



SETTLEMENT HIERARCHY BACKGROUND PAPER

FOR THE PURPOSES OF LOCAL PLAN REGULATION 18
CONSULTATION, NOVEMBER 2022 - JANUARY 2023



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EAST HAMPSHIRE LOCAL PLAN 2021-2040

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N.B. References to East Hampshire throughout this document refer to East Hampshire district outside of the South Downs National Park

Settlement Hierarchy Background Paper (2022)

1. Introduction

- 1.1. East Hampshire is in the process of reviewing its Local Plan which currently consists of the Joint Core Strategy (JCS, adopted June 2014) and a Housing and Employment Allocations Plan adopted in April 2016. The JCS includes a “settlement hierarchy” which classifies settlements in terms of the availability and accessibility of a broad range of facilities, their economic role and any environmental constraints to development.
- 1.2. A revised settlement hierarchy was initially proposed in December 2018 to support the emerging Local Plan, based on a methodology that predates the Council’s declaration of a climate emergency in July 2019. This background paper responds to the climate emergency and uses a methodology that emphasises the need to lower greenhouse gas emissions associated with transport. It explores in more detail the concept of accessibility as part of determining a revised settlement hierarchy.
- 1.3. The classification of towns, villages and rural settlements is important in planning terms. It is a tried and tested method for supporting the implementation of local plan policies and in particular for defining a development strategy. Settlements that are in a higher tier of the hierarchy will often be more sustainable locations for new development, because new residents would be able to access a greater range of services and facilities more easily, without the need to travel large distances by car.
- 1.4. This paper updates the existing settlement hierarchy to inform the emerging East Hampshire Local Plan 2021-2040, which will cover those parts of the district outside of the South Downs National Park.
- 1.5. A revised settlement hierarchy for areas outside of the South Downs National Park is put forward at Section 4 of this background paper, with further supporting information and evidence included in the appendices.

2. Background

- 2.1 The Government's National Planning Policy Framework (NPPF) does not provide specific advice for the production of settlement hierarchies. However, as a broad matter of principle, it notes that planning policies and decisions should play an active role in guiding development towards sustainable solutions, taking local circumstances into account, to reflect the character, needs and opportunities of each area (paragraph 9, NPPF 2021). Furthermore, to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby (paragraph 79, NPPF). These aspects of national policy suggest that indicators of service provision and accessibility should be considered, and the role of different settlements in East Hampshire taken into account, as part of a future development strategy.
- 2.2 A settlement hierarchy can be used to inform the options for a local plan's spatial strategy, to promote a sustainable pattern of development by encouraging close links between housing, jobs and services. A draft settlement hierarchy was put forward for the emerging Local Plan in early 2019, as part of the initial Regulation 18 (draft Local Plan) consultation. The draft hierarchy was based on a methodology that has been revised by this background paper.
- 2.3 Previous iterations of the settlement hierarchy are set out in Appendix A. It is necessary to review and update the existing and emerging hierarchies because, over time, the number and range of facilities and services within a settlement can change. In addition, since the Council's declaration of a climate emergency in July 2019, it has become important to explore in greater detail the accessibility and proximity of services relative to one another.
- 2.4 In this respect, the idea of living locally has been explored by defining "20-minute neighbourhoods" to assess development potential in all settlements, taking account of the level of services, facilities and accessibility. Accessibility mapping has formed a key component of the revised methodology, looking at walking distances from district and local centres and other key facilities such as main rail stations and primary schools.
- 2.6 The 20-minute neighbourhood concept is about living locally, giving people the ability to meet most of their daily needs in their local area. It is based on research into the time that people are willing to spend walking in order to meet their daily needs, and has been translated into geographical areas within cities and towns by calculating a distance threshold for a 20-minute walk¹. In a district

¹ For example, in Melbourne (Australia) a 20-minute journey has been assumed to represent an 800m walk from home to a destination and back again (10 minutes each way). Source: 20-Minute Neighbourhoods: An Introduction for Council Planners in England, Town and Country Planning Association, March 2021

such as East Hampshire where communities can be some distance from each other, it is important to ensure that future development allows for access to those services and facilities that are important to our communities.

- 2.7 In East Hampshire, the concept of a 20-minute neighbourhood needs to be interpreted on a flexible basis because the distances between homes, facilities and services may be relatively high. This has been recognised when setting an appropriate distance threshold to define a 20-minute neighbourhood area. The results set out in the following sections have applied direct, “as the crow flies” distances between destinations at this stage. There are limitations with this approach, but the exercise of defining neighbourhoods in this way remains valuable as it gives an indication of proximity to key services.
- 2.8 The approach of re-defining a settlement hierarchy based on living locally will enable the emerging Local Plan to support the regeneration of our existing built-up areas, enhance social cohesion, improve health outcomes and support the move towards net-zero carbon targets through reducing unsustainable travel.

3. Summary of Methodology

3.1. The following assessment stages have been undertaken to ensure that the settlement hierarchy is based on a robust methodology.

- Stage 1 : Audit of services and facilities (incl. employment)
- Stage 2 : Audit of accessibility
- Stage 3: Categorisation of settlements into hierarchy

Stage 1 : Audit of services and facilities (incl. employment)

3.2. Information on the provision of local services and facilities has been sought from parish councils. Online and GIS information sources have also been used to determine leisure and recreation facilities, GP and other health services, and public transport provision. The list of community facilities and services that have been taken into account are shown below.

Table 1: List of Surveyed Community Facilities and Services Considered (Key Services *Italicised*):

Community Facilities	Transport Services	Retail, Sports & Leisure Services	Health Services	Education Services
Community halls	<i>Mainline railway stations</i>	Pubs	GP surgeries	<i>Primary schools</i>
Youth or social clubs	<i>Hourly bus services at peak times/all day</i>	<i>Convenience stores</i>	Dentists	Secondary schools
Places of worship	Bus services (at least 3 per day but not hourly)	Comparison stores	Pharmacies	
Crèches and day nurseries		Supermarkets		
Libraries		<i>Post offices</i>		
		Cafes		
		Restaurants		
		Leisure centres or indoor sports facilities		
		Outdoor sports pitches		

3.3. The Council has published separately a [Community Facilities Study](#) (updated in September 2022), which shows the following for each settlement:

- Meeting places
- Places of worship
- Cultural and music venues
- Pubs
- Libraries
- GP surgeries
- Dentists
- Opticians
- Pharmacies

3.4. The Council has also published [baseline infrastructure data](#), in the form of an interactive map which allows for users to search the level of provision down to individual settlements. The interactive map (updated February 2022) displays the following categories of infrastructure: transport, education, leisure and community, utilities and health. The revised settlement hierarchy has been aligned with the results of both the Community Facilities Study and the baseline infrastructure data.

3.5. In terms of employment provision, the Interim Housing and Economic Development Needs Assessment (2019) includes an assessment of existing employment sites within the Council's planning area and their suitability for employment use in terms of:

- Strategic access
- Local accessibility
- Proximity to urban areas and access to labour and services
- Site layout, characteristics and development constraints
- Local Character/ proximity to incompatible uses
- Market attractiveness
- Quality of buildings

3.6. Details of the assessment, including information on the best performing employment sites are set out in Appendix B. The results of the qualitative assessment show that there are several well-occupied clusters, or concentrations of employment sites, within the settlements of Alton, Whitehill & Bordon, Four Marks, Liphook and Horndean. These clusters generally have good access to, or are otherwise close to the main strategic transport routes of the A3 and the A31.

- 3.7. The revised settlement hierarchy takes account of the accessibility and proximity of employment clusters to settlements through its scoring and ranking of settlements. Proximity to employment opportunities in the defined town, district and local centres is also considered when defining 20-minute neighbourhoods for the settlements.

