

Bassetlaw Rural Settlement Study (2016)

**UNDERSTANDING & INTERPRETING
SUSTAINABILITY IN RURAL BASSETLAW**



Bassetlaw
DISTRICT COUNCIL
— North Nottinghamshire —

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1 Introduction

- 1.1** This document forms a part of the evidence underpinning the emerging Bassetlaw Plan. It draws on a range of work carried out by the Bassetlaw District Council (BDC) Planning Policy Team with the aim of better understanding the social, economic and environmental context of the District's rural settlements.
- 1.2** The study will create a framework for interpreting sustainability in rural Bassetlaw with an emphasis on the functional relationships between settlements. As such this will inform the pattern of future rural development by directing growth towards those settlements that are most sustainable, or could be made more sustainable through appropriate growth.
- 1.3** The need to look more closely at the interpretation of rural sustainability is prompted by the unique physical characteristics of rural areas themselves. For example, the dispersed pattern of rural settlement makes accessibility to community services difficult by more sustainable travel options such as walking, cycling or public transport. This is to acknowledge that rural communities are very unlikely to have the ease of sustainable access to the range of services enjoyed in urban areas.
- 1.4** The document will analyse a range of rural focused data, national planning policy and guidance and present the methodology behind a series of rural settlement 'functional clusters'. These clusters represent localised rural networks of mutually supportive settlements in Bassetlaw that share services and a strong functional geography. As such functional clusters represent more sustainable locations for future growth.
- 1.5** The document maintains a 'policy off' approach and does not consider the relative distribution or proportion of development growth across rural Bassetlaw. Neither does the document identify specific sites for allocation in the emerging Bassetlaw Plan.

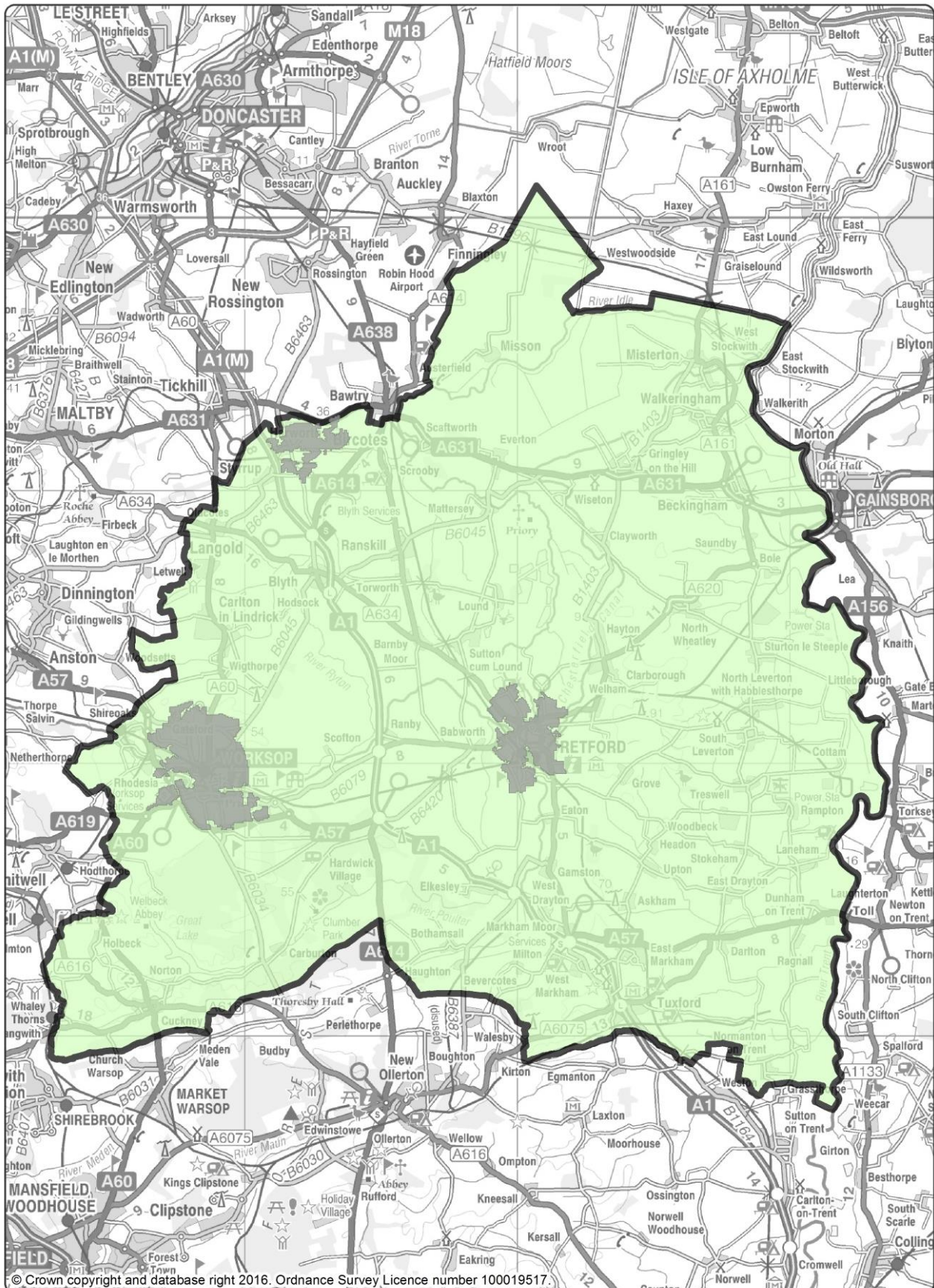
2 Rural Bassetlaw

- 2.1** Bassetlaw's rural areas are the focus of this study. However, for clarity, the term 'rural' requires a working definition.
- 2.2** The Office for National Statistics (ONS) classifies Bassetlaw as a 'largely rural' area, meaning the District is considered to be predominantly rural with between 50% and 79% of population living in a rural settlement type or rural context¹. This includes the population of Retford as a 'rural hub town' in recognition of the town's urban character but wider rural setting, and the population of Harworth & Bircotes as a smaller town in a largely rural context.
- 2.3** Outside of the centres of Worksop, Retford and Harworth & Bircotes the District's settlement pattern and landscapes are distinctly rural in character. Bassetlaw's northern and western settlement pattern is more clustered being typified by a rural town and fringe character with a stronger relationship to Worksop and Harworth & Bircotes. The central, eastern and southern areas of the District are characterised by a more dispersed pattern of villages and hamlets with Retford acting as a hub town alongside larger settlements such as Misterton and Tuxford.
- 2.4** Adopting the principle behind the ONS rural-urban classification, but not the precise definition itself, the term 'rural' in relation to Bassetlaw will be defined as all settlement and land outside of the District's larger built-up centres, namely Worksop, Retford and Harworth & Bircotes. Given their built extent, range of services and higher population densities these three settlements clearly represent identifiable urban settlement types. Therefore any settlement or land outside of these three settlements fall into the 'rural' definition of Bassetlaw.
- 2.5** In order to provide a distinction between Bassetlaw's urban and rural areas the District's urban areas are defined through the use of the ONS 'Built-up-Area' (BUA) boundaries. These are boundaries that mark the built extent of larger settlements and allow them to be used as 'units' for spatial and statistical analysis². These are mapped in Figure One below. This map therefore represents the urban-rural definition for Bassetlaw. Rural Bassetlaw accounts for around 96.4% of the land area of the District.
- 2.6** Practically and administratively speaking rural Bassetlaw encompasses all parished areas in the District outside of Worksop, Retford and Harworth & Bircotes BUAs.

