Local Development Framework
Background Paper

A Settlement Hierarchy for Hart District

January 2010

(updated August 2010)
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1. Introduction

1.1 Following the revocation of the Regional Spatial Strategies by the new Conservative – Liberal Democrat Coalition Government in June 2010 it is considered necessary to update the original Settlement Hierarchy Background Paper (January 2010) in light of the changes.

1.2 Hart District contains a number of towns and villages that vary in size. It is useful for plan-making purposes to group these settlements into a hierarchy based on an understanding of their current size and level of service provision.

1.3 It is important to note that the hierarchy does not in itself amount to a spatial strategy and does not dictate the levels of growth that will go to different settlements. It is a hierarchy based on the settlements as they are now, rather than as they might look in the future. It is merely a framework around which one or more options for a spatial strategy can be articulated. Whilst national policy tends to direct new development towards the existing larger centres, the preferred spatial strategy for Hart must take account of local opportunities and constraints. A distribution of development that accords with the hierarchy is likely to be an option, but it will not necessarily be the most sustainable option.

1.4 The hierarchy is also helpful when considering which settlements should have settlement boundaries to distinguish them from the countryside (areas outside settlement boundaries represent ‘countryside’ for the purposes of Planning Policy Statement (PPS) 7: Sustainable Development in Rural Areas).

1.5 In formulating a settlement hierarchy this paper first assesses how settlements have been addressed in the Adopted Local Plan (Replacement) (1996-2006), and how they were then addressed in the 2006 Core Strategy Preferred Options. It then considers the current national policy and data on the various settlements in Hart before recommending a new settlement hierarchy for Hart District.
1.6 It should be noted that reference to Fleet in this paper includes the adjoining built up areas of Church Crookham and Elvetham Heath, and that reference to Blackwater includes the adjoining built up areas of Hawley, Frogmore and Darby Green.

2. The Local Plan Approach

2.1 The Adopted Local Plan (Replacement) 1996-2006 ('the Local Plan') uses settlement boundaries to distinguish the settlements from the countryside. Whilst all settlements identified in the Adopted Local Plan were considered able to accommodate some development, the plan makes a distinction between urban settlements and rural settlements.

2.2 The urban policies (with the prefix URB) cover the following settlements that are large enough to be considered as either towns or rural centres.

- Blackwater
- Fleet
- Hartley Wintney
- Hook
- Odiham
- Yateley

2.3 The remaining settlements are not regarded as rural centres and are covered by the rural policies (prefixed with RUR). The rural policies only enable development on a small scale that relates to local need and apply to the following settlements:

- Broad Oak
- Crookham Village
- Crondall
- Dogmersfield
- Eversley Centre
- Eversley Cross
- Eversley Street
A schematic map of the settlements is set out in Figure 1.
Figure 1: Map of the Settlement Boundaries in the Adopted Local Plan (1996-2006)

3.1 In 2006 the Council produced a Preferred Options document for the Core Strategy. Whilst this document was not taken forward, and the Council is now producing a revised Core Strategy, it is useful to revisit Preferred Policy 2: Settlement Hierarchy and Strategy which set out a proposed settlement hierarchy as follows:

Main Settlements:
- Blackwater
- Yateley
- Fleet
- Hook

Rural Service Centres:
- Hartley Wintney
- Odiham

Smaller Settlements:
- Crondall
- Crookham Village
- Dogmersfield
- Eversley Centre
- Eversley Cross and Up Green
- Ewshot
- North Warnborough
- Odiham Airfield

3.2 In the Preferred Options (2006) the actual development strategy was aligned with the hierarchy so that the focus of new development would be in the main settlements with more limited development within rural service centres and small scale development within the smaller settlements.
3.3 Had this hierarchy been taken forward it would have had the effect of removing settlement boundaries from the following settlements on the basis that with limited or no services or public transport they do not constitute sustainable locations for new housing:

- Broad Oak
- Eversley Street and Up Common
- Lower Common
- Greywell
- Hartfordbridge
- Hazeley
- Hazeley Bottom
- Hazeley Lea
- Heckfield
- Hound Green
- Long Sutton
- Mattingley
- Mill Lane – Crondall
- Rotherwick
- South Warnborough
- Winchfield Court
- Winchfield Hurst
4. Policy Context

4.1 In order to help categorise settlements in a meaningful way it is useful to review any national policies that distinguish between different types of settlements.

4.2 Planning Policy Statement (PPS) 3: Housing (2010) identifies four different types of settlement:

- Urban areas
- Market Towns
- Local Service Centres
- Villages.