Stage 2 : Audit of accessibility

- 3.8. Accessibility mapping has been used to help define 'living locally' in terms of how the 20-minute neighbourhood concept should be interpreted in an East Hampshire context. At this stage in the local plan-making process, the accessibility mapping has used recognised walking distances at 400m increments, which broadly corresponds to the average distance that can be covered during five minutes of walking. The distance of 800m is often considered to be a significant threshold, based on research into how far people are willing to walk to access local facilities² This distance was previously used in the settlement hierarchy methodology to define 'fair accessibility' to services and facilities.
- 3.9. The following table gives an indication of distances that could be covered by walking for a certain length of time, although it should be noted that the nature of the route, incline/decline and fitness level of the participant will affect overall distances:

Time taken (minutes)	Distance covered (metres)	Distance covered (miles)
5	400	0.25
10	800	0.5
15	1200	0.75
20	1600	1
25	2000	1.25
30	2400	1.5

- 3.10. With the emphasis on climate change mitigation and the need to encourage more local trips by walking and cycling, the audit of accessibility for the revised settlement hierarchy focuses on distances that are appropriate for these sustainable modes of transport.
- 3.11. The areas identified as 20-minute neighbourhoods should be 'complete, compact and connected neighbourhoods' but in the East Hampshire context, it is the aspect of connectivity, to enable linked trips between services and facilities on foot/by bike, that is most important. It is recognised that our towns and villages are small, low-density settlements that typically provide local services, meaning that there will be a continuing need to travel to larger service centres such as Basingstoke, Guildford, Portsmouth and Winchester for many purposes.

² Although not all people walk at the same pace, the average person walks at a speed of 3 miles per hour, which is 0.05 miles per minute. 800 meters is equal to 0.497 miles. Therefore a person will walk 800 meters in 9.94 minutes.

- 3.12. An appropriate walking distance threshold for living locally in East Hampshire has been investigated using accessibility mapping between some of key services and facilities (as per Table 1). Concentrations of retail, service and employment uses found within the town, district and local centres (as defined within Policy CP8 of the East Hampshire Joint Core Strategy) have been considered as destinations and the potential for linked trips by foot/bike between them has been investigated at 400m increments using GIS software. Other key services that have been looked at in detail include primary schools and mainline railway stations.
- 3.13. Appendix E includes the results of this accessibility mapping. These results show accessibility based on 1,200m distances from primary schools, mainline railway stations and the town, district or local centres identified by Policy CP8 from the East Hampshire Joint Core Strategy. Initially, a 20-minute neighbourhood area based on 800m distances – this being a 20-minute round trip on foot – was investigated, but this was found to exclude many residential areas within the larger settlements (e.g. Alton, Whitehill & Bordon, Liphook, Four Marks). An alternative neighbourhood area based on 1,600m distances – being a 20-minute walk in one direction on foot – was also investigated, but this would imply a 40-minute round trip. This duration was considered to be excessive when determining potential accessibility by walking³. As such, a compromise position of using 1,200m distances to define a 20-minute neighbourhood has been applied.
- 3.14. In summary, the accessibility mapping has indicated that it is reasonable to define a 20-minute neighbourhood for East Hampshire settlements based on 1,200m distances between groups of key services.

Stage 3: Categorisation of settlements into hierarchy

- 3.15. A points-based scoring system has been used to rank settlements, with points being gained for the accessibility of services and facilities. The distinction between “key services”, which are likely to be accessed by many people in a community on daily basis (see Table 1), and other services and facilities has been used to weight the scoring.
- 3.16. In contrast to the 2018 settlement hierarchy review, the scoring system has been simplified with fewer points available overall. This is so that differences in accessibility by foot/cycle (i.e. by applying the 20-minute neighbourhood concept) are weighted appropriately when ranking settlements by their score. In

³ The Government’s National Travel Survey data shows a sharp drop in the average number of trips per person per year by walking when the trip distance reaches 2 miles (i.e. c.3,200m, estimated as a 40-minute trip). Source: National Travel Survey 2020, Table NTS0308

effect, this change accentuates the potential to support increased walking and cycling (as a mode of transport) making it into a key differential between East Hampshire settlements.

3.17. The following principles have been used in scoring the different settlements, with the most important aspects highlighted in **bold**:

- The presence of **key services**, which are likely to be accessed by many people on a daily basis and thus have a greater impact on reducing the need to travel, particularly by less sustainable modes, **should receive the highest relative scores**.
- **Other services** which are typically found in **larger settlements** and may be **accessed on a daily or weekly basis** – and which might therefore be accessed by a relatively large number of people by sustainable modes of transport – **should receive higher relative scores** than services which may be accessed less frequently.
- **Services** which may be **widely distributed or infrequently accessed should receive the lowest relative scores**, because the presence of these services is likely to have less impact on reducing the need to travel for service users.
- **Accessibility to key and other important services should also be taken into account**. ‘Accessibility’ is construed as the presence within a 20-minute neighbourhood area; close proximity to a 20-minute neighbourhood (within a mile of its centre); or presence within a settlement. **Scores for accessibility should be greater where services/facilities are within a 20-minute neighbourhood** because this will increase the potential for linked trips by foot or on bike.

3.18. A breakdown of the scores for each settlement is given at Appendix D. These scores have been used to inform a hierarchy by grouping settlements that performed similarly, which is to say within the following categories:

- Tier 1: 30+ points
- Tier 2: 15-29 points inclusive
- Tier 3: 1-14 points inclusive
- Tier 4: 0 points

3.19. Section 4 provides more details on the justification for grouping the settlements into the above four tiers based on the overall distribution of scores. Please note that settlements scoring zero points would not contain any of the key services or facilities, even though they may contain other facilities (e.g. a community

hall). It is the presence of key services and facilities – those that are likely to be accessed on a daily basis – and the potential for linked trips (on foot or by bike) between these and other services/facilities that is critical to scoring points, when determining the revised settlement hierarchy.

4. Ranking and Proposed Settlement Hierarchy

4.1. Table 2 (below) highlights the ranking of the settlements in accordance with the scores from Appendix D. These scores are based on the three-stage methodology that has been described in this background paper.

Table 2: Ranking of Settlements in East Hampshire (outside of the South Downs National Park)

Ranking based on scores	Score out of 40	Name of settlement(s)
1st	32	Alton, Liphook
2nd	30	Whitehill & Bordon
3rd	25	Horndean
4th	21	Grayshott
5th	19	Four Marks & South Medstead*
6th	18	Clanfield
7th	7	Holybourne
8th	6	Rowlands Castle
9th	5	Headley
10th	4	Bentley, Headley Down, Kingsley, Lindford, Ropley
11th	3	Bramshott, Holt Pound, Medstead
12th	2	Oakhanger, Ropley Dean
13th	1	Bentley Station, Bentworth, Catherington, Passfield Common
14th	0	Arford, Beech, Griggs Green, Lasham, Lower Froyle, Lovedean, Shalden, Upper Froyle, Upper Wield

Source: Appendix D, based on the methodology of Appendix C

*Four Marks & South Medstead was evaluated using an amended methodology, taking account of its particular characteristics and their potential for change (see text below).

4.2. When scoring the settlements, it was necessary to ‘sense check’ any anomalies arising based on local knowledge. In particular, it became apparent that application of the ‘20-minute neighbourhood area’ for Four Marks and South Medstead was unusual. In this case, applying the methodology led to the identification of two small, irregularly shaped areas as the “20-minute neighbourhood”. These areas were located to the southwest and to the north of the built-up area respectively. Due to their size and peripherality, neither of these could reasonably be thought of as a neighbourhood, either in their own

right or when taken together. This anomaly (compared to other settlements) is due to the location of the primary schools in Four Marks and Medstead in comparison with the location of the Four Marks local centre on Winchester Road.