¹<https://www.gov.uk/government/statistics/2011-rural-urban-classification-of-local-authority-and-other-higher-level-geographies-for-statistical-purposes>

²<https://www.nomisweb.co.uk/articles/747.aspx>

Figure 1: Map displaying Bassetlaw's urban BUAs of Worksop, Retford and Harworth & Bircotes in grey and rural areas in green (2011, ONS Census)



- 2.7** A population breakdown between urban and rural Bassetlaw is presented in Table One below to help understand the relative population distribution between urban and rural areas.

Table 1: Population breakdown of Bassetlaw's urban BUAs and rural areas (2011, ONS Census)

Area	Population	%
Worksop BUA	41,820	37
Retford BUA	22,023	20
Harworth & Bircotes BUA	7,948	7
Rural Bassetlaw	41,072	36
Bassetlaw District	112,863	100

- 2.8** As the table underlines the population of rural Bassetlaw makes up 36% of the District's population which is distributed across an extensive area of settlements and land with 64% of the population being concentrated within the three urban BUAs. The population of rural Bassetlaw therefore forms a significant proportion of the District's population, comparable to that of Worksop, which is dispersed over the majority (around 96.4%) of the District's land area.

- 2.9** A range of key findings (based on work summarised in Appendix A) about the population of rural Bassetlaw are outlined below:

- **The age profile of rural Bassetlaw is broadly comparable, albeit slightly older, to that of the District's urban areas.** As of 2011 20.3% of the rural population were aged 65 years or older whereas in the three urban BUAs the proportion of the population aged 65 years or older varied between 16.2% and 20.0%.
- **There is a proportionately higher, although only moderate, representation of retired people in rural Bassetlaw.** In 2011, of the rural population over 16 years old, 18.9% were retired. In Worksop 15.1% of the same population were retired and in Retford 17.3% were retired.
- **There are an equivalent proportion of people engaged in the labour market in both urban and rural Bassetlaw** with 60.4% of the economically active rural population engaged in employment or self-employment as of 2011. In rural Bassetlaw there is a proportionally higher representation of self-employed and home workers at 11.4% and 15.4% of the economically active population respectively.
- **Proportionally fewer people work locally in rural Bassetlaw.** In 2011 7.6% of the economically active rural population commuted less than 2km to work whereas between 17.3% and 27.5% of the same population commuted less than 2km in Worksop, Retford and Harworth & Bircotes. In rural Bassetlaw 19.2% of the economically active population commuted between 10km and 20km to work, which represents the highest proportion of journeys.

- **There is high dependency on car use for travel to work in rural Bassetlaw** with 73.2% of all commuting journeys made in a car or van. The use of more sustainable modes of transport makes a very small proportion of commuting journeys, for example only 2.4% of commutes were made using a bus.

2.10 From a sustainability perspective these findings suggest that the social character of rural Bassetlaw is more connected and potentially dynamic than common perceptions of rural England may suggest. There is a healthy representation of Bassetlaw's rural population in the wider labour market, and the number of older or retired residents is not disproportionately high when compared to the District's urban areas. Those residents commuting to work from rural areas tend to travel longer distances as a response to the dispersed nature of rural settlements but there is also a very strong representation of home workers and the self-employed in rural Bassetlaw, suggestive of professional and enterprising industries.

2.11 Car use is high in rural Bassetlaw. However this is arguably a necessary feature of living in a rural settlement due to the need to access services and jobs across a wider geographic area. Combined with very low bus use the reliance on car travel could be deemed less sustainable but to structure planned growth in rural areas around access to public transport, which itself suffers from viability issues, is to ignore the realities of living in rural Bassetlaw's more geographically dispersed settlements.

2.12 These findings do not mean that the longer term trend for an ageing rural population or the greater risk of social and service isolation in rural areas can be ignored. Indeed these will need to be recognised in the context of sustainable rural development. However it is important to recognise that the socio-economic characteristics of rural Bassetlaw do not suggest that rural settlements are significantly remote or detached. As such sustainable rural development should look to recognise and enhance connectivity.

3 National Planning Policy & Guidance

3.1 The 2012 National Planning Policy Framework (NPPF)³ and Planning Practice Guidance ('guidance')⁴ establish the overarching principles of the planning system on a national basis. Rural areas are discussed specifically in both policy and guidance, and this will shape local planning approaches to rural Bassetlaw.

3.2 The underpinning thread of the NPPF is the 'presumption in favour of sustainable development'. This positively focuses the planning system around sustainability from social, economic and environmental perspectives. For the purposes of this study the most important question to ask is, how does national planning policy and guidance frame sustainability in rural areas?

3.3 The NPPF discusses rural areas in one of the document's core planning principles, namely to:

'Take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it' (para.17, p.5).

This importantly recognises the inherent positive qualities of rural areas and the communities within them. Therefore the planning system should look to conserve and enhance these qualities within any framework of sustainable development in rural areas.

3.4 In relation to rural housing and sustainability the NPPF stresses the potential role of smaller rural settlements to support each other through mutually beneficial development:

'To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby' (para.55, p.14).

3.5 This paragraph reflects a subtle shift in policy approach away from the assumption that smaller rural settlements are unsustainable by default. It also implies that development decisions in rural areas should be considered in relation, to not only the site and immediate settlement, but also surrounding settlements. This is to recognise that villages and hamlets share functional connections in rural areas, for example through access to primary schools or GP surgeries, and that smaller rural settlements are unlikely to be self-sustaining. This also reflects the reality that services in rural areas are not evenly distributed and that a degree of travel between settlements in order to access services is essential.

³ <http://planningguidance.communities.gov.uk/blog/policy/>

⁴ <http://planningguidance.communities.gov.uk/blog/guidance/>

- 3.6** Importantly paragraph 55 of the NPPF establishes a link between the viability of rural services with development, recognising that, without appropriate growth and adaptation rural settlements are more likely to lose services in the future. Although there is not a guaranteed or indeed simple correlation between growth and viability it is reasonable to assume that rural services rely on a buoyant local population to maintain their viability. This viability is facilitated through appropriate rural growth opportunities.
- 3.7** Paragraph 54 of the NPPF stresses that rural areas should be responsive to local housing need and in particular the need for affordable housing. This recognises the importance of affordable housing in the context of generally higher rural house prices and also that the planning system should take into account rural settlements when considering market housing need. This market need should be addressed as a whole initially (i.e. at the District level in relation to Bassetlaw) and then considered in relation to rural settlements and their relative suitability for growth.
- 3.8** Generally the NPPF looks to minimise the need to travel through new development and encourage more sustainable travel options such as public transport, walking and cycling options. However, in relation to applying these principles, paragraphs 29 and 34 of the NPPF stress that account needs to be given to wider policies in the document and in particular consideration given to the nature of rural areas. This is to recognise that the physically dispersed character of rural settlement is less conducive to the minimisation of the need to travel or the use of more sustainable transport options. It is unreasonable to frame sustainable travel in rural areas within the context of more widely applied principles. This is simply due to the physical and practical barriers associated with travel to and between rural settlements and their services.
- 3.9** Economic development in rural areas is discussed in paragraph 28 of the NPPF from a positive perspective:
- ‘Planning policies should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development’
(para.28, p.9).*
- 3.10** The NPPF looks to support all forms of enterprise in rural areas where sustainable, specifically addressing the need to promote land-based and rural tourism related businesses. There is also a strong emphasis on supporting rural service provision with planning policies looking to:
- ‘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, p.9)*
- 3.11** The emphasis on supporting rural services in paragraph 28 relates again to the recognition that service viability in rural areas needs to be encouraged wherever possible through the planning system.

3.12 Planning guidance also stresses the link between rural communities and viable local services:

‘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. Rural housing is essential to ensure viable use of these local facilities’ (para.001, reference ID 50-001-20140306).

