



**Harper Adams  
University**

A Thesis Submitted for the Degree of Doctor of Philosophy at  
Harper Adams University

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Assessing rural sustainable housing development:  
In Shropshire and Herefordshire

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## **Glossary**

AMR	Authority Monitoring Report
AONB	Area of Outstanding Natural Beauty
CoU	Change of Use
CPRE	Campaign for the Protection of Rural England
DCLG	Department for Communities and Local Government
DEFRA	Department for Environment, Food and Rural Affairs
EU	European Union
FAO	Food and Agriculture Organisation
IMD	Indices of Multiple Deprivation
LA21	Local Agenda 21
LDF	Local Development Framework
LGIU	Local Government Information Unit
LPA	Local Planning Authority
MHCLG	Ministry of Housing Communities and Local Government
NIMBY	Not In My Back Yard
NPPF	National Planning Policy Framework
OAN	Objectively Assessed Need
ODPM	Office of the Deputy Prime Minister
ONS	Office of National Statistics
OS	Ordnance Survey
PDL	Previously Developed Land
PPG	Planning Policy Guideline
PPS	Planning Policy Statement
RSS	Regional Spatial Strategy
SAMDev	Site Allocation and Management of Development
SDI	Sustainable Development Indicator
SPSS	Statistical Package for the Social Sciences
SSSI	Sites of Special Scientific Interest
TCPA	Town and Country Planning Act
UK	United Kingdom
UNCED	United Nations Conference on Environment and Development
UNDESA	United Nations Department of Economic and Social Affairs
UNECE	United Nations Economic Commission for Europe
USA	United States of America
WCED	World Commission on Environment and Development

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## **Abstract**

The promotion and inclusion of Sustainable Development has been a primary consideration for many western economies over the last 35-40 years. In the United Kingdom, the Town and Country Planning system has been charged with delivering the spatial elements of sustainable development. The question is, how successful has the planning system been in achieving this?

Using rural housing development as an example, this research has focused its investigations using mixed methods of quantitative and qualitative analysis, to provide assessments of how sustainability is pursued by Local Planning Authorities (LPAs). The research covers the period between 2007 and 2017 to enable investigation of LPA decisions over a ten year period. It involved detailed investigation of secondary data from 4,094 planning applications across eight case study parishes in two LPA areas, and obtaining primary data from street based surveys and Focus Groups in the same parishes.

This research sought to establish if housing targets set in LPA Development Plans are being met, how changes in national planning policy has influenced decision making, the extent to which sustainability considerations have influenced decision making and, to what extent the making of Neighbourhood Plans has impacted upon decisions relating to rural housing development.

The research has concluded that although LPAs have largely adhered to local planning policy, housing targets have only been achieved in the last years of study 2016/17. In the case study parishes the majority of approved and refused planning applications were for single dwellings, with sustainability considerations dominating the reasons quoted in decisions from Planning Officer and Committee reports.

The results indicate that some extra levels of community cohesion has taken place where Neighbourhood Plans exist, but insufficient evidence has been found to confirm that Neighbourhood Plans have realised a discernible difference, in other aspects of development.

## **1.0 Introduction**

The United Kingdom has operated a 'Planning System' for more than 70 years, with a view to ensuring that the right development occurs in the right place at the right time (DCLG, 2012a). This has meant that since 1947 'development' has required consent from the Planning Authority (normally the Local or Borough Council), and since 1991 such decisions are to be made in accordance with the policies contained in the 'Development Plan'. Furthermore, for the last 30 years the Planning System in England has been used as a tool to deliver the spatial aspects of sustainable development, with both national and local planning policy and decision making increasingly focusing on how best to achieve this aim. In 2012 this resulted in a national policy of a 'presumption in favour of sustainable development' but one of the issues that has arisen has been, what might this look like in the context of rural housing decisions.

This research concentrated on examining and assessing one aspect of sustainability in England, which was planning for present and future rural housing development in two case study LPAs, in an attempt to highlight whether rural housing development is delivering sustainable development.