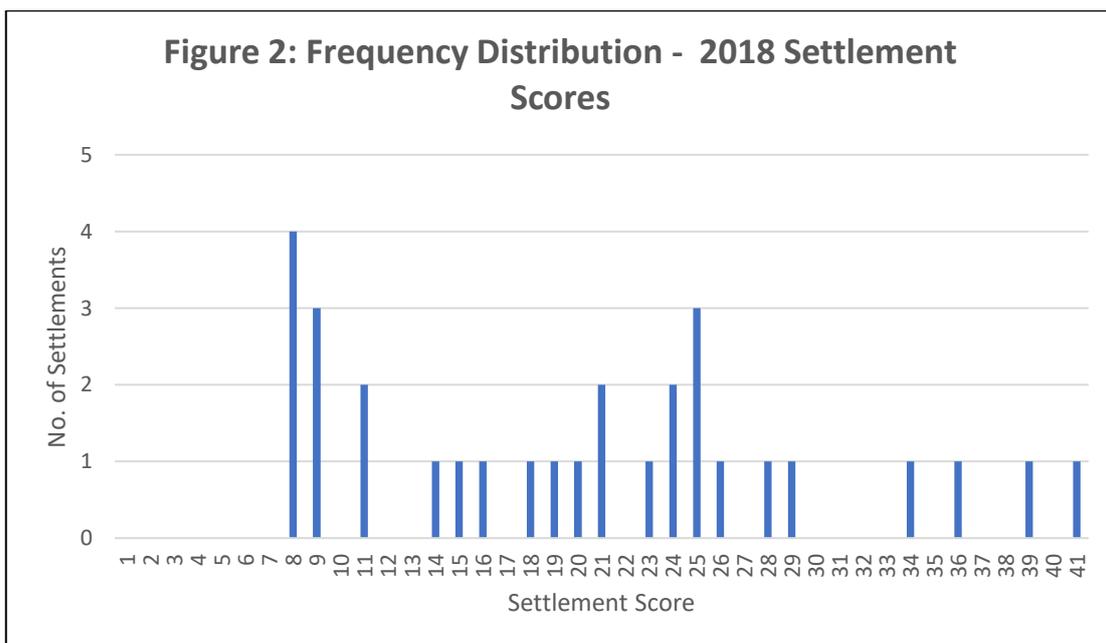
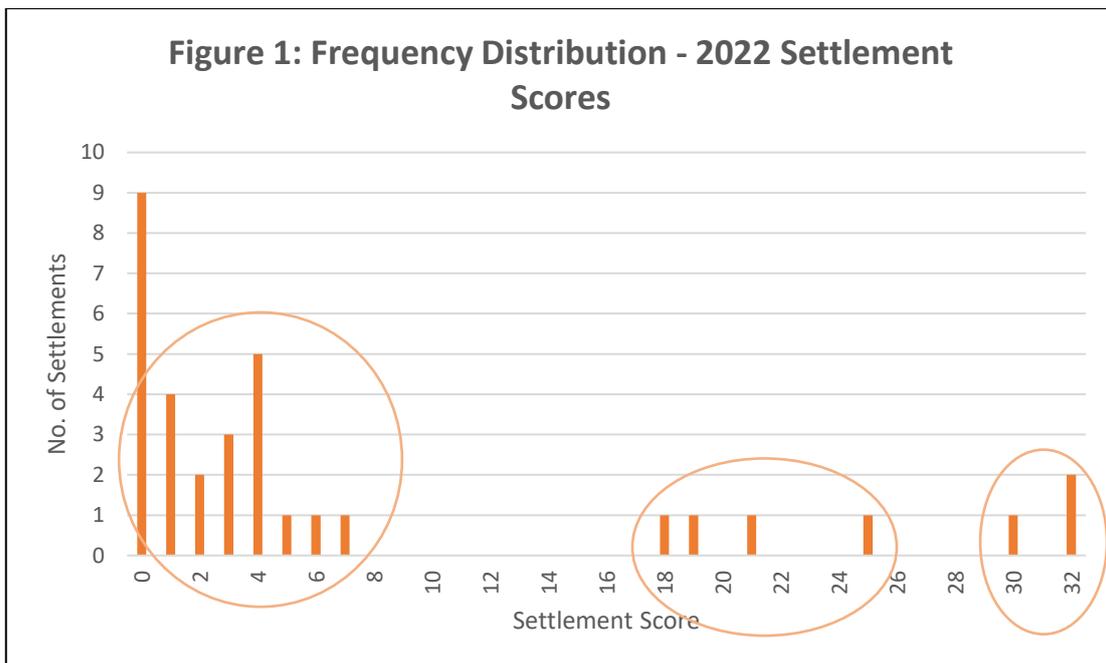
- 4.3. The Four Marks & South Medstead anomaly has the potential to skew the results by failing to adequately represent potential accessibility to services and facilities aside from the primary schools. It was therefore considered appropriate that the 20-minute neighbourhood area for Four Marks & South Medstead should be based on the Four Marks local centre only and not the primary schools (i.e. it should be a 1,200m zone focused only on the local centre's location within the settlement). This was for two reasons: 1) the local centre is an important focus for more than one key service (local convenience stores, the post office) in the settlement; and 2) defining the 20-minute neighbourhood in this way provides a coherent geography that includes (and thus recognises the importance of) other services and facilities within Four Marks & South Medstead. Specifically, it includes other services and facilities that are identified in Policies 4 & 5 of the Medstead & Four Marks Neighbourhood Plan, but which are not located in the local centre of JCS Policy CP8. An exception to the settlement hierarchy methodology was therefore made regarding Four Marks & South Medstead, taking account of relevant development plan policies.
- 4.4. Overall, the scoring of settlements has identified 14 discrete groups. It would be unreasonable to propose a 14-level settlement hierarchy to coincide with these scores, especially as the differences between many of the settlements is very small (one or two points out of a maximum possible score of 40). Therefore, it is necessary to group settlements by similar scores.
- 4.5. Previous settlement hierarchies have comprised the following number of tiers and designations:

Tier in Hierarchy	Designation in adopted Joint Core Strategy	Proposed designation in 2018 Settlement Hierarchy
1	market town	town
2	large local service centre	large local service centre
3	small local service centre	small local service centre
4	other settlements with a settlement policy boundary	settlement with a small number of services
5	small rural villages/hamlets in the countryside	rural settlement
6	N/A	other settlements in the countryside

- 4.6. In comparison with the 2018 settlement hierarchy, the scores in this background paper are more clustered, with groups of settlements performing similarly but with more substantial differences between these groups (see

Figures 1 & 2 below). Intuitively, this suggests a clear hierarchy comprised of three tiers, based on the concept of 20-minute neighbourhoods. However, it makes sense to differentiate further and specifically identify a fourth tier for settlements that failed to score any points under the revised methodology. These are settlements where new development may have very little prospect of supporting increases in walking and cycling as modes of transport to access local services and facilities.

Figures 1 & 2: Distributions of Scores by Frequency (no. of settlements recording a certain score) for 2022 and 2018. Clustering of 2022 Scores Highlighted



4.7. On the basis of the settlement scores, a **four-tier hierarchy** is proposed for the emerging Local Plan as shown at Table 3 (below). The hierarchy includes the largest settlements (by population; Alton and Whitehill & Bordon) in the first tier of the hierarchy and some of the smallest settlements in the bottom tier. Settlements with multiple services and facilities in close (walkable) proximity are now in a higher tier of the revised hierarchy compared to 2018. It is notable that Clanfield, Four Marks & South Medstead and Liphook have performed better in 2022 (i.e. nearer to the top of the ranking) than they did in 2018.

Table 3: Proposed Settlement Hierarchy (2022-based scoring) for the Emerging Local Plan

Tier in Hierarchy	Names of Settlement
1	Alton, Liphook, Whitehill & Bordon,
2	Clanfield, Four Marks & South Medstead, Grayshott, Horndean
3	Bentley, Bentley Station, Bentworth, Catherington, Headley, Headley Down, Holt Pound, Holybourne, Kingsley, Lindford, Medstead, Passfield Common, Ropley, Ropley Dean, Rowlands Castle
4	Arford, Beech, Griggs Green, Lasham, Lower Froyle, Lovedean, Shalden, Upper Froyle, Upper Wield

4.8. It is not intended to name the tiers as previously, as it is recognised that the everyday categories of ‘town’, ‘village’ and ‘hamlet’ are insufficient to cover the variety of settlements in East Hampshire, and do not serve to indicate a settlement’s potential to accommodate development in close proximity to local services and facilities.

Appendix A: Previous Versions of the Settlement Hierarchy

East Hampshire's Joint Core Strategy includes a hierarchy of settlements at paragraphs 4.5-4.11.

Five different settlement categories were established, from market towns to rural villages, and two different hierarchies for the areas to the north and south of the South Downs National Park were defined as follows:

North of South Downs National Park and Whitehill & Bordon	Position in Hierarchy
Alton	Market Town
Whitehill & Bordon	
Liphook	Large Local Service Centre
Four Marks/South Medstead, Grayshott	Small Local Service Centres
Arford, Beech, Bentley, Bentley Station, Bentworth, Bramshott	Other settlements with a settlement policy boundary

Southern Parishes	Position in Hierarchy
Horndean	Large Local Service Centre
Clanfield, Rowlands Castle	Small Local Service Centre
Catherington, Lovedean	Other settlements with a settlement policy boundary
All other settlements	Small rural villages/hamlets within the countryside

A review of the JCS settlement hierarchy (for areas outside of the South Downs National Park) was undertaken in the summer of 2018. This involved a community facilities audit and desk-based research to score and rank the settlements, taking account of accessibility. A revised settlement hierarchy was proposed and presented in the draft Local Plan consultation of early 2019.