3.13 This paragraph helps refine the NPPF approach linking the viability of rural services with development opportunities, in this case housing development. There is an implied role for rural housing in generating the demand necessary for local services to continue their function and retain or develop their viability. Guidance describes this more generally as *‘the role of housing in supporting the broader sustainability of villages and smaller settlements’ (para.001, reference ID 50-001-20140306).*

3.14 Guidance also looks to move away from linear rural settlement hierarchies, where smaller rural settlements are often considered unsustainable by default, towards a planning approach that considers the potential of all rural settlements notwithstanding their relative size in helping achieve sustainable development:

‘Assessing housing need and allocating sites should be considered at a strategic level and through the Local Plan and/or neighbourhood plan process. However, all settlements can play a role in delivering sustainable development in rural areas – and so blanket policies restricting housing development in some settlements and preventing other settlements from expanding should be avoided unless their use can be supported by robust evidence’ (para.001, reference ID 50-001-20140306).

3.15 Rural settlement hierarchies have tended to ‘rank’ rural settlements by certain criteria and then assess sustainability at the individual settlement level. The guidance however implies that all settlements need to be considered within the network of rural hamlets, villages and towns with emphasis placed on evidencing why certain settlements may *not* be sustainable. This leads to the adoption of a more spatial perspective with an emphasis on how settlements are linked within a network as opposed to a linear rural settlement hierarchy.

3.16 In summary national planning policy and guidance establishes a number of leads when considering sustainable rural development in Bassetlaw:

- That sustainable development should not be framed on an individual settlement basis and that a more networked perspective of rural settlement is needed. This is in relation to the reality of dispersed rural settlement patterns and the necessity to travel between settlements in order to access distributed rural services. As such rural settlements will naturally share differing links and networks.
- Linked to the networked rural settlement approach is the need to consider the sustainability of *all* rural settlement as opposed to ruling out smaller settlements by

default. This is on the basis that smaller settlements may be related to well served larger settlements in which case the smaller settlement becomes, when taken collectively, more sustainable. There is still the basis on which a rural settlement may be considered unsustainable, if for example it is notably isolated from community services. However this would need to be evidenced within a wider perspective and spatial context.

- National policy and guidance establishes a mutually supportive link between rural development, rural service viability and the relative vitality of rural communities. This is not to say rural settlement growth will automatically lead to increased settlement sustainability or viability but to recognise that rural areas are not static and will need to adapt in response to the changing socio-economic character and needs of rural communities. As such appropriate rural development can help boost the viability of rural services and where required help maintain the long term sustainability of rural settlements.

4 Defining the Functional Clusters in Rural Bassetlaw

- 4.1** Outlined below are the steps used in the Bassetlaw method for defining rural settlement ‘functional clusters’, which underpin the approach to sustainable rural development in the District. Each stage will be discussed in more detail after a discussion of the principles behind the functional clusters.

1. Bassetlaw Rural Settlement Survey

- Visual and map based survey of Bassetlaw’s rural areas by parish to provide an updated snapshot of rural service provision across the District
- Defined ‘primary’ and ‘secondary’ services in rural Bassetlaw



2. Assessment Matrix of Rural Settlements

- Weighted score attached to primary (x2) and secondary (x1) services in each Bassetlaw parish
- Parishes ranked by weighted score to assess the distribution of rural services across rural Bassetlaw and identify hub settlements
- ‘Rural hub’ settlements defined as having very good access to primary services and a wide range of secondary services



3. Spatial Assessment of Rural and Service Hub Settlements

- 4km buffer area mapped around rural hub settlements and towns in/around Bassetlaw to represent a reasonable travel distance to access primary and secondary services from rural areas
- Identification of rural settlements within/around the buffer areas and assessment of functional connectivity between relevant settlements



4. Defining Rural Bassetlaw’s Functional Clusters

- Functional clusters defined based on service data and spatial assessment of rural settlements in Bassetlaw
- A functional cluster represents a rural network of mutually supportive settlements each sharing services and a strong functional geography
- Functional clusters identified as an ‘inter-boundary cluster’, ‘cross-boundary dependent cluster’ or ‘cross-boundary reliant cluster’

Principles used to Define Functional Clusters

- 4.2** A functional cluster represents a rural network of mutually supportive settlements each sharing services and a strong functional geography. **Functional clusters of settlements represent more sustainable locations to accommodate future growth in rural Bassetlaw. Settlements outside of functional clusters, by virtue of their relative isolation from services, represent less sustainable locations for growth.**
- 4.3** Functional clusters are constructed at a localised scale with clusters of settlements focused on day-to-day community needs. This is to acknowledge that higher order services (such as general hospitals, secondary schools or large food retailers) tend to only be available in larger settlements. Despite their rural emphasis some functional clusters do include urban areas such as Worksop and Retford. This is in recognition of the geographic proximity and shared services between urban areas and some rural settlements in Bassetlaw.
- 4.4** The concept of functional clusters is also intended to reflect the fact that rural settlements operate in shared networks of activity. In this networked context functional clusters help represent the relative connectivity of rural areas and the reality of the need to access more distributed rural services. As such functional clusters provide a method of assessing rural settlement sustainability on a locally collective scale as opposed to on an individual settlement by settlement basis.
- 4.5** In relation to future rural development, functional clusters also offer an approach in response to a shift in national planning policy and guidance. This shift increasingly emphasises the potential of all rural settlement types in accommodating sustainable development and in particular the role of smaller settlements in contributing to the viability of rural services and communities as a whole.
- 4.6 All functional clusters across rural Bassetlaw are equal in their definition and as such are not ranked in a hierarchy.** The fundamental principle is that all rural settlements within a functional cluster are expected to have reasonable access to a range of ‘primary’ services and it is desirable, but not essential, to have access to a range of ‘secondary’ services. Beyond this less weight is given to the number or frequency of services available. The principles behind primary and secondary services are defined below:
- **Primary services** are expected to be within a reasonable proximity to residents living in rural settlements and are considered to be used on a regular basis, or, when needed should be relatively close to rural residents
 - **Secondary services** are considered to be desirable and important for rural communities but used on a less frequent basis, or, when needed should be within a reasonable travel distance but not necessarily within a close proximity to rural residents.
- 4.7** Primary services are as follows:
- Convenience retail
 - GP surgeries

- Schools

- Post Office facilities

4.8 Secondary services are as follows:

- Public houses
- Petrol stations
- ATMs (cash machines)
- Village halls
- Chemists
- Libraries
- Fire stations
- Police contact points
- Bus stops (not used as a part of weighted scoring process)

4.9 Alongside access to primary and secondary services relative geographic proximity also shapes the approach to defining functional clusters. Given that the clusters of settlement are intended to reflect a localised functional geography an indicative distance, or ‘buffer’, of 4km (around 2.5 miles) is used to gauge a reasonable travel distance in rural areas. This distance (selected to mirror work undertaken by the Department for Food, Environment and Rural Affairs⁵) is therefore used to assess the geographic proximity of rural settlements to one and other.

4.10 The use of a 4km buffer to help construct functional clusters is a greater distance than applied in urban areas for assessing sustainable travel. However the 4km buffer, whilst recognising the aspiration to minimise travel distances, reflects the principle that people in rural communities are generally willing or need to undertake longer journeys⁶ to access key services. This is due to the physically dispersed character of rural settlements and services alongside a higher dependence on private vehicles which generally represents the most practical transport option in rural areas.

4.11 The 4km buffers used when constructing functional clusters are only indicative and do not represent absolute boundaries. This is because travel times by differing routes and modes of transport will inevitably vary widely on a journey by journey basis. It would therefore be unreasonable to impose a 4km buffer boundary as a rigid ‘cut off point’ when defining functional clusters. As such the 4km buffer areas represent a guidance tool only.