4.3 However it does not set out definitions for these different settlement types. It states that there is a need to provide housing in rural areas, not only in market towns and local service centres but also villages in order to enhance or maintain their sustainability.

4.4 PPS4: Planning for Sustainable Economic Growth (2009) superseded a number of paragraphs set out in PPS7: Sustainable Development in Rural Areas (2004) which referred to three different settlement types (urban areas, local service centres and rural settlements) and the location of development in connection with these. The policies set out in PPS4 are to be applied to both rural and urban areas but it should be noted that the policies do not apply to housing development.

4.5 PPS4 states that:

EC6.2: In rural areas, Local Planning Authorities should:

a) Strictly control economic development in open countryside away from existing settlements, or outside areas allocated for development in development plans

b) Identify local service centres (which might be a country town, a single large village or a group of villages) and locate most new development in or on the edge of existing settlements where employment, housing (including affordable housing), services and other facilities can be provided close together.
4.6 Planning Policy Guidance (PPG) 13: sets out that Local Authorities should:

- Actively manage the pattern of urban growth to make the fullest use of public transport, and focus major generators of travel demand in city, town and district centres and near to major public transport interchanges;
- Accommodate housing principally within existing urban areas, planning for increased intensity of development for both housing and other uses at locations which are highly accessible by public transport, walking and cycling;
- In rural areas, locate most development for housing, jobs, shopping, leisure and services in local service centres.

4.7 The Regional Spatial Strategy for the South East (South East Plan) also refers to three types of settlements:

- Urban areas
- Small rural (market) towns
- Villages

Policy SP3 Urban focus and urban renaissance states that the prime focus for development in the South East should be in urban areas, in order to foster accessibility to employment, housing, retail and other services, and avoid unnecessary travel.

Policy BE4 Role of small rural (market) towns states that local planning authorities should encourage and initiate schemes and proposals that help strengthen the viability of small rural towns, recognising their social, economic and cultural importance to wider rural areas and the region as a whole. The accompanying text states that these towns should generally have a population up to 20,000 and often act as a focal point for trade and services for a rural hinterland.

Policy BE5 Village management states that local planning authorities should meet the defined local needs of their rural communities for small scale affordable housing, business and service development, taking account of change patterns of agriculture, economic diversification, and continued viability of local services.
Villages within the emerging South East Plan are defined as settlements with a population of less than 3,000. Limited small scale development can help meet the specific local housing, business and service needs of individual rural settlements. In some cases, development may serve a group of villages.

4.4 From the national and regional policy approaches set out above it can be seen that the tiers identified at national and regional level are similar but not identical:

<table>
<thead>
<tr>
<th>Guidance for settlement hierarchies in PPS7 and the South East Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>PPS7</strong></td>
</tr>
<tr>
<td>Urban Areas</td>
</tr>
<tr>
<td>Local Service Centres <em>(country town, a single large village or a group of villages)</em></td>
</tr>
<tr>
<td>Rural settlements that are not designated as local service centres</td>
</tr>
</tbody>
</table>
5. **Profile of Rural Hampshire**

5.1 In addition to the national policy context, Hampshire County Council has published a **Profile of Rural Hampshire**. This divides the County into rural and urban areas and maps them. Urban areas are defined as those with a population of more than 10,000. The map below depicts the rural and urban areas within Hart.

5.2 Within Hart, Fleet, Blackwater and Yateley have been classified as urban and the remainder classified as rural.

5.3 It should be noted that this is a County level study that provides a high level overview of which areas are urban and which are rural. The boundaries do not follow actual built up areas and appear to be based on ward boundaries. In the case of Hart, it defines Fleet, Yateley and Blackwater as urban but includes the areas of countryside between them. Yateley and Blackwater, which in themselves have populations of less than 20,000 are probably defined as urban by virtue of being part of a larger Blackwater Valley urban area.
Figure 2: Map of Hampshire County Council Rural and Urban Classification

*Areas were treated as 'urban' or 'rural' simply on the basis of their geographical relationship to settlements of 10,000 or more population. More specifically, where the majority of the population of an area lives within settlements with a population of more than 10,000 people, the area is treated as urban. All other areas were treated as rural.

Key
- I-HCC Ward Boundaries 2009
- Urban 13k - Hart 19%
- Rural - Hart 81%

Area in Hectares:
- Hart: 17382.7 (91%)
- Urban: 4135.9 (19%)

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6. **Analysis of settlements**

6.1 This section provides information on Hart’s settlements to give a picture of population size and the level of service provision. This will help categorise settlements into various tiers, taking into account the national approach and the County definitions.