Tier in Hierarchy	Proposed designation	Proposed Settlements
1	Town	Alton, Whitehill & Bordon
2	Large Local Service Centre	Liphook, Horndean
3	Small Local Service Centre	Holybourne, Grayshott, Headley, Rowlands Castle, Clanfield, Four Marks & South Medstead
4	Settlement with a Small Number of Services	Lovedean, Lindford, Bentley, Kingsley, Medstead, Ropley, Catherington, Headley Down, Arford, Bramshott, Holt Pound
5	Rural Settlement	Passfield Common, Ropley Dean, Bentley Station, Upper Froyle, Bentworth, Beech, Griggs Green, Lower Froyle
6	Other settlements in the countryside	Oakhanger, Shalden, Upper Wield, Lasham

Appendix B: Qualitative Assessment of Employment Sites – Criteria

An assessment of the quality of existing employment sites in the planning area was undertaken as part of the Interim Housing and Economic Development Needs Assessment (HEDNA) in 2018. The Interim HEDNA was published in support of the draft Local Plan consultation of early 2019. It identified the following employment sites within ‘key clusters’ that should be safeguarded from redevelopment to alternative (non-employment) uses.

Accessibility to key clusters was taken into consideration within the revised settlement hierarchy scoring exercise (see Appendix C for details).

Site Name	Location (town/parish)	Name of Related Key Cluster	Reasons for Identifying for Safeguarding
Alton Business Centre (including Delta Park)	Alton	Omega Park	The site forms part of an employment cluster and is well connected to the A31. Although the office uses do not score as highly as some others through the refreshed qualitative assessments, there are amenity and operational benefits for maintaining this area in office use.
Caker Stream	Alton	Mill Lane	The site forms part of an employment cluster. Although this area does not score as highly as some others through the refreshed qualitative assessments, e.g. because some premises are of average quality; it is a relatively good site and there are amenity and operational benefits of maintaining the wider industrial area in its entirety.
Elstead House, lighting shop and units	Alton	Newman Lane	The site performs well through the qualitative assessment and is well connected to the A31.
Grove Park Industrial Estate	Alton	Mill Lane	The site forms part of an employment cluster. Although this site does not score as highly as some others through the refreshed qualitative assessments, e.g. because some premises are of average quality; it is a relatively good site and there are amenity and operational benefits of maintaining the wider industrial area in its entirety.

Site Name	Location (town/parish)	Name of Related Key Cluster	Reasons for Identifying for Safeguarding
Mill Lane	Alton	Mill Lane	The site forms part of an employment cluster and is well connected to the A31. Although the sites comprising this area do not score as highly as some others through the refreshed qualitative assessments; it is a relatively good site and there are amenity and operational benefits of maintaining this industrial area in its entirety.
Newman Lane Industrial	Alton	Newman Lane	The site performs well through the qualitative assessment and is well connected to the A31.
Omega Park	Alton	Omega Park	The site performs well through the qualitative assessment and is well connected to the A31. It can help support the growth of the "knowledge economy" in East Hampshire through the provision of suitable business accommodation.
Omni Business Centre	Alton	Omega Park	The site is at the centre of an employment cluster and is well connected to the A31.
Riverside Omega Park	Alton	Omega Park	The site performs well through the qualitative assessment, forms part of an employment cluster and is well connected to the A31. It can help support the growth of the "knowledge economy" in East Hampshire through the provision of suitable business accommodation.
Riverway Industrial Estate	Alton	Newman Lane	The site performs well through the qualitative assessment and is well connected to the A31. It can help support the growth of the "knowledge economy" in East Hampshire through the provision of suitable business accommodation.
Selborne House	Alton	Newman Lane	The site performs well through the qualitative assessment and is well connected to the A31. It can help support the growth of the "knowledge economy" in East Hampshire through the provision of suitable business accommodation.
Sycamore Park (specific buildings)	Alton	Mill Lane	The site forms part of an employment cluster. Although it does not score as highly as some others through the refreshed qualitative assessments; the site is relatively good and there are amenity and operational benefits of

Site Name	Location (town/parish)	Name of Related Key Cluster	Reasons for Identifying for Safeguarding
			maintaining the wider industrial area in its entirety.
Turner House	Alton	Mill Lane	The site performs well through the qualitative assessment and is well connected to the A31. It provides flexible accommodation for high value businesses to a modern specification.
Unit 13, Mill Lane	Alton	Newman Lane	The site forms part of an employment cluster. Although vacant at the time of the refreshed qualitative study; it is a relatively good site and there are amenity and operational benefits of maintaining the wider industrial area in its entirety.
Weyside Park	Alton	Newman Lane	The site forms part of an employment cluster. Although it does not score as highly as some others through the refreshed qualitative assessments, e.g. due to some premises of average quality; it is a relatively good site and there are amenity and operational benefits of maintaining the wider industrial area in its entirety.
Bellhanger Enterprises	Bentworth Parish	Bellhanger Enterprises	The site performs well against a number of qualitative criteria. Although it is remote, it is in a very good location for access to the M3 corridor.
High View Business Centre	Bordon	Woolmer & High View	The site forms part of an employment cluster (together with Woolmer Industrial Estate, to the south). It performs well through the qualitative assessment and is well connected to the A3.
Woolmer Industrial Estate	Bordon	Woolmer & High View	The site performs well through the qualitative assessment and is well connected to the A3. It can help support the growth of the "knowledge economy" in East Hampshire through the provision of suitable business accommodation.
Dukes Mill	Four Marks	Station Approach (N of Railway)	The site is relatively high quality and provides suitable accommodation for high value

Site Name	Location (town/parish)	Name of Related Key Cluster	Reasons for Identifying for Safeguarding
			businesses to a modern specification.
Mansfield Business Park	Four Marks	Station Approach (N of Railway)	The site is relatively high quality and provides suitable accommodation to support the growth of the "knowledge economy" in East Hampshire through the provision of suitable business accommodation.
Woodlea Park	Four Marks	Station Approach (N of Railway)	The site is relatively high quality, provides suitable accommodation for a range of small/growing businesses and can help to support the growth of the "knowledge economy" in East Hampshire through the provision of suitable business accommodation.
Enterprise Industrial Estate	Horndean	West of A3(M)/Enterprise Rd	The site forms part of an employment cluster. It is a relatively good site and there are amenity benefits of maintaining the industrial area in its entirety.
Hazleton Industrial Estate	Horndean	Hazleton & Wessex Gate	The site performs well through the qualitative assessment and is well connected to the A3(M). The site provides suitable accommodation for high value businesses to a modern specification.
Highcroft Industrial Estate	Horndean	West of A3(M)/Enterprise Rd	The site performs well and is well-connected to the A3(M) (northbound in particular). It could help to support the growth of the "knowledge economy" in East Hampshire through the provision of suitable business accommodation.
Hillside Industrial Estate	Horndean	West of A3(M)/Enterprise Rd	The site forms part of an employment cluster, well-connected to the A3(M) (northbound in particular). It is a good quality site, suitable for small businesses. There are amenity benefits of maintaining the industrial area in its entirety.
May's Yard	Horndean	West of A3(M)/Enterprise Rd	The site forms part of an employment cluster, well-connected to the A3(M) (northbound in particular). Although it does not score as highly as others through the refreshed qualitative assessments, e.g. due to its sloping nature and average

Site Name	Location (town/parish)	Name of Related Key Cluster	Reasons for Identifying for Safeguarding
			quality; it is a relatively good site and there are amenity benefits of maintaining the industrial area in its entirety.
Wessex Gate	Horndean	Hazleton & Wessex Gate	The site is relatively high quality and provides suitable accommodation to support the growth of the "knowledge economy" in East Hampshire through the provision of suitable business accommodation.
Beaver Industrial Estate	Liphook	Former OSU & Beaver Industrial Estate	Although the site does not score as well as some others through the qualitative assessment, it forms part of an emerging employment cluster and there are amenity benefits from maintaining the current employment use, given the proximity of the railway line. It is well located for local services and public transport connections.
Former OSU site	Liphook	Former OSU & Beaver Industrial Estate	Although not part of the qualitative assessment, this site is in the process of being developed for employment use. It will be well located relative to facilities and services and will provide good quality accommodation for small and growing businesses.