Stages used to Define Functional Clusters

1. Bassetlaw Rural Settlement Survey

4.12 Between January and February 2016 a survey of Bassetlaw’s rural areas was carried out. This was in order to provide an updated snapshot of rural service provision across the District (the last study was carried out in 2010/11). The rural services survey was carried out at parish level with Bassetlaw’s parishes forming the ‘building block’ of this study. However for each parish area the predominant settlement was identified, alongside any additional settlements, with any parish level secondary data assumed to relate to this predominant settlement unless local knowledge suggested otherwise.

⁵“Rural Services Series”: <https://www.gov.uk/government/statistical-data-sets/rural-services-series>

⁶https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/463183/Rural_accessibility_2013_final.pdf

- 4.13** The data was collected through a desktop study of Nottinghamshire County Council (NCC) held information and settlement surveys carried out on the ground by Bassetlaw District Council (BDC) Planning Policy staff. The NCC held data was collected for county wide infrastructure such as schools and bus services. The on the ground survey data focused on localised services, for which there are less reliable secondary sources of information, such as convenience retail shops and pubic houses.
- 4.14** At this point the principles behind primary and secondary services were also established. The list of primary services mirrors work undertaken by the ONS on the 2015 Index of Multiple Deprivation, specifically the *English Indices of Deprivation 2015: Technical Report*⁷, where distance to a shop, GP surgery, school and post office are used to assess relative geographic barriers and access to services, i.e. the closer to these services the less isolated an area is considered to be.
- 4.15** After the collation of primary data all information was consulted on with parish councils in Bassetlaw to check for accuracy between 16th March 2016 and 15th April 2016. The consultation was generally well received and any responses resulted in appropriate updates or amendments to the data to assure further accuracy.
- 4.16** The final results of the parish and settlement survey, and more detail on how the survey was carried out, are published in the separate *Bassetlaw Rural Settlement Survey 2016: Technical Statement and Evidence* paper.

2. Assessment Matrix of Rural Settlements

- 4.17** The data from the *Bassetlaw Rural Settlement Survey 2016* was allocated a weighted score by parish. In doing this primary services were given a score of x2 points for each and secondary services a score of x1 point each. This scoring reflects the relative importance attached to primary services and the fact that secondary services are considered desirable but not essential. It should be noted that the number of bus services in each parish was not included in the weighted score given the limited provision and use of rural bus services. However the 4km buffers used in constructing the functional clusters are intended to minimise, as far as possible, the need to travel locally. The final weighted score and related assessment matrix are presented in Appendix A.
- 4.18** Once a weighted score had been allocated each parish was then ranked in order of highest to lowest score. This was to assess the relative distribution of primary and secondary services across rural Bassetlaw's parishes. From this ranking a series of 'service summaries' were applied to each parish which aim to encapsulate the level of primary and secondary service provision available. These summaries fall into four categories as outlined below:
- 1.** Very good primary service provision and a wide range of secondary services
 - 2.** Good primary service and secondary service provision
 - 3.** Limited primary and secondary service provision

⁷https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/464485/English_Indices_of_Deprivation_2015_-_Technical-Report.pdf

4. No service provision

4.19 Those parishes, and associated predominant settlements, that are identified in the first category with ‘very good primary service provision and a wide range of secondary services’ are considered to be more sustainable settlements given their range and availability of primary and secondary services.

4.20 The predominant settlement in each parish was identified as a ‘rural hub’ to reflect their relative role as rural service centres. It should be stressed that these settlements in isolation do not, in themselves, represent a settlement hierarchy. Instead they are used to identify ‘hub’ areas of services in rural Bassetlaw. The rural hub settlements are outlined (in order of weighted score) below:

- | | |
|-----------------------|--------------------------------------|
| ■ Carlton-in-Lindrick | ■ Clarborough and Welham |
| ■ Tuxford | ■ Rampton |
| ■ Langold | ■ North Leverton with Habbleshthorpe |
| ■ Misterton | ■ Rhodesia |
| ■ Blyth | |

3. Spatial Assessment of Rural and Service Hub Settlements

4.21 A 4km buffer was mapped around each of the rural hub settlements to represent a reasonable travel distance to access associated services from surrounding settlements, therefore acting as a localised ‘sphere of influence’. Alongside rural hub settlements 4km buffers were also placed around Worksop, Retford and Harworth & Bircotes BUAs to acknowledge the higher order level of service provision in these settlements which, due to their scale, naturally act as service hubs for rural areas.

4.22 In addition to recognise the important role of towns and villages on Bassetlaw’s boundary a series of larger out-of-district settlements were identified and a 4km buffer also mapped around each. These settlements are also considered to be service hubs for rural areas and are outlined below:

- Gainsborough (West Lindsey, Lincolnshire)
- Sutton-on-Trent (Newark and Sherwood, Nottinghamshire)
- Market Warsop (Mansfield, Nottinghamshire)
- Bawtry (Doncaster, South Yorkshire)

4.23 These settlements were identified on the basis that, as a minimum, all primary services are available and a good range of secondary available. Whilst recognising the differing size and character of these settlements no emphasis was placed on the number or frequency of services available just that the basic test of access to primary services was met and a good range of secondary services available.

4.24 The final 4km buffers are mapped in Figure Two. These buffers were used as a guidance tool to help identify neighbouring rural settlements that share a reasonable proximity to rural or service hubs. This was a map based visual exercise to help establish localised

4. Defining Rural Bassetlaw's Functional Clusters

- 4.25** Based on the spatial assessment of hub settlements a range of functional clusters for rural Bassetlaw were constructed. These clusters represent localised rural networks of mutually supportive settlements that share services and a strong functional geography. **Each functional cluster meets the basic test that all settlements within the cluster, no matter their size, have access to primary services and a good range of secondary services within a reasonable travel distance.**
- 4.26** Functional clusters contain a mix of different settlement sizes and character with each cluster being unique in its make-up. Whilst recognising that some functional clusters are proportionately larger no one cluster is considered more or less sustainable given that they meet the basic principle of having access to primary and secondary services within a reasonable travel distance. The functional clusters are not therefore ranked by the range or frequency of services available.
- 4.27** In total ten functional clusters were constructed which are outlined in detail (with associated service provision) in Appendix C and mapped in Figure Three. It is important to note the differing spatial types of functional cluster either being 'inter-boundary', 'cross-boundary dependent' or 'cross-boundary reliant' in character. These distinctions highlight if the functional cluster operates within or across the District's boundaries and the extent to which rural settlements in Bassetlaw are reliant (i.e. could operate without external settlements) or dependent (i.e. could *not* operate without external settlements) on cross-boundary settlements for primary services. The ten functional clusters are set out in Table 2, below.