6.2 All of the settlements identified within the Adopted Local Plan have been assessed for the range of services and facilities, the amount of employment floorspace they provide, and their accessibility in terms of bus services and presence of otherwise of a railway station. The results have been recorded in Appendix 1. Note that Appendix 2 shows a map of the main railway and road networks within the district.

7. **Formulating a new settlement hierarchy**

7.1 This section interprets the policy context and evidence set out above to formulate a new settlement hierarchy for Hart.

7.2 Fleet is by far Hart’s largest settlement and is the only settlement with a population in excess of 35,000. It therefore fits into the ‘urban’ definition within the South East Plan and stands alone at the top of the hierarchy with a different order of services and facilities to all the other settlements in Hart.

7.3 Yateley, Blackwater, Hook and Hartley Wintney are the settlements that have a population between 4,000 and 15,000. Under the South East Plan, due to their population size, these are classed as a small rural (market) towns. Under the County definitions Yateley and Blackwater are considered to be urban areas due to their populations of over 10,000. In line with PPS3 and PPS4 these could be considered to be local service centres due to their size and facilities within the District.

7.4 Odiham has a range of facilities that is more akin to that of a local service centre than a village but has a much small population than those settlements listed in 7.3

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1 PPS1 states that the key services are ‘jobs, health, housing, education, shops, leisure and community facilities, open space, sport and recreation.’ This has been used as the baseline for the collection of data for each settlement.
with less than 2,000 people. However, Odiham functions closely with nearby North Warnborough and together they have a population of over 3,000 which is more in line with the settlement of Hartley Wintney listed above. Grouping Odiham and North Warnborough together would fit the PPS4 definition which recognises that a local service centre can comprise of a “group of villages”. It is therefore considered that Odiham and North Warnborough should be classified together as a local service centre.

7.5 There is considerable variation amongst the five local service centres in terms of their population size and the types of facilities they have. Odiham/North Warnborough (combined population 3,207) and Hartley Wintney (population 4,281) are the two smallest of the centres identified. They also have a more limited range of employment, retail, and other facilities than Blackwater, Yateley and Hook. Hartley Wintney and Odiham/North Warnborough are therefore considered to comprise a distinct tier beneath that of Blackwater, Yateley and Hook. This is consistent with the 2006 Preferred Options except that North Warnborough was not previously linked with Odiham.

7.6 Beneath Hartley Wintney and Odiham/North Warnborough in the hierarchy are the rural settlements that are not designated as villages (as defined in the South East Plan). Settlements below local service centres would fall into the villages category as identified in the PPS3 hierarchy of settlements. In Hart these villages vary in size and in the range of services available. Breaking this category down further provides the Council with the ability to take a different policy approach between those tiers if it considers it appropriate to do so, for example by putting a settlement boundary around some and not others.

7.7 There is no established method to draw on for sub-dividing the villages into 2 separate tiers. Population size is perhaps an obvious place to start, but there also needs to be a relatively coherent spatial form to the settlement, rather than a strung out development with breaks between groups of buildings. Drawing on the information in Appendix 1 and an assessment of the spatial form of these villages, it
is proposed that the following villages (listed in order from largest to smallest) should fall into the higher tier of villages:

- RAF Odiham
- Crondall
- Crookham Village
- Dogmersfield
- Ewshot
- Eversley Centre
- Eversley Cross and Up Green
- Long Sutton
- Rotherwick
- South Warnborough

7.8 This list comprises the largest villages outside the higher tiers as well Dogmersfield and Long Sutton which, although relatively small, each have a primary school. The exception is Eversley Street and Lower Common which has been excluded because it is a rather strung out ‘settlement’ comprising clusters of buildings rather that a well defined settlement with a continuous boundary.

7.9 Whether this list is the most appropriate cut-off for inclusion in the higher tier is a matter of debate. The rationale for choosing South Warnborough as the smallest village is that it is the smallest settlement that would appear to support a local shop.