Appendix C: Settlement Hierarchy Methodology

1. The new local plan will include a revised settlement hierarchy, based on an accurate and up-to-date audit of local facilities and services, and their accessibility. This is for the purpose of ensuring that planned development contributes to the achievement of sustainable development, per the requirements of legislation⁴.
2. The existing settlement hierarchy of the East Hampshire Joint Core Strategy (JCS) was based on an audit of facilities and services in 2012, but their existence and availability are likely to have changed since that time. In 2018, a roll-forward of the settlement hierarchy was proposed based on an updated audit of services and facilities and a revised methodology that recognised their accessibility. The 2018 methodology considered distances to/from services and facilities that were likely to favour accessibility by the private car.
3. The Council declared a climate emergency in July 2019. National statistics on carbon dioxide emissions identify that half of local emissions are associated with transport⁵. It is therefore appropriate to consider a revised settlement hierarchy that specifically favours accessibility by walking and cycling (i.e. sustainable transport) modes. This paper identifies a suitable approach that can be implemented for the emerging local plan.
4. This appendix explains in detail the background to the latest methodology and its new approach to scoring settlements based on the concept of 20-minute neighbourhoods, as it has been interpreted for the East Hampshire context.

Background

5. The *East Hampshire Settlement Analysis and Hierarchy Background Paper* (EHDC, May 2012), which was prepared to inform the JCS, relied on planning guidance that was contained in the Government's national policy statement, PPS1. This policy statement included a list of suitable "key services" that could be audited for identifying a settlement hierarchy. In the context of this guidance, the JCS background paper set out a list of key services that would likely be accessed on a daily basis and which could therefore generate significant numbers of car journeys. These "key services" were:
 - Convenience store
 - Post office

⁴ See S.39(2) of the Planning and Compulsory Purchase Act 2004.

⁵ Source: Department for Business, Energy & Industrial Strategy, 2021. Information relates to those emissions within the scope of influence of local authorities and is an estimate for emissions in 2019, which was the latest available data at the time of writing.

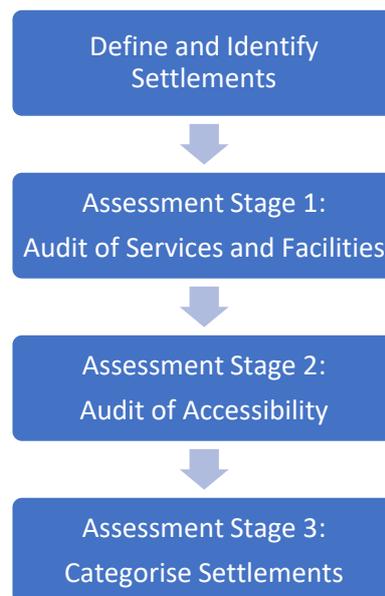
- Primary school
 - Local jobs
 - Frequent bus service to nearest main centre
 - Mainline railway station.
6. The JCS background paper presented a ranking of settlements in East Hampshire using scores that reflected access to local services and facilities. In addition to the key services that are listed above, the presence of other facilities, such as doctor's surgeries, were also taken into account. A weighting was applied to scores so that key services were worth double the amount of points as other services and facilities. The audit was presented in an appendix to the background paper, in the form of a settlement analysis matrix.
 7. The JCS background paper was prepared before the Government published the National Planning Policy Framework (NPPF) in March 2012. The NPPF superseded most of the previous national planning policies, but does not provide specific guidance for the production of settlement hierarchies. However, the first NPPF made clear that planning should take account of the different roles and character of different areas as a core planning principle. Planning authorities should also seek to actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable (paragraph 17, NPPF).
 8. The Government published a revised NPPF in July 2021. The presumption in favour of sustainable development (paragraph 11, NPPF) requires that all plans should promote a sustainable pattern of development that, amongst other things, aligns growth and infrastructure and mitigates climate change (including by making effective use of land in urban areas). Furthermore, to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby (paragraph 79, NPPF). These aspects of national policy suggest that indicators of service provision and accessibility should be considered, and the role of different settlements in East Hampshire taken into account, as part of a future development strategy.
 9. To accompany the first Regulation 18 consultation for the emerging Local Plan, a settlement hierarchy background paper was published in early 2019. The background paper proposed a revised hierarchy of settlements for the planning area, taking account of the 2018 version of the NPPF and a review of best practice from other local planning authorities. Updated information on local facilities and services was collected at the time in consultation with parish and town councils.
 10. A further audit of facilities and services in East Hampshire has been undertaken in 2022 as part of a separate Community Facilities Study, to inform the latest revision to the settlement hierarchy. An [interactive map](#) has been produced to accompany the study, which shows

where community facilities are located within the planning area (i.e. outside of the South Downs National Park). Up-to-date information on bus service provision has also been sourced from Hampshire County Council.

11. Scoring criteria for the revised (2022) settlement hierarchy have focused on the same range of local facilities and services as in 2018, but accessibility indicators have now been based on the concept of a 20-minute neighbourhood (see below for more details). For Whitehill & Bordon and surrounding settlements, the improvements in services and facilities associated with the regeneration of former MoD sites has been taken into account.

Methodological Approach

12. The following flow chart expresses the steps proposed for the overall process which is to be followed for determining a settlement hierarchy in East Hampshire (excluding the South Downs National Park). Details on the methodology and its implementation are given afterwards.



13. Settlements are defined as discrete groups of housing adjoining at least one recognised community facility or building that provides a key service; or adjoining at least one public meeting place. Community facilities are defined as per the East Hampshire District Local Plan: Joint Core Strategy (JCS), which means that the following are considered: community buildings, meeting halls, pavilions & changing rooms, youth and social clubs, public toilets, places of worship, crèches, day nurseries, post offices. Public meeting places include community buildings, meetings halls, places of worship and libraries, which means that there is significant overlap with the JCS definition of community facilities.

14. The location of these facilities and meeting places is to be determined using existing desk-based information sources, such as GIS, online searches and the Council's local plan evidence base. Key services include those that have previously been considered important on a daily basis (see background section above), although for this purpose they exclude bus transport connections and places of work, as it is considered unreasonable to identify a settlement merely on the basis of a bus stop; and a place of work might not provide a service for the majority of a community, many of whom could be retired or in education.
15. **Assessment Stage 1** involves obtaining up-to-date information on the provision of local services and facilities. Relevant information has been sought from parish councils through the Community Facilities Study. However, in comparison with the Community Facilities Study, a wider range of facilities and services are taken into account when defining a settlement hierarchy:

Community Facilities	Transport Services	Retail, Sports & Leisure Services	Health Services	Education Services
Community halls	<i>Mainline railway stations</i>	Pubs	GP surgeries	<i>Primary schools</i>
Youth or social clubs	<i>Hourly bus services at peak times/all day</i>	<i>Convenience stores</i>	Dentists	Secondary schools
Places of worship	Bus services (at least 3 per day but not hourly)	Comparison stores	Pharmacies	
Crèches and day nurseries		Supermarkets		
Libraries		<i>Post offices</i>		
		Cafes		
		Restaurants		
		Leisure centres or indoor sports facilities		
		Outdoor sports pitches		

*Please note: items highlight in bold and italicised text will be counted as "key services" for purposes of the audit of facilities and services. Additional weight will be attributed to the scores for these services.

16. The revised settlement hierarchy is compiled in accordance with information from the Community Facilities Study and the baseline infrastructure data for the Local Plan (updated in February 2022), as well as information obtained through the Council's evidence base (e.g. on the location of leisure centres and outdoor sports facilities). Information from the Interim Housing and Economic Development Needs Assessment (HEDNA) (2019) has been used to identify the location of key employment clusters, which are locations that accommodate multiple businesses in relatively good premises. This enable access to employment opportunities to be taken into account. It is recognised that information on the quality of employment sites within the Interim HEDNA is older than other information on relevant facilities and services.