Table 2: The Ten Defined Functional Clusters

Carlton and Langold cluster (<i>inter-boundary</i>)		
■ Carlton-in-Lindrick (including Costhorpe)	■ Langold	■ Styrrup with Oldcotes
Everton and Mattersey cluster (<i>cross-boundary dependent</i>)		
■ Bawtry (Doncaster, South Yorkshire)	■ Everton ■ Mattersey	■ Scaftworth
Harworth & Bircotes and villages cluster (<i>inter-boundary</i>)		
■ Harworth & Bircotes ■ Blyth	■ Ranskill ■ Scrooby	■ Torworth
North Eastern cluster (<i>cross-boundary reliant</i>)		
■ Gainsborough (West Lindsey, Lincolnshire) ■ Misterton	■ Beckingham ■ Gringley-on-the-Hill	■ Walkeringham ■ West Stockwith

Retford and villages cluster (<i>inter-boundary</i>)		
<ul style="list-style-type: none"> Retford Clarborough and Welham Sutton-cum-Lound 	<ul style="list-style-type: none"> Babworth Barnby Moor Ranby 	<ul style="list-style-type: none"> Hayton Lound Eaton Grove
South Eastern cluster (<i>cross-boundary dependent</i>)		
<ul style="list-style-type: none"> Sutton on Trent (Newark and Sherwood, Nottinghamshire) 	<ul style="list-style-type: none"> Normanton 	<ul style="list-style-type: none"> Marnham
South Western cluster (<i>cross-boundary dependent</i>)		
<ul style="list-style-type: none"> Market Warsop (Mansfield, Nottinghamshire) 	<ul style="list-style-type: none"> Nether Langwith (includes Langwith services in Derbyshire) 	<ul style="list-style-type: none"> Norton Holbeck Cuckney
Trent Corridor cluster (<i>inter-boundary</i>)		
<ul style="list-style-type: none"> Rampton North Leverton with Hablesthorpe South Wheatley Sturton-le-Steeple 	<ul style="list-style-type: none"> Laneham South Leverton Treswell 	<ul style="list-style-type: none"> Cottam North Wheatley Stokeham
Tuxford and Markham cluster (<i>inter-boundary</i>)		
<ul style="list-style-type: none"> Tuxford East Markham 	<ul style="list-style-type: none"> Askham West Markham 	<ul style="list-style-type: none"> Markham Moor
Worksop and villages cluster (<i>inter-boundary</i>)		
<ul style="list-style-type: none"> Worksop 	<ul style="list-style-type: none"> Rhodesia 	<ul style="list-style-type: none"> Shireoaks

4.28 The ten defined functional clusters represent more sustainable locations for future development given their mutually supportive settlement patterns and that their residents can reasonably share community services. As such those settlements that fall outside of the functional clusters are considered to be less sustainable given their comparable isolation from primary and secondary services.

4.29 The urban BUAs of Worksop, Retford and Harworth-Bircotes although linked to functional clusters are also considered to operate independently given their high level of service provision. As such it is only the relevant rural settlements which are more or less reliant on urban connectivity to operate in a functional cluster.

Figure 3: Bassetlaw's ten functional clusters of rural settlements



Appendix A: Social and Economic Context of Rural Bassetlaw

4.30 The BDC Planning Policy team analysed data from the 2011 ONS Census⁸ (as such all of the following figures relate to 2011) to build a socio-economic snapshot of rural Bassetlaw and help underpin some assumptions applied to the relative sustainability of rural settlements. This work focused on three questions:

1. What is the age profile of rural Bassetlaw and to what extent is it an ageing or retired population?
2. To what extent is the population of rural Bassetlaw engaged in the labour market?
3. How far do the population of rural Bassetlaw travel to access the labour market and using what mode of transportation?

4.31 These questions are intended to engage with some of the key sustainability issues facing rural areas nationally and address what these issues look like in rural Bassetlaw.

4.32 To address the first question, what is the age profile of rural Bassetlaw and to what extent is it an aging population? This question relates to the issue that rural populations tend to be older⁹ and are therefore less demographically sustainable.

4.33 The age profile of rural Bassetlaw is broadly comparable, albeit it slightly older, to that of the District's urban areas as can be seen in Figure Four below. Of the 41,072 people living in Bassetlaw's rural areas 18.9% were aged 17 years or under. This is slightly lower than the District as a whole where 20.6% of the population were aged 17 years or under and for example in Harworth & Bircotes where 23% of the population were of the same age.

4.34 In Bassetlaw's rural areas 20.3% of the population were aged 65 years or older. This is slightly higher than the District as a whole where 18.2% of the population were aged 65 years or older and for example in Worksop 16.2% were the same age.

4.35 The data reflects the national tendency for older rural populations. However this trend, whilst evident, is not considerably marked in Bassetlaw as reinforced in the age distribution data in Figure Four.

4.36 There is a proportionately higher, although only moderate, representation of retired people in rural Bassetlaw which relates to the area's slightly older demographic. The number of retired people in comparison to the wider employment profile of Bassetlaw can be seen in Figure Five.

⁸ <https://www.nomisweb.co.uk/census/2011>

⁹ <https://www.gov.uk/government/collections/statistical-digest-of-rural-england> (provides a link to central government 'statistical digest' papers for rural England which highlights national demographic trends such as the rural age profile where 22.9% of the population are aged 65 or over)

Figure 4: Age profile of Bassetlaw's urban BUAs and rural areas (2011, ONS Census)

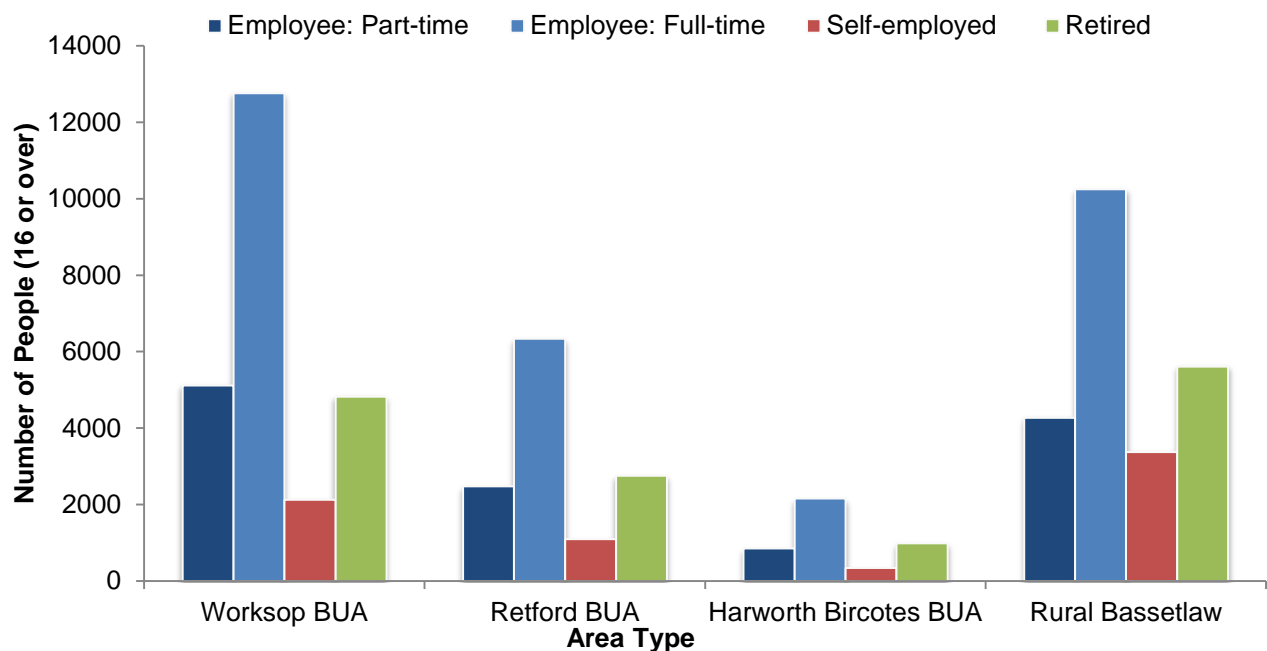
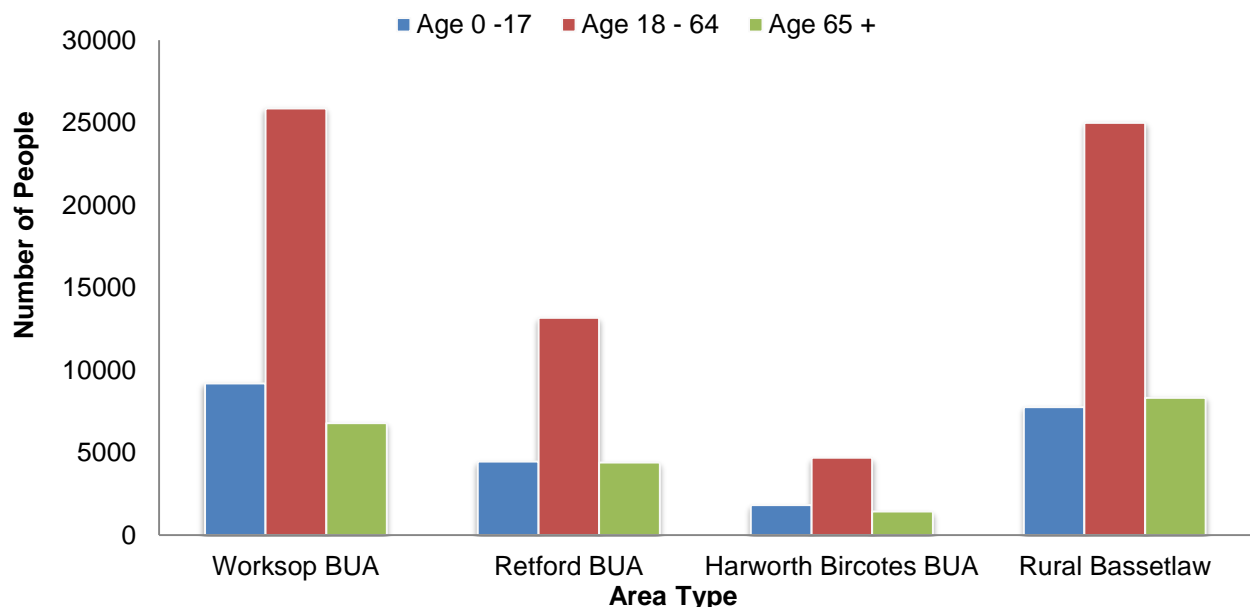