7.10 All other villages and hamlets therefore fall into the lowest tier of the hierarchy.

7.11 The proposed settlement hierarchy for Hart is therefore as follows:
Tier 1: Main Urban Areas
- Fleet (including Church Crookham and Elvetham Heath)

Tier 2: Primary Local Service Centres
- Blackwater (including Hawley, Frogmore and Darby Green)
- Yateley
- Hook

Tier 3: Secondary Local Service Centre
- Hartley Wintney
- Odiham (including North Warnborough)

Tier 4: Main villages
- RAF Odiham
- Crondall
- Crookham Village
- Dogmersfield
- Ewshot
- Eversley Centre
- Eversley Cross and Up Green
- Long Sutton
- Rotherwick
- South Warnborough

Tier 5: Smaller villages
- All remaining villages

7.11 A schematic map of this proposed hierarchy is shown below. The tier 5 settlements are not identified because they include every small village, hamlet or cluster of dwellings in the countryside, some of which do have boundaries at present and could be mapped, but others which don’t and therefore cannot be mapped.
Figure 3: Map of the proposed Settlement Hierarchy
7.12 The hierarchy set out above differs from that in the 2006 Core Strategy Preferred Options in the following ways:

- Fleet stands alone at the top of the hierarchy as Hart’s main urban settlement, distinct from Blackwater, Hook and Yateley which form the second tier;

- Hartley Wintney and Odiham remain in a tier beneath Blackwater, Hook and Yateley, but North Warnborough is grouped with Odiham due to its geographical proximity and functional relationships.

- The list of villages in the tier beneath Hartley Wintney and Odiham now includes Long Sutton, Rotherwick and South Warnborough, but excludes North Warnborough (which has been grouped with Odiham in the tier above) which moves to the lowest tier because it is somewhat smaller than the other villages in this tier.

7.13 This 5 tier approach takes account of national policy but also considers local evidence on each settlement. This hierarchy will inform decisions on the spatial strategy in Hart’s core strategy, but does not in itself dictate the levels of growth that will go to different settlements.
## Appendix 1: Breakdown of Settlements by Population, Facilities and Services

<table>
<thead>
<tr>
<th>Settlement</th>
<th>Population</th>
<th>Classification</th>
<th>Frequent bus to nearest main centre</th>
<th>Mainline railway</th>
<th>Employment floorspace (m²)</th>
<th>Supermarket</th>
<th>Convenience Store</th>
<th>Comparison Store</th>
<th>Public House</th>
<th>Doctor's Surgery/Hospital</th>
<th>Dental Surgery</th>
<th>Post Office</th>
<th>Library</th>
<th>Primary School</th>
<th>Secondary School</th>
<th>Community/Village Hall</th>
<th>Children’s Play Area</th>
<th>Playing Field</th>
<th>Number of categories met (Employment Opportunities – Play Area)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fleet (including Church Crookham &amp; Elvetham Heath)</td>
<td>37,583</td>
<td>Urban</td>
<td>1 x hourly bus plus school bus</td>
<td>Access to London/Basingstoke</td>
<td>96,000</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Yateley</td>
<td>14,649</td>
<td>Urban</td>
<td>1 x hourly bus service</td>
<td>0 - but in close proximity to Sandhurst Station</td>
<td>25,000</td>
<td>2</td>
<td>8</td>
<td>13</td>
<td>7</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>4</td>
<td>2</td>
<td>1</td>
<td>2</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>Blackwater (including Hawley, Frogmore, Darby Green)</td>
<td>9,481</td>
<td>Urban</td>
<td>1 x 30 min bus service</td>
<td>Access to Guildford/Reading</td>
<td>35,000</td>
<td>2</td>
<td>6</td>
<td>11</td>
<td>6</td>
<td>1</td>
<td>1</td>
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<td>2</td>
<td>Yes</td>
<td>Yes</td>
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<tr>
<td>Hook</td>
<td>7,530</td>
<td>Rural</td>
<td>1 x 30 min bus service</td>
<td>Access to London/Basingstoke</td>
<td>100,000</td>
<td>1</td>
<td>7</td>
<td>10</td>
<td>5</td>
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<td>Yes</td>
<td>Yes</td>
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<tr>
<td>Hartley Wintney</td>
<td>4,281</td>
<td>Rural</td>
<td>2 x hourly bus service</td>
<td>0</td>
<td>18,000</td>
<td>0</td>
<td>9</td>
<td>14</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
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<td>1</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>Yes</td>
</tr>
<tr>
<td>Odiham</td>
<td>1,947</td>
<td>Rural</td>
<td>1 x hourly bus service</td>
<td>0</td>
<td>12,000</td>
<td>1</td>
<td>4</td>
<td>17</td>
<td>4</td>
<td>1</td>
<td>1</td>
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<td>1</td>
<td>1</td>
<td>2</td>
<td>Yes</td>
<td>Yes</td>
</tr>
<tr>
<td>North Warnborough</td>
<td>1,260</td>
<td>Rural</td>
<td>No bus service</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>4</td>
<td>0</td>
<td>0</td>
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<td>0</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>RAF Odiham</td>
<td>1,734</td>
<td>Rural</td>
<td>1 x hourly bus service</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>0</td>
<td>0</td>
<td>0</td>
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<td>0</td>
<td>0</td>
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</tr>
<tr>
<td>Crondall</td>
<td>988</td>
<td>Rural</td>
<td>1 x hourly bus service</td>
<td>0</td>
<td>18,000</td>
<td>1</td>
<td>1</td>
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<tr>
<td>Ewshot</td>
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<td>Rural</td>
<td>1 x hourly bus service</td>
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</tr>
</tbody>
</table>