17. For **Assessment Stage 2**, the first step is to identify a suitable distance threshold for walking/cycling, for purposes of defining 'living locally' using 20-minute neighbourhood areas that would be appropriate for East Hampshire. This distance threshold is the distance from one service or facility to others, which can be used as a buffer to define an area within which people might be willing to make linked trips between those services and facilities on foot or by bike.
18. Distances between services and facilities can be investigated using GIS software to identify the potential for linked trips on foot or by bike. This accessibility mapping is to consider a range of distances at 400m increments – the distance that may be covered by a five-minute walk (depending on local topography and individual fitness). A judgement on the most appropriate distance for identifying a 20-minute neighbourhood should consider whether the emerging geographies would be reasonable interpretations of a walkable neighbourhood with respect to the East Hampshire settlements. Appendix E includes results for East Hampshire settlements from this accessibility mapping exercise.
19. Once a distance threshold for living locally has been determined, this should be used to identify a buffer area on an O.S. map base around the key services and facilities of:
 - Town, district and local centres (as identified in JCS Policy CP8)
 - Primary schools
 - Mainline railway stations
20. The above are key services and facilities that may be accessed on a daily basis by significant numbers of local residents. Where buffer areas surrounding them overlap and include residential areas, the result will in theory represent an urban area where residents are within walkable distance of these services and facilities. This area may therefore define a 20-minute neighbourhood, being an area within which linked trips between multiple key services and facilities could be made over walkable or cyclable distances.
21. Areas for 20-minute neighbourhoods can therefore be defined for settlements in East Hampshire using an acceptable threshold distance, applying this to create buffers on an O.S. map base for key services and facilities. Town, district and local centres are particularly important for this purpose, because they contain multiple destinations (retail, service and employment opportunities), whereas small settlements and rural parts of East Hampshire often do not. Therefore, 20-minute neighbourhoods in East Hampshire are only to be defined for settlements with town, district and local centres (as identified by JCS Policy CP8).
22. Once 20-minute neighbourhoods have been identified, **Assessment Stage 3** can begin. Settlements will be ranked using a points-based scoring system, which employs a sliding scale of scores weighted in favour of the presence of services and facilities within or close to the 20-minute neighbourhoods. In this way, settlements with the greatest potential for supporting the idea of living locally will receive the highest scores and will be ranked the highest in the emerging settlement hierarchy. The following table provides details on the scoring and weighting attributed to different services and facilities.

Facility/Service	Points & Weightings	Justification (see after table for definition of principles)
Community halls	Maximum of 1 if within 20-min Neighbourhood area (1200m on foot/bike)	Principle 3
Youth or social clubs	Maximum of 1 if within 20-min Neighbourhood area (1200m on foot/bike)	Principle 3
Places of worship	Maximum of 1 if within 20-min Neighbourhood area (1200m on foot/bike)	Principle 3
Creches or day nurseries	Maximum of 1 if within 20-min Neighbourhood area (1200m on foot/bike)	Principle 3
Libraries	Maximum of 1 if within 20-min Neighbourhood area (1200m on foot/bike)	Principle 3
Mainline railway stations	Maximum of 2 if within 20-min Neighbourhood area (1200m on foot/bike) 1 point scored if within 1600m (1 mile) or within settlement	Principles 1 & 4
Bus service	Maximum of 2 if hourly bus service up to 7 days a week stops within 20-min Neighbourhood area 1 point scored if bus service of at least 3 services per day stops within settlement	Principles 1, 2 & 4
Pubs	Maximum of 1 if within 20-min Neighbourhood area (1200m on foot/bike)	Principle 3
Convenience stores	Maximum of 2 if multiple small convenience stores (more than one) within 20-min Neighbourhood area 1 point scored if at least one small convenience store only within settlement	Principle 1
Comparison stores	Maximum of 2 if multiple comparison stores (more than one) within 20-min Neighbourhood area	Principles 2 & 4

Facility/Service	Points & Weightings	Justification (see after table for definition of principles)
	1 point scored if at least one comparison store only within settlement	
Supermarkets	Maximum of 2 for at least one supermarket of more than 500sq.m gross retail floorspace within 20-min Neighbourhood area 1 point scored if at least one supermarket of more than 500sq.m gross retail floorspace only within 1 mile (1600m)	Principles 2 & 4
Post offices	Maximum of 2 if within 20-min Neighbourhood area 1 point scored if only within settlement	Principles 1 & 4
Cafes	Maximum of 1 if within 20-min Neighbourhood area (1200m on foot/bike)	Principle 3
Restaurants	Maximum of 1 if within 20-min Neighbourhood area (1200m on foot/bike)	Principle 3
Leisure centres or indoor sports facilities	Maximum of 2 if within 20-min Neighbourhood area 1 point scored if only within settlement	Principles 2 & 4
Outdoor sports pitches	Maximum of 1 if within 20-min Neighbourhood area (1200m on foot/bike)	Principle 3
GP surgeries	Maximum of 1 if within 20-min Neighbourhood area (1200m on foot/bike)	Principle 3
Dentists	Maximum of 1 if within 20-min Neighbourhood area (1200m on foot/bike)	Principle 3
Pharmacies	Maximum of 1 if within 20-min Neighbourhood area (1200m on foot/bike)	Principle 3
Primary Schools	Maximum of 2 if within 20-min Neighbourhood area 1 point scored if only within settlement	Principles 1 & 4

Facility/Service	Points & Weightings	Justification (see after table for definition of principles)
Secondary Schools	Maximum of 2 if within 20-min Neighbourhood area 1 point scored if only within settlement	Principles 2 & 4
Employment Clusters	Maximum of 2 if within 20-minute Neighbourhood area 1 point scored if only within 1 mile (1600m)	Principles 2 & 4

23. The principles underpinning the above scorings and weightings are as follows:

1. The presence of **key services**, which are likely to be accessed by many people on a daily basis and thus have a greater impact on reducing the need to travel by less sustainable modes, **should receive high scores**.
2. **Other services** which are typically found in **larger settlements** and may be **accessed on a daily or weekly basis** – and which might therefore be accessed by a relatively large number of people by sustainable modes of transport – **should also receive higher scores** than services which may be accessed less frequently.
3. **Services** which may be **widely distributed or infrequently accessed should receive relatively low scores**, because the presence of these services is likely to have less impact on reducing the need to travel for service users.
4. **Accessibility to key and other important services should be taken into account.** ‘Accessibility’ is construed in terms of the concept of 20-minute neighbourhoods. **Scores should be higher when facilities and services are within defined 20-minute neighbourhood areas.** No score should be given for when services and facilities are not within a settlement, as these are likely to have poor accessibility by foot or bicycle.

24. The distribution of the scores for individual settlements should be used to identify appropriate groupings of settlements, which would constitute tiers in the revised settlement hierarchy. Settlements with scores that are similar in value should be grouped together and the boundaries between tiers in the revised hierarchy should be defined to ensure that clear differences in scoring are respected.

End of Appendix C.

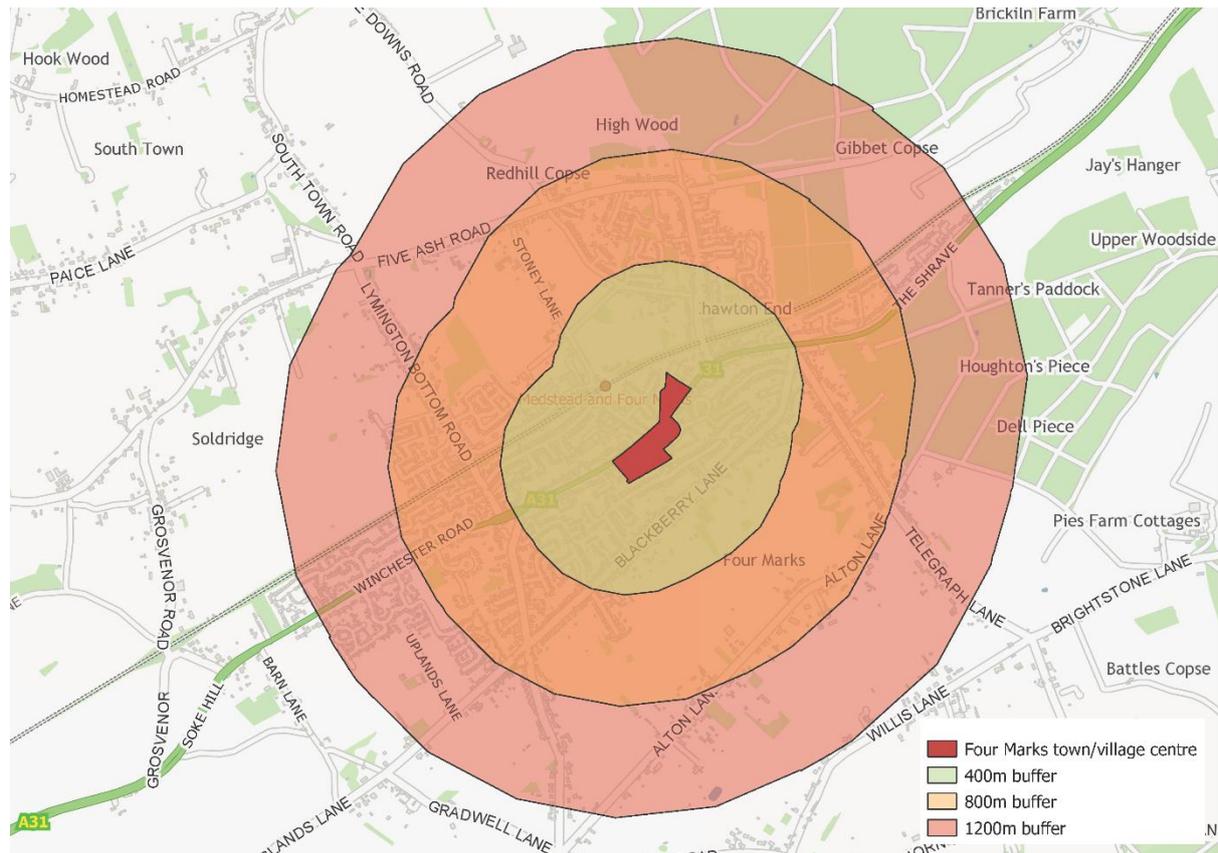
Appendix D: Scoring of East Hampshire Settlements (Outside of the South Downs National Park)