Figure 5: Economic activity of the population in Bassetlaw's urban BUAs and rural areas (2011, ONS Census)



4.37 Of the 29,625 people aged 16 or over (i.e. those people that *could* be economically active) living in rural Bassetlaw 18.9% were retired. This is higher than the District as a whole where 17.1% of the same population were retired and, for example, in Worksop where 15.1% were retired. Again, although there is a higher representation of retired people living in rural Bassetlaw the trend is not considerably marked with a difference of around 4% on average between rural and urban areas.

4.38 Figure Five also helps address the second question, to what extent is the population of rural Bassetlaw engaged in the labour market? In all 60.4% of people aged 16 or over living in rural Bassetlaw were either in employment or self-employed. This is comparable

with the District's urban areas where between 58.4% and 62.9% of people aged 16 or over were in employment or self-employed. As such a healthy and indeed comparable proportion of Bassetlaw's rural population were engaged with the labour market through employment or self-employment. In particular there is a strong representation of self-employed people in rural Bassetlaw. This can be seen to relate to the wider national trend whereby rural areas are home to a proportionately higher number of self-employed home workers and smaller enterprises as people look to optimise a rural location for business purposes¹⁰.

- 4.39** Having established that there is a healthy representation of workers living in rural Bassetlaw the next stage is to address the third question; how far do the population of rural Bassetlaw travel access the labour market and using what mode of transportation? This question helps build an understanding of how far people travel to work from rural areas and picks up the issue of access to public transport and the general dependency on car for accessing work from rural areas.
- 4.40** As Figure Six below underlines in 2011 that there were a large number of home workers living in rural Bassetlaw. Of those people in employment living in rural Bassetlaw 15.4% worked from home. This is high compared to the District's urban BUAs where between 7.4% and 7.9% of people worked at home. The high rate of rural home workers can be related to the generally strong representation of small enterprises in rural areas and is also suggestive of a higher skilled workforce engaged the type in professional employment that allows for home working.
- 4.41** Proportionately fewer people living in rural areas commute locally with 7.6% of those people in employment travelling less than 2km for work. This is low compared to the 17.3% to 27.5% of people living in the District's BUAs who commuted less than 2km to work. This suggests there is a tendency to work locally if living in an urban area. The highest proportion of people living in rural Bassetlaw commute between 10km and 20km to work with 19.2% of those in employment.
- 4.42** The data underlines a tendency towards home working or commuting proportionately longer distances from Bassetlaw's rural areas when compared to urban areas. This suggests that the workers living in rural Bassetlaw have less of a dependency on local employment opportunities, beyond that perhaps of self-employment or smaller enterprises, and tend to travel further for work than those living in urban areas.
- 4.43** As Figure Six highlights there is a very high dependency on car travel for accessing work across all areas of the District. In rural areas this is slightly higher with 73.2% of all travel work journeys dependent on access to a car compared to between 67.5% and 69.9% of journeys in urban areas. This is in contrast to the extremely low use of public transport with only 2.4% of travel to work journeys dependent on access to a bus in rural areas. Also only 7.4% of work journeys were made on foot.

¹⁰ <https://www.gov.uk/government/collections/rural-economy>

4.44 The dependency on car use for work is not a uniquely rural issue it does however reflect the necessity of car use in rural areas which relates to the greater degree of geographic isolation and lesser access to the public transport network.

Figure Six: Distance travelled to work from/in Bassetlaw's urban BUAs and rural areas (2011, ONS Census)