1 Classification by HCC based on 2004 Rural and Urban Classification for Output Areas. Areas were treated as “rural” or “urban” based on their geographical relationship to settlements of 10000 or more population.
3 Convenience Store: stores selling e.g. food, alcohol, tobacco, newspaper, magazines and other everyday items, could be part of a petrol station.
4 Comparison Store: selling non-food goods e.g. clothing, footwear, DIY goods, household and recreation goods, and other non-food retailers e.g. pharmacy, jeweller, opticians.
<table>
<thead>
<tr>
<th>Settlement</th>
<th>Population</th>
<th>Classification</th>
<th>Frequent bus to nearest main centre</th>
<th>Employment floorspace (m²)</th>
<th>Supermarket</th>
<th>Convenience Store</th>
<th>Comparison Store</th>
<th>Public House</th>
<th>Doctor's Surgery Health Facility</th>
<th>Dental Surgery</th>
<th>Post Office</th>
<th>Library</th>
<th>Primary School</th>
<th>Secondary School</th>
<th>Community Hall</th>
<th>Children's Play Area</th>
<th>Field</th>
<th>Number of categories met</th>
<th>Employment Opportunities – Play Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Crookham Village</td>
<td>423</td>
<td>Rural</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>2</td>
<td>0</td>
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<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>6</td>
</tr>
<tr>
<td>Eversley Cross and Up Green</td>
<td>461</td>
<td>Rural</td>
<td>1 x daily</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>2</td>
<td>0</td>
<td>0</td>
<td>0</td>
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<td>1</td>
<td>3</td>
<td>0</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Eversley Centre</td>
<td>407</td>
<td>Rural</td>
<td>1 x daily</td>
<td>0</td>
<td>8,000</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>0</td>
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<td>0</td>
<td>0</td>
<td>0</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Rotherwick</td>
<td>358</td>
<td>Rural</td>
<td>No bus service</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
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<td>3</td>
<td>5</td>
</tr>
<tr>
<td>Eversley Street and Lower Common</td>
<td>357</td>
<td>Rural</td>
<td>1 x daily</td>
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<td>0</td>
<td>1</td>
<td>0</td>
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<td>0</td>
<td>0</td>
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<td>1</td>
<td>2</td>
</tr>
<tr>
<td>South Warnborough</td>
<td>276</td>
<td>Rural</td>
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*Classification by HCC based on 2004 Rural and Urban Classification for Output Areas. Areas were treated as ‘rural’ or ‘urban’ based on their geographical relationship to settlements of 10000 or more population.


*Convenience Store: stores selling e.g. food, alcohol, tobacco, newspaper, magazines and other everyday items, could be part of a petrol station.

*Comparison Store: selling non-food goods e.g. clothing, footwear, DIY goods, household and recreation goods, and other non-food retailers e.g. pharmacy, jeweller, opticians.
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<th>Settlement</th>
<th>Population</th>
<th>Classification by HCC</th>
<th>Frequent bus to nearest main centre</th>
<th>Mainline railway</th>
<th>Employment floorspace (m$^2$)</th>
<th>Supermarket</th>
<th>Convenience Store</th>
<th>Comparison Store</th>
<th>Public House</th>
<th>Doctor’s Surgery/ Health Facility</th>
<th>Dental Surgery</th>
<th>Post Office</th>
<th>Library</th>
<th>Primary School</th>
<th>Secondary School</th>
<th>Community/Village Hall</th>
<th>Children’s Play Area/ Playing Field</th>
<th>Number of categories met (Employment Opportunities – Play Area)</th>
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10 Classification by HCC based on 2004 Rural and Urban Classification for Output Areas. Areas were treated as 'rural' or 'urban' based on their geographical relationship to settlements of 10000 or more population.
12 Convenience Store: stores selling e.g. food, alcohol, tobacco, newspaper, magazines and other everyday items, could be part of a petrol station.
13 Comparison Store: selling non-food goods e.g. clothing, footwear, DIY goods, household and recreation goods, and other non-food retailers e.g. pharmacy, jeweller, opticians.
Appendix 2 Map of road and rail network in Hart District