	Alton	Whitehill & Bordon	Liphook	Horndean	Grayshott	Holybourne	Rowlands Castle	Clanfield	Four Marks & South Medstead	Headley	Lovedean	Lindford	Bentley	Kingsley	Medstead	Ropley	Catherington	Headley Down	Arford	Bramshott	Holt Pound	Ropley Dean	Passfield Common	Bentley Station	Upper Froyle	Bentworth	Beech	Griggs Green	Lower Froyle	Oakhanger	Shalden	Upper Wield	Lasham			
Community halls	1	1	1	1	1	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0		
Youth or social clubs	1	1	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Places of worship	1	1	1	1	1	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Creches or day nurseries	1	1	1	1	1	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Libraries	1	1	1	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Mainline railway stations	2	0	2	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	
Bus service	2	2	2	2	2	0	1	2	2	2	0	2	2	2	0	2	0	2	0	0	2	2	0	0	0	0	0	0	0	0	2	0	0	0	0	
Pubs	1	1	1	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Convenience stores	2	2	2	2	2	1	1	2	2	1	0	1	1	0	1	1	0	1	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0
Comparison stores	2	2	2	2	2	0	1	2	2	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Supermarkets	2	2	2	2	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Post offices	2	2	2	2	2	1	1	1	2	0	0	1	0	1	1	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Cafes	1	1	1	1	1	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Restaurants	1	1	1	1	1	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Leisure centres or indoor sports facilities	2	2	2	0	0	0	0	2	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Outdoor sports pitches	1	1	1	1	1	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
GP surgeries	1	1	1	1	1	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Dentists	1	1	1	0	1	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Pharmacies	1	1	1	1	0	0	0	1	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Primary schools	2	2	2	2	2	1	1	2	0	1	0	0	1	1	1	1	1	0	0	0	1	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0
Secondary schools	2	2	2	2	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Employment clusters	2	2	2	2	0	1	0	0	2	0	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
SETTLEMENT HEIRARCHY SCORE	32	30	32	25	21	7	6	18	19	5	0	4	4	4	3	4	1	4	0	3	3	2	1	1	0	1	0	0	0	2	0	0	0	0		

Appendix E: Accessibility Mapping & 20-Minute Neighbourhood Areas

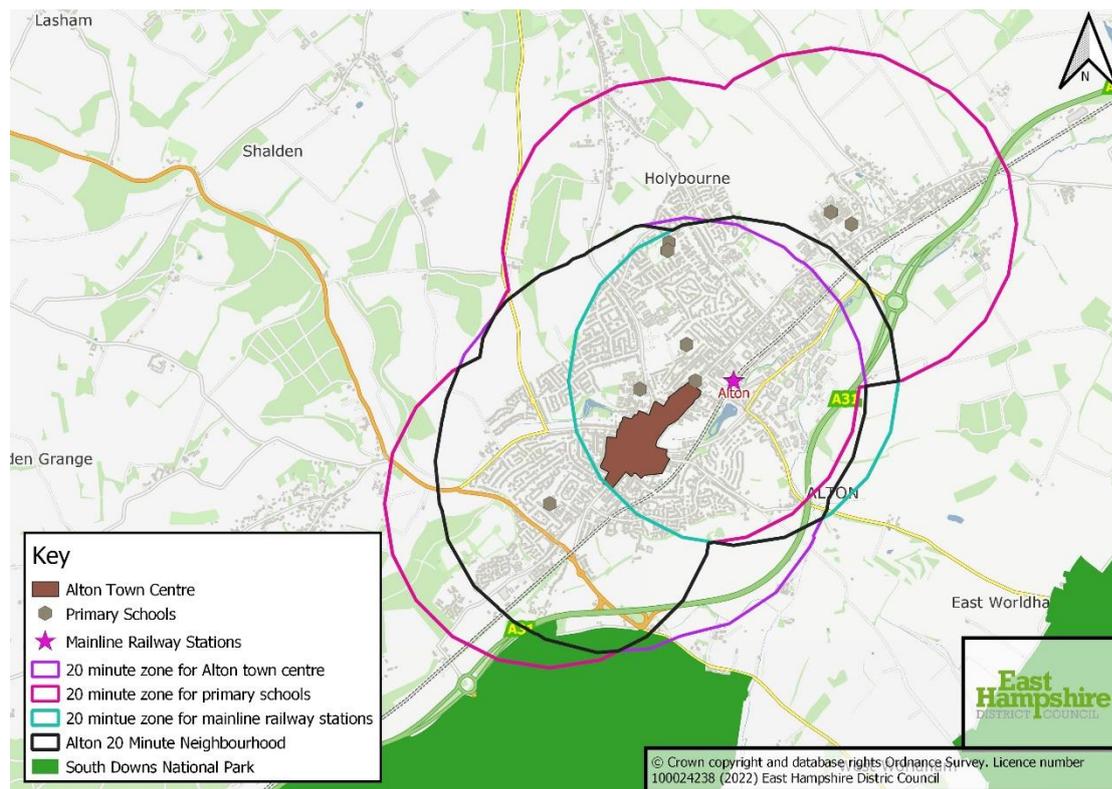
1. Map 1 is an example of the accessibility mapping work to identify a distance threshold for defining 20-minute neighbourhoods in the East Hampshire context. The map shows three buffers at 400m intervals, with each 400m increment corresponding to a theoretical five-minute walking distance. Maps such as this were produced to understand the different implications of establishing 20-minute neighbourhood areas based on certain distances.

Map 1: Accessibility Mapping with respect to Fours Marks Local Centre



2. Maps 2-9 show the 20-minute neighbourhood areas that have been defined in EHDC's planning area based on the interaction (i.e. overlapping) of 1200m buffers for the key services and facilities: town, district and local centres; primary schools; and mainline railway stations. Other settlements within the planning area do not contain 20-minute neighbourhood areas as they are without defined town, district or local centres (as specified by Policy CP8 of the JCS), which are considered essential. Also shown are individual "20-minute zones" (i.e. 1,200m buffers) associated with the town, district and local centres; primary schools; and mainline railway stations. The 20-minute neighbourhood areas are the regions where these 20-minute zones overlap (if and only if one of these zones is for a town, district or local centre).