### **1.1 Defining sustainable development**

To 'sustain' is to keep something at its present level; sustainability is to maintain something at a required level and it is widely accepted that the concept and ethics of 'Sustainable Development' being quoted by the 'Brundtland Commission' statement as "Development which meets the needs of the present without compromising the ability of future generations to meet their own needs" (WCED, 1987 p.43), and is of Global importance towards the protection of the natural environment.

The United Nations Conference on Environment & Development (UNCED) 'Earth Summit' held in Rio de Janeiro in 1992, issued an agenda towards achieving sustainable development for the 21<sup>st</sup> century commonly referred to as Local Agenda 21 (LA21). This agenda provided a link between protecting the environment and enabling development by introducing an action plan of twenty seven principles of sustainable development and policies. The purpose of these principles and policies were to balance environmental protection with social and economic concerns (Baker 2006), resulting in a total of 178 governments worldwide signed up to this non-binding action plan agreement. However, LA21 recognised that achieving sustainable development cannot be obtained by Governments acting alone and will require changes occurring to both political ideologies and peoples differing principles, values and philosophies. Therefore it is necessary to

engage in a participatory approach between people and local communities (Scott, 1999; Evans *et al.*, 2006) whereby policy progression is achievable by increasing political engagement by both parties. Such progression is in line with section 3 of LA21 as recognised by Evans *et al.* (2006) as being considered to be the instrumental force for enabling change within communities, by participation and co-operation with local authorities. Because local authorities construct, operate and maintain the economic, social and environmental infrastructure they achieve this by overseeing the planning processes and establishing local environmental policies and regulations, which assist in implementing national and subnational environmental policies Evans *et al.* (2006). The World Bank (2017) defines these levels of infrastructures and policies as the fundamentals of good governance, which is the process where an interaction of policies and sets of formal and informal rules shape power. As local authorities are the level of governance closest to the people, they play a vital role in educating, mobilising and responding to the public promoting sustainable development.

It is widely accepted (Dominski *et al.*, 1992; Bell and Morse, 2008; Singh *et al.*, 2009) to name just a few authors, that the three main categories which make up the ethos of sustainable development are social, economic and environmental considerations (See Fig.1). By developing policies which concentrate on both present and future needs, will enhance sustainable development by incorporating these three considerations combined with local community involvement. It is this combined involvement which has the potential, to more positively embrace the changes in governance and decision making processes (Evans *et al.* 2006), which is necessary in achieving sustainable development by re-enforcing LA21's sustainability goal of 'Thinking globally acting locally' a phrase attributed to Patrick Geddes (1915).

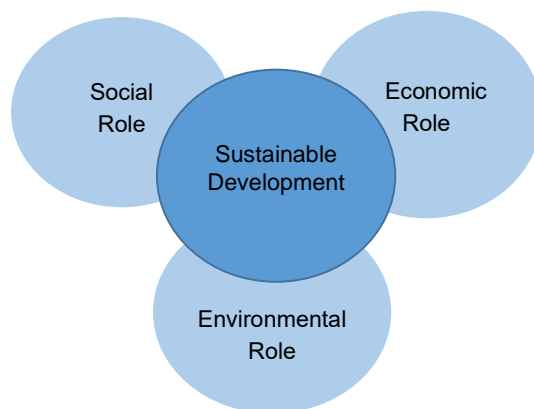


Fig. 1.1 Venn diagram showing converging considerations of Sustainable Development

Source: Adapted from (Postnote 408, 2012)

In the United Kingdom (UK), sustainable development has been a resilient policy goal by a succession of governments since the 1990's (Cowell, 2013) and one of the first nations to produce a sustainable development strategy (UNECE/OECD, 2008). It is by incorporating sustainability and sustainable development objectives into their conceptual framework that the planning system in the UK has reduced the environmental impact of development schemes underpinned by European Union (EU) requirements (Galland, 2012).

## **1.2 Localism and Planning**

The Westminster government introduced 'The Localism Act' in 2011 in England, with the aim of giving local communities the opportunity to become more actively involved in their local planning and decision making processes. Providing this opportunity of increased local empowerment was intended to facilitate communities in being able to apply for, create and adopt a Neighbourhood Plan which although is not mandatory, does form part of an LPA's 'Development Plan' which is a mandatory legal requirement.