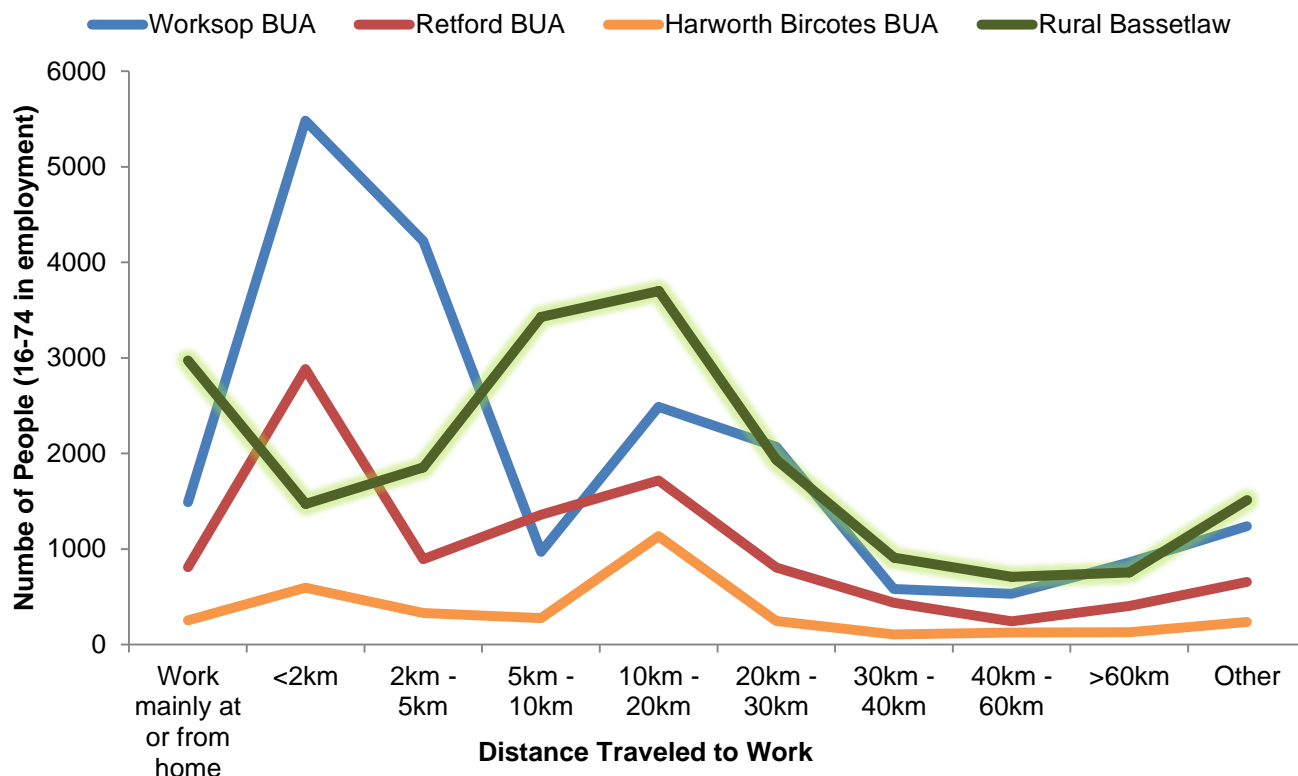
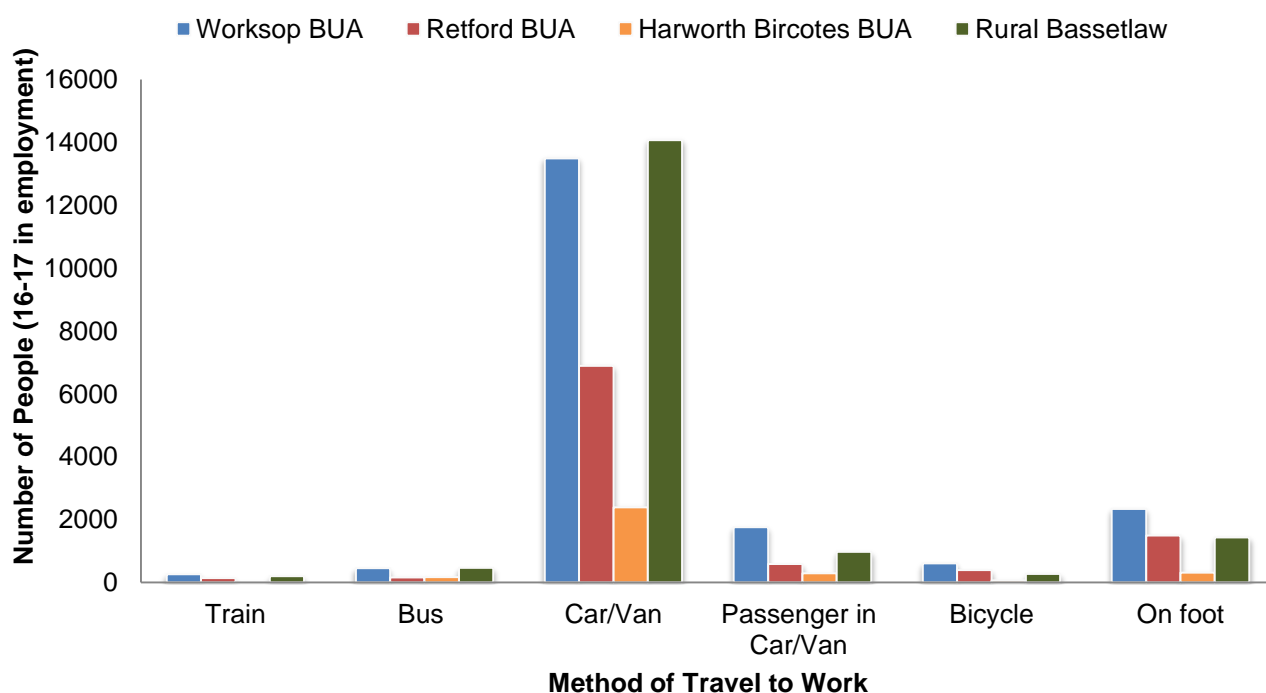


Figure Seven: Method of travel to work from/in Bassetlaw's urban BUAs and rural areas (2011, ONS Census)



Appendix B: Assessment matrix and weighted score of rural Bassetlaw's parishes

Parish	Primary Services				Secondary Services								WEIGHTED RESULT	SERVICE SUMMARY
	Convenience Retail	GP Surgery	School	Post Office Facility	Public Houses	Petrol Station	ATM	Village Hall	Chemists	Library	Fire Station	Police Contact Point		
Carlton-in-Lindrick	3	1	2	2	5	0	2	1	2	1	0	1	28	Very good primary service provision and a wide range of secondary services
Tuxford	4	1	2	1	2	0	1	1	1	1	1	1	24	
Hodsock	3	2	1	1	2	0	1	2	1	1	0	0	21	
Misterton	3	1	1	1	1	0	1	0	1	1	1	1	18	
Blyth	1	1	1	1	4	0	1	1	0	0	0	0	14	
Clarborough and Welham	1	0	1	1	2	1	1	1	0	0	0	0	11	
Rampton	1	0	1	1	1	1	1	2	0	0	0	0	11	
North Leverton with Habbleshthorpe	1	1	1	1	1	0	1	1	0	0	0	0	11	
Rhodesia	1	0	1	1	1	0	1	1	1	0	0	0	10	
Nether Langwith	1	0	0	1	1	1	0	1	1	0	0	0	8	Good primary service and secondary service provision
Shireoaks	1	0	1	1	1	0	0	1	0	0	0	0	8	
South Wheatley	1	0	1	1	0	0	1	1	0	0	0	0	8	
Beckingham	1	0	1	1	0	0	0	1	0	0	0	0	7	
Everton	1	0	1	0	2	0	0	1	0	0	0	0	7	
Ranskill	1	0	1	1	1	0	0	0	0	0	0	0	7	
Sutton-cum-Lound	0	0	1	1	1	0	0	1	0	0	0	0	6	
Cuckney	1	0	1	0	1	0	0	1	0	0	0	0	6	
Elkesley	1	0	1	0	1	0	0	1	0	0	0	0	6	
Gringley-on-the-Hill	0	1	1	0	1	0	0	1	0	0	0	0	6	
Mattersey	1	0	1	1	0	0	0	0	0	0	0	0	6	
Misson	1	0	1	0	2	0	0	0	0	0	0	0	6	
Sturton-le-Steeple	0	0	1	1	1	0	0	1	0	0	0	0	6	
Walkeringham	0	0	1	1	1	0	0	1	0	0	0	0	6	Limited primary and secondary service provision
Dunham-on-Trent	0	0	1	0	2	0	0	1	0	0	0	0	5	
Normanton	0	0	1	0	2	0	0	1	0	0	0	0	5	
Babworth	0	0	1	0	1	0	0	1	0	0	0	0	4	
Darlton	1	0	0	0	1	0	1	0	0	0	0	0	4	
East Markham	0	0	1	0	1	0	0	1	0	0	0	0	4	
Barnby Moor	0	0	0	0	2	0	0	1	0	0	0	0	3	
Clayworth	0	0	0	0	2	0	0	1	0	0	0	0	3	
Laneham	0	0	0	0	2	0	0	1	0	0	0	0	3	
South Leverton	0	0	0	0	1	1	0	1	0	0	0	0	3	