Map 2: Alton 20-minute Neighbourhood Area



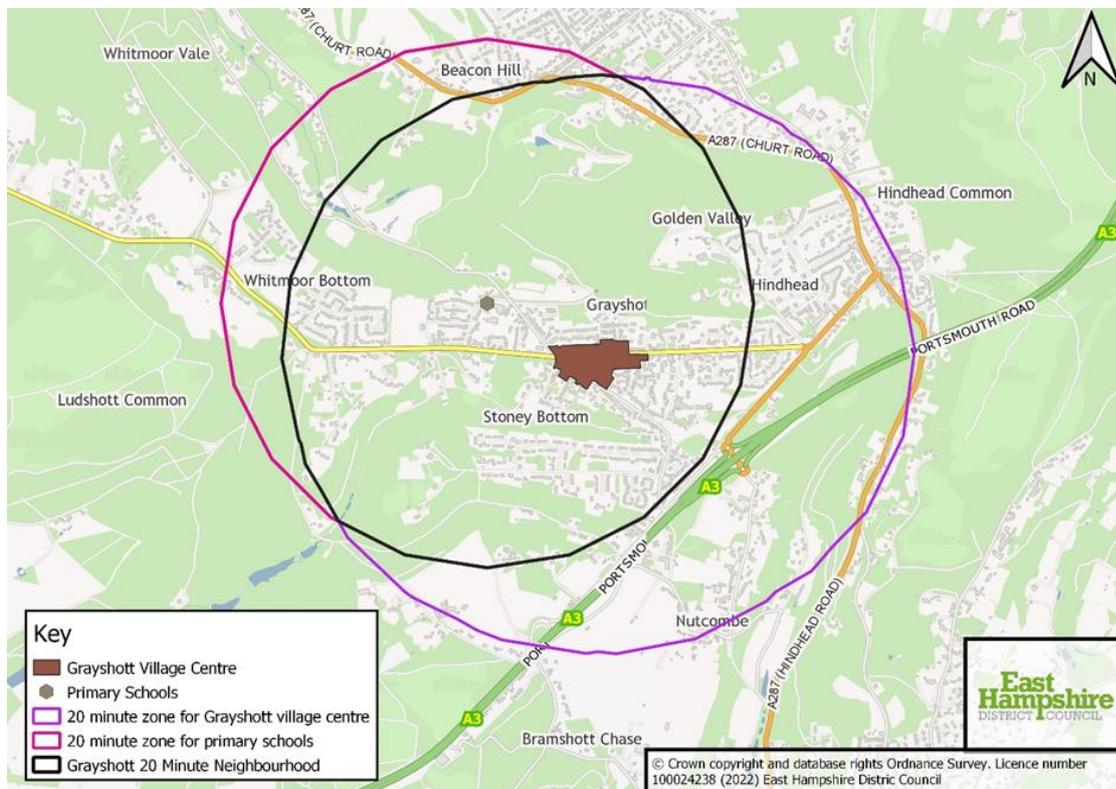
Map 3: Clanfield 20-Minute Neighbourhood Area



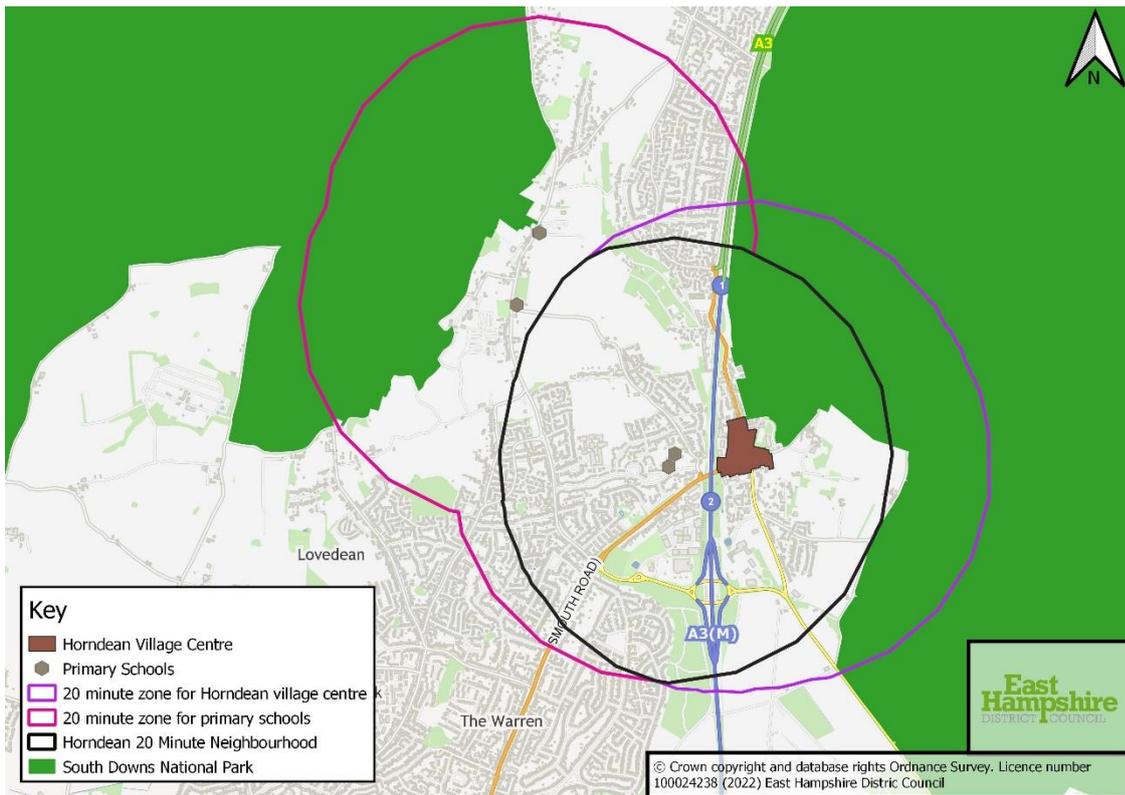
Map 4: Four Marks & South Medstead 20-Minute Neighbourhood Area



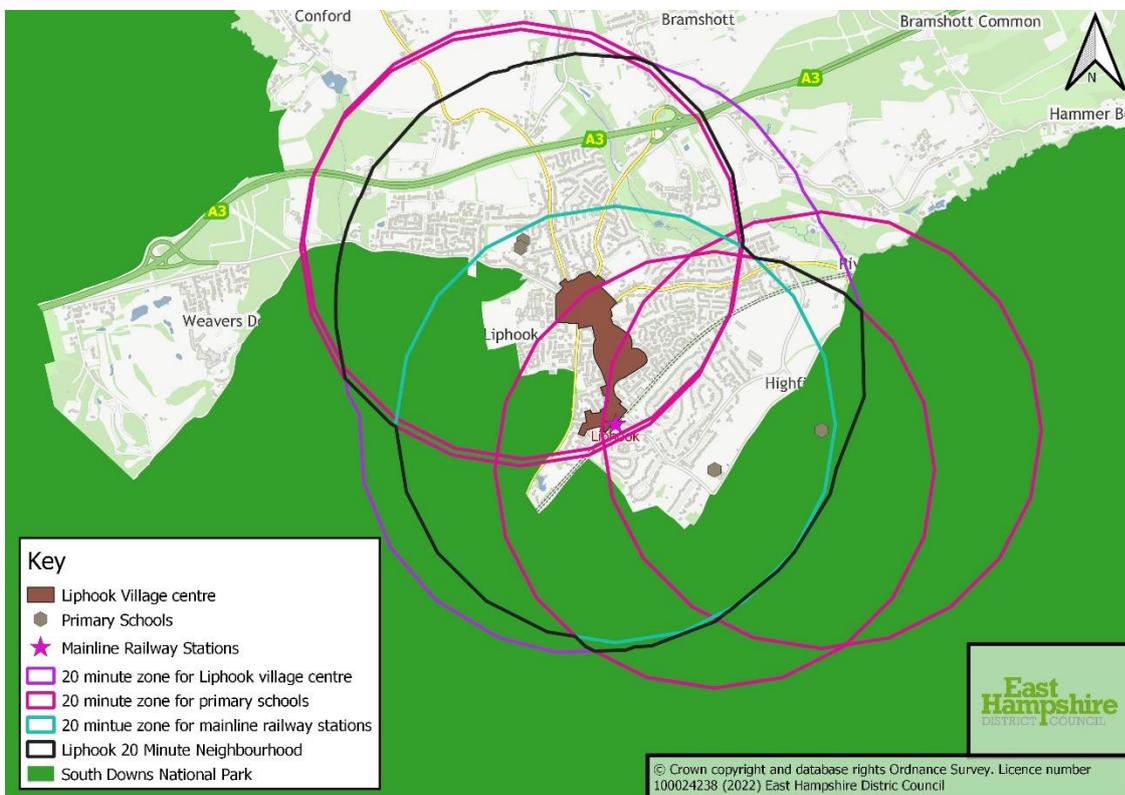
Map 5: Grayshott 20-Minute Neighbourhood Area



Map 6: Horndean 20-Minute Neighbourhood Area



Map 7: Liphook 20-Minute Neighbourhood Area



Map 8: Whitehill & Bordon 20-Minute Neighbourhood Area