The following year 2012, the National Planning Policy Framework (NPPF) was issued setting out the government's planning policies for England, and provided a guideline of how these policies were expected to be applied. The NPPF stated that the purpose of the planning system was to contribute to the achievement of sustainable development and undertake a duty to co-operate. Furthermore that planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account to reflect the character, needs and opportunities of each area (DCLG, 2012a). It is the social, economic and environmental considerations as exemplified by LA21, which forms a 'Golden Thread' running through the NPPF, operating under a presumption in favour of sustainable development. Section 158 of the NPPF states that, "LPAs should ensure that their local or development plan is based on adequate, viable and deliverable up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area" (DCLG, 2012a).

A key aspect of an LPA's development plan is the sustainable allocation of suitable land for housing, in relation to the projected number of new dwellings required over the plan period. This raises a question of, to what extent does a parish's Neighbourhood Plan assist or make added contributions towards fulfilling the vision of an LPA in achieving sustainable rural development?

In relation to planning and delivery for present and future housing requirements (as the NPPF does not identify a means of LPAs obtaining proof of deliverable sustainability), this



raises a further question of, what methods of monitoring or measurement do LPAs employ to determine if sustainability is actually viable and being achieved?

To answer these questions this research provides an insight into the National projections of additional housing requirements, which are based on projected future population growth supplied by the Office of National Statistics (ONS) and to compare these with LPA housing targets geared to Objectively Assessed Needs (OAN), based on local knowledge. It also provides indications of differences between communities with a Neighbourhood Plan in place and those without, and the efficacy of Neighbourhood Plan's contribution towards delivering sustainable rural housing development.

Extensive investigation of the case study LPA's publications for this research, revealed that there are no compilations of data sets readily available for public perusal appertaining to the number or type of collective planning applications. What is available however, are the reasons for ensuing decisions awarded against planning refusals, and where planning approvals have been made, their imposed conditions and invariably an indication of how the decisions taken are geared towards achieving sustainable housing development. At this juncture there is a limited amount of readily available publications known to the author, of similar projects or investigations to this study, in appropriate journals or published papers in order to make comparisons with. In light of these apparent absences, this study pragmatically provides an opportunity to act as either an instigative platform from which the research area may be launched, or act as a comparative reference for any subsequent research programs.

If we accept that LPAs align their decision making processes in the context of a 'presumption in favour of sustainable development'; then this research seeks to explore whether when making decisions on housing development, not only the sustainability of the location and scale of the development is considered, but also if there is a consistent approach in the decision making processes. It also identifies the predominant material considerations and both national and local planning policies which are quoted when LPAs address housing planning applications, contributing towards achieving the sustainability in rural housing development whilst adhering to national planning policies.

Over the last 30 years there has been a substantial amount of literature produced on the concept of sustainability, predominantly focusing on global economic issues and their prevailing consequences. There has also been considerable literature made available on the effectiveness of the planning system, with the changing roles of controlling governments and their political persuasions. Latterly there has been an increasing amount of writings dedicated to the potential contributions or restrictions of having a collective NPPF, and the prevailing policies which control housing requirements and urban regeneration. There is

also an increasing amount of study focusing on people's perceptions of the government *per se*, and their observations on the planning system. By contrast there appears to be a lack of empirical research and publication, focusing on the efficacy of rural community's embracing the increased amount of purported autonomy available as a result of adopting a NP. Linked to opportunities of increases community autonomy, there also appears to be a lack of publication investigating the opinions and views on topics such as local governance, housing growth, residents' personal satisfaction levels in local political and planning systems or community spirit and well-being.

Data regarding rural parishes in England is often not clearly visible publically in data returns and planning monitoring report systems, in respect of the delivery of levels of additional dwellings. Therefore rural parishes and their individual contributions towards LPAs achieving sustainable development cannot be fully recognised or appreciated. LPAs appear to focus their attention on contributions made by urban incentives, and where rural data is stated it is based on predominantly Market Towns and Key Centres within the LPA's domain.

