington	