Parish	Primary Services				Secondary Services								WEIGHTED RESULT	SERVICE SUMMARY
	Convenience Retail	GP Surgery	School	Post Office Facility	Public Houses	Petrol Station	ATM	Village Hall	Chemists	Library	Fire Station	Police Contact Point		
Styrrup with Oldcotes	0	0	0	0	1	0	0	2	0	0	0	0	3	Limited primary and secondary service provision
West Stockwith	0	0	0	0	2	0	0	1	0	0	0	0	3	
Askham	0	0	0	0	1	0	0	1	0	0	0	0	2	
East Drayton	0	0	0	0	1	0	0	1	0	0	0	0	2	
Gamston	0	0	1	0	0	0	0	0	0	0	0	0	2	
Hayton	0	0	0	0	1	0	0	1	0	0	0	0	2	
Lound	0	0	0	0	1	0	0	1	0	0	0	0	2	
Scrooby	0	0	0	0	1	0	0	1	0	0	0	0	2	
Welbeck	1	0	0	0	0	0	0	0	0	0	0	0	2	
West Markham	1	0	0	0	0	0	0	0	0	0	0	0	2	
Bothamsall	0	0	0	0	0	0	0	1	0	0	0	0	1	
Cottam	0	0	0	0	1	0	0	0	0	0	0	0	1	
Grove	0	0	0	0	0	0	0	1	0	0	0	0	1	
Headon cum Upton	0	0	0	0	0	0	0	1	0	0	0	0	1	
Marnham	0	0	0	0	1	0	0	0	0	0	0	0	1	
North Wheatley	0	0	0	0	1	0	0	0	0	0	0	0	1	
Scaftworth	0	0	0	0	1	0	0	0	0	0	0	0	1	
Torworth	0	0	0	0	1	0	0	0	0	0	0	0	1	
Treswell	0	0	0	0	0	0	0	1	0	0	0	0	1	
Bevercotes	0	0	0	0	0	0	0	0	0	0	0	0	0	No service provision
Bole	0	0	0	0	0	0	0	0	0	0	0	0	0	
Carburton	0	0	0	0	0	0	0	0	0	0	0	0	0	
Clumber and Hardwick	0	0	0	0	0	0	0	0	0	0	0	0	0	
Eaton	0	0	0	0	0	0	0	0	0	0	0	0	0	
Fledborough	0	0	0	0	0	0	0	0	0	0	0	0	0	
Haughton	0	0	0	0	0	0	0	0	0	0	0	0	0	
Holbeck	0	0	0	0	0	0	0	0	0	0	0	0	0	
Markham Clinton	0	0	0	0	0	0	0	0	0	0	0	0	0	
Norton	0	0	0	0	0	0	0	0	0	0	0	0	0	
Ragnall	0	0	0	0	0	0	0	0	0	0	0	0	0	
Saundby	0	0	0	0	0	0	0	0	0	0	0	0	0	
Stokeham	0	0	0	0	0	0	0	0	0	0	0	0	0	
Wallingwells	0	0	0	0	0	0	0	0	0	0	0	0	0	
West Burton	0	0	0	0	0	0	0	0	0	0	0	0	0	
West Drayton	0	0	0	0	0	0	0	0	0	0	0	0	0	
Wiseton	0	0	0	0	0	0	0	0	0	0	0	0	0	

Appendix C: Table of Bassetlaw's functional clusters and associated services

Cluster	Parish	Population	Primary Services				Secondary Services							
			Convenience Retail	GP Surgery	School	Post Office Facility	Public Houses	Petrol Station	ATM	Village Hall	Chemists	Library	Fire Station	Police Contact Point
Carlton and Langold	Carlton-in-Lindrick	5,623	3	1	2	2	5	0	2	1	2	1	0	1
	Langold (inc. Costhorpe)	2,472	3	2	1	1	2	0	1	2	1	1	0	0
	Styrrup with Oldcotes	684	0	0	0	0	1	0	0	2	0	0	0	0
Everton and Mattersey	Bawtry	3,573												
	Everton	839	1	0	1	0	2	0	0	1	0	0	0	0
	Mattersey	729	1	0	1	1	0	0	0	0	0	0	0	0
	Scaftworth	50	0	0	0	0	1	0	0	0	0	0	0	0
Harworth Bircotes and villages	Harworth Bircotes	7,948												
	Blyth	1,233	1	1	1	1	4	0	1	1	0	0	0	0
	Ranskill	1,362	1	0	1	1	1	0	0	0	0	0	0	0
	Torworth	263	0	0	0	0	1	0	0	0	0	0	0	0
	Scrooby	315	0	0	0	0	1	0	0	1	0	0	0	0
North East	Gainsborough	20,842												
	Misterton	2,140	3	1	1	1	1	0	1	0	1	1	1	1
	Beckingham	1,098	1	0	1	1	0	0	0	1	0	0	0	0
	Gringley-on-the-Hill	699	0	1	1	0	1	0	0	1	0	0	0	0
	Walkeringham	1,022	0	0	1	1	1	0	0	1	0	0	0	0
	West Stockwith	327	0	0	0	0	2	0	0	1	0	0	0	0
Retford and villages	Retford	22,023												
	Clarbrough and Welham	1,088	1	0	1	1	2	1	1	1	0	0	0	0
	Sutton-cum-Lound	673	0	0	1	1	1	0	0	1	0	0	0	0
	Babworth (inc. Ranby)	1,687*	0	0	1	0	1	0	0	1	0	0	0	0
	Barnby Moor	278	0	0	0	0	2	0	0	1	0	0	0	0
	Hayton	385	0	0	0	0	1	0	0	1	0	0	0	0
	Lound	471	0	0	0	0	1	0	0	1	0	0	0	0
	Grove	105	0	0	0	0	0	0	0	1	0	0	0	0
	Eaton	233	0	0	0	0	0	0	0	0	0	0	0	0
South Eastern	Sutton on Trent	1,331												
	Normanton	345	0	0	1	0	2	0	0	1	0	0	0	0
	Marnham	117	0	0	0	0	1	0	0	0	0	0	0	0
South Western	Market Warsop	11,999												
	Nether Langwith (inc. Langwith services)	526	1	0	0	1	1	1	0	1	1	0	0	0
	Cuckney	208	1	0	1	0	1	0	0	1	0	0	0	0
	Norton	143	0	0	0	0	0	0	0	0	0	0	0	0
	Holbeck	195	0	0	0	0	0	0	0	0	0	0	0	0
Trent Corridor	Rampton	1,139*	1	0	1	1	1	1	1	2	0	0	0	0

Cluster	Parish	Population	Primary Services				Secondary Services							
			Convenience Retail	GP Surgery	School	Post Office Facility	Public Houses	Petrol Station	ATM	Village Hall	Chemists	Library	Fire Station	Police Contact Point
	North Leverton with Habbleshthorpe	1,047	1	1	1	1	1	0	1	1	0	0	0	0
	South Wheatley	100 (est.)	1	0	1	1	0	0	1	1	0	0	0	0
	Sturton-le-Steeple	486	0	0	1	1	1	0	0	1	0	0	0	0
	Laneham	312	0	0	0	0	2	0	0	1	0	0	0	0
	South Leverton	480	0	0	0	0	1	1	0	1	0	0	0	0
	Treswell	211	0	0	0	0	0	0	0	1	0	0	0	0
	Cottam	108	0	0	0	0	1	0	0	0	0	0	0	0
	North Wheatley	509	0	0	0	0	1	0	0	0	0	0	0	0
	Stokeham	40 (est.)	0	0	0	0	0	0	0	0	0	0	0	0
Tuxford and Markham	Tuxford	2,649	4	1	2	1	2	0	1	1	1	1	1	1
	East Markham	1,160	0	0	1	0	1	0	0	1	0	0	0	0
	Askham	181	0	0	0	0	1	0	0	1	0	0	0	0
	West Markham	170	1	0	0	0	0	0	0	0	0	0	0	0
Worksop and villages	Worksop	41,820												
	Rhodesia	418	1	0	1	1	1	0	1	1	1	0	0	0
	Shireoaks	620	1	0	1	1	1	0	0	1	0	0	0	0

* Population of Babworth Parish includes