This situation presents an ideal opportunity to make new contributions to knowledge; by carrying out a pragmatic research programme to provide an insight into how governance, planning policy and procedures for the supply of additional dwellings can impact upon the sustainability of rural communities, their residents and upon individual's sense of well-being in the community.

Although this research was carried out in parishes situated in England, it is envisaged that the process could be replicated globally in any rural community, albeit that minor adjustments may be necessary to accommodate localised considerations.

The aim of this research was achieved by the investigation of three major component parts; firstly by ascertaining targets and recommendations set in place for additional residential dwellings, within two case study counties Shropshire and Herefordshire, and eight parishes from within these counties. Secondly determining how LPAs within these counties apply national and local planning policies, and sustainability practices, when processing planning applications for both approvals and refusals. Thirdly by conducting a survey within the eight case study parishes, to obtain a sample of the residents' perceptions of the planning system, the rate and scale of local housing development and individuals sense of place, contentment and well-being within the community.

Development of anything is invariably as a result of accepting that there is a need or requirement of a desired improvement, replacement of or the sustainment of a situation, process or product. Therefore it is necessary to have a plan or strategy in place, which determines how to implement the development. There is also the need of some methods of

measuring the successes and effectiveness of any implemented changes, or having an auxiliary or back up plan, to counteract any pitfalls or ineffectiveness of the development.

Historically in decision making, planning and management techniques, the concept of 'satisficing' popularised by Simon (1947), which was achieving an acceptable threshold of return, or the tendency to select the first option that meets a given need or most needs. Conversely in the same era a differing concept of not accepting the first available threshold, but engaging to strive for 'continuous improvement' being ultimately more effective consistent and sustainable, was introduced by Deming (1947). Deming's cyclic continuous improvement concept utilises a step by step process (in bite size chunks, rather than trying to tackle the whole problem), by having adequate plans and strategies set in place to achieve an ongoing and sustainable conclusion, rather than Simon's acceptance of the first satisfactory result. The full cyclic process covers four elements or continuing stages, to either understand a known or perceived problem, or provide a means of administering towards a recognised goal. The four elements being, *Plan*: Establish the objectives and processes necessary to deliver results in accordance with set policies. *Do*: Implement the process. *Check*: Monitor and measure process against policy, objectives, targets and other requirements, and report the results. *Act*: Take appropriate actions to continually improve performance, which is practicable and sustainable.

Whether a short term fix or solution to a problem such as Simon's approach, or invoking a sense of continuum as in Deming's, where sustainability is the key, depends entirely on the situation at hand. It is reasonable to assume that marrying development and sustainability will require having adequate plans and strategies set in place to accommodate both present and future needs, albeit presuming that those future needs should match or be perceived to align with those of the present. A popular phrase which is in the first instance attributed to Benjamin Franklin (1791) is 'Failing to plan, is planning to fail.'

### **1.3 Research Aim and Questions**

The aim of this research was to investigate the extent to which LPA decisions on rural housing applications can be considered sustainable. Although the research focused on LPA's in England, it is envisaged that the concepts may also be applied to similar scenarios globally.

The two most pertinent questions arising from this investigation and research are:-

'When planning applications for additional residential dwellings are submitted, how do LPAs utilise planning policies which can contribute towards achieving sustainability, in rural housing development through their decision making processes?'

'In respect of applications for additional residential dwellings and the resultant commitments tenure, how do parishes which have adopted a Neighbourhood Plan differ from those which have not?'

### **1.4 Research Objectives**

The following four objectives were addressed:

1.4.1 Objective 1: To investigate the extent to which housing targets are being met pre and post publication of the NPPF.

By determining the number of additional residential dwellings committed from approved planning application data, the extent to which identified housing requirements are being can be established.

1.4.2 Objective 2: To identify the extent to which the National and Local planning policies are taken into account by LPAs in their decision making processes, when assessing the sustainability aspects of proposed additional residential developments.

By examining how LPA's identify the potential impacts which additional housing can have on rural communities, in their existing and future environs will highlight whether planning policies and practices are actually sympathetic towards achieving sustainable rural housing development.

1.4.3 Objective 3: To determine if both proposed and actual development has impacted on resident's personal sense of well-being and sustainability within the community

In order to obtain residents perceptions and views of the planning system, the rate and location of housing development in the community, Focus Groups and Street Surveys were utilised to ascertain levels of individual's willingness and involvement towards development within their own community.

1.4.4. To identify the extent to which Neighbourhood Plans have impacted upon the sustainability of the Parish.

By drawing comparisons between the number of planning applications, refusals and approvals for housing development post Localism, it has been possible to ascertain if the adoption of a Neighbourhood Plan has helped deliver additional housing and supported a greater sense of well-being and sustainability in the community.

## **1.5 Chaptered structure of research**

Chapter one gives a background into how sustainable development is incorporated into the current national planning system in England, together with some of the opportunities and restrictions which are encountered from more localised public involvement through Neighbourhood Planning.

The following chapters are thematically arranged to enable distinction of subject and study areas. Chapter two is a literary review on the concept and philosophy of sustainable development and methods of its measurability and to explore and identify the application and delivery of sustainable practices. This chapter provides a background of the timeline to post-World War II global perspectives on planning for housing development in the UK. It identifies the governmental changes in planning policy occurring in England and how this has altered levels of an LPA's hierarchical status and autonomy. The review also examines how these changing roles can influence levels and methods of local empowerment within rural communities, the primary example being the introduction of the 'Localism' agenda. The concluding part of the review focuses upon people, and how their personal values and aspirations can help shape their communities, through knowledge and willingness to participate in planning for themselves and the future of their community.

Chapter three is a breakdown of the mixed methods employed in the research and the reasons for their employment, statements are included of ethical compliance relating to those methods.

Chapter four introduces the two case study LPAs and the eight sample parishes, providing individual cameos, maps and demographics for each.

Chapter five, in the first of the research results chapters both qualitative information and quantitative data as a result of mixed methods are presented. The qualitative element of investigation is how LPAs demonstrate their 'Mission and Vision' of local housing policy e.g. fewer land allocations for housing in smaller villages through their OANs. This was achieved by the identification of the reasons and methods of determining additional housing targets, with the use of indicators for monitoring purposes. The quantitative element drew upon secondary data, obtained from LPA databases providing the numbers of new build and conversion to dwellings, as a result of planning application approvals, and comparing these figures against set housing development targets. This chapter concludes with investigation into the potential amount of additional dwellings, which could have materialised had there not been stringent and enforceable planning restrictions, policies or guidelines in place. The use of targets and indicators by planning departments to determine if sustainable development is being achieved, from an ontological perspective may be considered as being post-positivist, in that we can trust in their use objectively. The use of targets and indicators alone to determine if sustainable development is being achieved, can be observed under an epistemological concept of critical realism, whereby we accept the truth that sustainability can be measured by targets being met, but we believe that there are alternative methods which are open to differing perspectives and interpretation.

Chapter six, the second of the results chapters investigates the reasons behind planning application refusals and the conditions applied to planning approvals, by examination of Planning Officer and Committee reports. The results presented determine if differing trends exist for pre and post NPPF in respect of planning policy, material considerations and planning conditions and how these three aspects contribute towards national sustainability guidelines and county core strategy objectives.

Chapter seven is the final results chapter which summarises responses from two sources of investigation.

- Small Focus Group discussions in one Neighbourhood Plan parish from each case study county were undertaken, to gain public opinion and general perceptions of the planning system and ascertain if having a Neighbourhood Plan has made any discernible difference to their community.
- A street survey was undertaken at each of the eight case study parishes conducted on both a weekday and Saturday, in order to capture a potential differing and divergent audience. A separate feature of the survey was undertaken with personnel within the retail and service outlets within the parishes. The rationale for this course of enquiry was

instigated by the realisation and recognition that retail and service outlets can help to provide an economic foundation for the continuity of a community and its infrastructure. Unfortunately, retail personnel are rarely included in street surveys, therefore their opinions are often missed or overlooked. Although the retail survey was specifically designed to capture a differing set of data, it also included the same questions as the street survey, which enabled a comparison of responses to be drawn between parishes with retail outlets and parishes which predominantly have limited retail and service provision. The results of the surveys and focus groups provided an insight into the perceptions that residents have about their own community, the rate and type of new housing being built and their views on local planning systems together with an indication of their personal sense of well-being living within the community.

Chapter eight assesses the research in its entirety and draws conclusive recognition on the successes and critically analyses its limitations.

## Chapter 2 Background and Literature Review

### 2.1 Sustainable Development

It is more than 30 years since the World Commission on Environment and Development (WCED) published its report 'Our Common Future'

This report was issued at a time when there was an increasing international recognition that there was a global need to balance our economic, social and environmental systems. Industrialisation had very much brought with it the idea that progress equated to economic growth and development but the benefits were not being reaped by all, with an increasing gap between rich and poor and the exploitation of natural resources brought with it unprecedented degradation of the natural environment. Following on from the Brundtland Report was the United Nations Conference on Environment and Development (UNCED) held in Rio in 1992 (the Earth Summit) at which 178 states agreed to the Rio Declaration on Environment and Development, a key part of which was a need to 'think globally and act locally' and rethink economic growth, advance social equity and ensure environmental protection by signing up to the Agenda 21 agreement.

Promoting sustainable land-use planning and management was covered in Chapter 7 section 3 of Local Agenda 21, with item 55 stating that each Government will decide how aspirational and global targets should be incorporated in national planning processes, policies and strategies. Since 1992 the United Nations (UN) have produced Millennium Development Goals (2000) and more recently in 2015, the subject of sustainable land use and housing was re-iterated by the Division for Sustainable Development Goals in 2015 in the United Nations Department of Economic and Social Affairs (UNDESA). These goals have had mixed success but have led to governments considering how their policies and legislation can be used to help move towards a more sustainable approach to development. For example, Goal number 11 is "To make cities and human settlements inclusive, safe, resilient and sustainable".

It is widely accepted that Sustainable Development has three main role elements: Social, Economic and Environmental (Dominski *et al.*, 1992; Bell and Morse, 2008; Singh *et al.*, 2009) these roles should not be undertaken in isolation because they are mutually dependent (DCLG, 2012a). Their purpose and ethos are:-

- A Social role: To support strong, vibrant and healthy communities by providing the supply of housing required to meet the needs of present and future generations
- An Economic role: Contributing to building a strong, responsive and competitive economy by ensuring that sufficient land of the right type is available in the right place, at the right time to support growth and innovation.



- An Environmental role: Contributing to protecting and enhancing our natural built and historic environment by improving biodiversity and using natural resources prudently, in order to minimise waste and pollution.

The planning system should play an active role in guiding development to sustainable solutions by actively supporting these roles (DCLG, 2012a Par.8).

Mcloughlin (1969) describes the planning role as anticipating changes through forecasting and modelling in a holistic way and delivering plans accordingly. Senbel (2013) concurs with the concept of adopting holism in the planning process but also proposes that planners often lack the ability to influence decisions on sustainability issues, because of their limited financial capital as a result of political restraints. The 'General Systems Theory,' introduced by Bertalanffy (1951) emphasises the importance of taking a holistic approach, or looking at the wider picture whilst examining a problematic scenario or object study, rather than taking a reductionist stance of concentrating on one aspect only. Measuring an individual component within a single system may have merit in its own right, achieving a realistic means of overall measurement of interactions between systems, may be far more difficult to ascertain and understand. Economic growth can secure higher social and environmental standards and well-designed buildings and places can improve the lives of people and communities. Therefore, to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system (DCLG, 2012a).

### **2.1.1 Measuring sustainability and the use of Indicators**

Accepting that the ethos of sustainable development is 'development that meets the needs of the present, without compromising the ability of future generations to meet their own needs' and although we perceive various practices in attaining sustainability, this raises many questions. Two of these questions which are pertinent to this research are, how is the planning system expected to deliver it and how do we know when expected levels of sustainability are being achieved?

Attempting to measure sustainability is a complex and difficult task as recognised by a report of the Joint UNECE/OECD/Eurostat Working Group of (2008), this is mainly due to the differing and divergent viewpoints of the stakeholders involved, in assessing the achievement of obtaining sustainable objectives, plans and actions. The UN has provided governments with guidance and advice on how to collate information on each of its Sustainable Development Indicators (SDIs).

As an example, in 2012 the Office of National Statistics (ONS) released the first of its annual mechanisms for testing 'National Well-being' in England, through a set of Sustainable Development Indicators (SDIs). These were designed for public consultation on 'How we are doing' and provided a measurement of 43 parameters of societal and personal perceptions on subjects such as health, education, where and how we live, finances and the environment. The data collection mechanisms are not restricted to England (as a result of devolution Scotland, Wales and Northern Ireland have their own versions). In Scotland the National Performance Framework (NPF) was introduced in 2018 under the Community Empowerment (Scotland) Act of 2015. The Welsh Well-being of Future Generations Act 2015 is an example of policy innovation designed to enhance the lives and infrastructure of both urban and rural communities. Northern Ireland has 49 supporting indicators included within their Northern Ireland Civil Service Outcome Delivery Plan of 2017.

In 2015, on behalf of DCLG, DEFRA and the Welsh Government the ONS issued a full new list of SDIs. These consisted of twelve 'Headline' or major sets of indicators, twenty three supplementary indicators and a further sixty six measures for both long and short term assessment of change. The twelve 'Headline' indicators are Economic prosperity, Long term unemployment, Poverty, Knowledge and skills, Population demographics, Debt, Pension provision, Physical infrastructure, Research and development, Environmental goods and services, Healthy life expectancy, Social capital, Social mobility in adulthood and Housing provision (ONS, 2015).

The use of indicators are increasingly being recognised as being a useful tool for policy making, and public communication in conveying information (Singh *et al.* 2009). Turcu (2013) presents that indicators show us how local conditions operate and also reflect societal attitudes, when attempting to measuring sustainability. The use of indicators is also advantageous when being used as assessment or monitoring tools, as recognised by Poveda and Young (2015), as these can offer continuing support at different stages of a planned project. The primary challenges which are encountered in the selection of SDI's and benchmarking of sustainability performance, is their identification, their classification measurement and the uniqueness encountered in the needs of each community (Poveda and Young, 2015). Gunn and Hillier (2014) propose that when making decisions, planners could be monitored and performance assessed linked to a 'risk' or failure in meeting targets whilst recognising that the target is the key consideration, rather than the outcome of the decision.

In a study by Polk (2010), a conclusion was reached that in Sweden sustainability is achieved by strategies which are determined by political edits and policies and an operational level is determined by setting targets or at least an indication of these targets being met. Universally indicators help to define the scope of relevant information and adjust

it to the appropriate scale (Perdicoulis and Glasson, 2011). There is recognition that the selection of indicators is not perfect, unique or offers any causes or effect but can provide an early warning system to prevent setbacks to plans or targets. The Town and Country Planning Association (TCPA) recognises that in Denmark, France, The Netherlands, Sweden, Switzerland and most particularly Germany, all have stronger national and local regulatory frameworks in urban and rural locations to drive innovations in design and implementation of measures to support sustainable development than in the UK (TCPA, 2016).

Indicators are valuable for pointing out where a policy may not be having the desired effect although they are not likely to reveal the cause, but in many cases the relationship between indicators and policy is very strong, with policy framework and indicators playing their part in the sustainability strategy (UNECE/OECD, 2008).

The importance of the use of indication is most beneficial when assessing a phenomenon that is not directly measurable but through a limited set of measurable parameters (Turner, 2009; Lehtonen, *et al.*, 2016). When providing a measure of a concept indicators being less directly quantifiable, can be used to state an attitude or perception of a social situation but may not reflect the whole concept concentrating only on one aspect (Bryman, 2016). As identified by Gallopin (1996) indicators can be best defined as variables that summarise or otherwise simplify, measure and communicate relevant information. Bohringer (2007) questions the use of SDIs towards actually fulfilling the requirements of measuring sustainability, as some indicators apply a stronger weighting than others, and should be specified as separate entities of economic welfare, environmental quality and social cohesion.

The role of indicators according to Counsell (1998) and the Food and Agriculture Organisation (FAO), is to quantify and aggregate data that cannot be measured and monitored in order to determine whether change is taking place. The FAO (2002) also deemed that in order to understand the process of change, the indicator needs to help decision makers also understand why change is taking place. Bell and Morse (2008) concluded that SDIs have no value in themselves; unless they are used as either a part of a learning exercise or to help influence policy or management individuals and groups will have differing perceptions of project goals and purposes (Lehtonen *et al.*, 2016), and may well have a significantly different view of what constitutes sustainability. An example of the changing role of indicators and perceptions of their use is exemplified in work by Pierce *et al.* (1996), who claim that there are only two types of indicators viable in assessing sustainability. These are 'strong sustainability indicators' which focus on ecological and environmental degradation, and 'weak sustainability' which is based on economic rates of resilience, and may not have a social influence. In this belief "the use of indicators does not

automatically imply influence, and influence does not always require use, but enables better management and control by providing robust, accurate, quantitative and unambiguous information” Lehtonen *et al.* (2016 p. 2). The authors also recognise that there is the need to improve the intrinsic quality of indicators, based on the assumption of the better the indicator, the more they will be used under three main categories.

*Descriptive* indicators of pure data without a specified intended use, *Performance* indicators which place observations on a normative scale allowing judgments to be made strengthening accountability, *Composite* indicators which draw attention to important policy issues, in a manner accessible to diverse audiences (Lehtonen *et al.* 2016). They further maintain that these three main categories of indicators cannot exist in isolation, that all three can overlap and that indicators of sustainable development societal progress and well-being are perceived as informational tools vital for sustainability governance. This concurs with the views of the FAO (2002) and UNECE/OECD (2008), in that indicators will evolve over time and should be used in conjunction with a combination of models, case studies and other means of research to point out where policies may not be having a desired effect.

Indicators need to be accompanied by new and/or existing targets, timescales or future reference points that would indicate whether we have reached unsustainable levels or potential tipping points (DEFRA, 2013), but the SDIs are not intended to be target setting mechanisms.

Indicators are invariably scored positively or negatively against set targets. Examples of which are the number of housing completions over a five year planning strategy period, the number of affordable housing completion figures or the range 1, 2, 3 and 4 bedroom dwellings being completed. (Poveda and Lipsett, 2011a; and Singh *et al.*, 2012) refer to this particular use of scoring mechanism, as Environmental and Sustainability Rating Systems (ESRS), which present the results by comparing the actual performance against pre-established thresholds or baselines, but accept and emphasise that this methodology must be viewed as still evolving. This scoring mechanism was previously recognised by the (FAO, 2002) who also conceded that there is a need for the use of indicators to adapt in order to meet changing internal and external stakeholder’s needs.

The advantages of employing the use of indicators in forecasting for future events is widely accepted (as demonstrated in the preceding paragraphs), in being an essential tool for measuring and monitoring targets and objectives. However, as an alternative to the use of forward indicators, in a study of land use in Austria, the work of Haslauer *et al.* (2016) puts forward a concept of ‘Back casting’ as a means of a planning method. Predominantly used for dealing with problems on complex and externally influenced factors, involving major trends over a long time period. The theoretical framework behind this concept is, assigning

a future scenario or target and simulating projected developments to assess the outcome of predicted milestones back to the present, based on statistical feedback.

## 2.2 Challenges in achieving rural sustainability

The definitions of what constitutes a rural area vary, but the 2011 Rural-Urban classification for Local Authority Districts in England issued by DEFRA summarises that a Local Authority is considered predominantly urban, when more than 74% of the resident population live in an urban (city or town) area. A Market Town is defined as one which has a population of between 2,000 to 20,000 people. Alternatively, rural Local Authorities have predominantly more than 50% of the resident population living in rural areas or rural-related areas, ranging from Hamlets and isolated dwellings to hub towns dependent on population size (See Fig. 2.1). The general rule of thumb being that a settlement is considered as rural if the resident population is less than ten thousand.

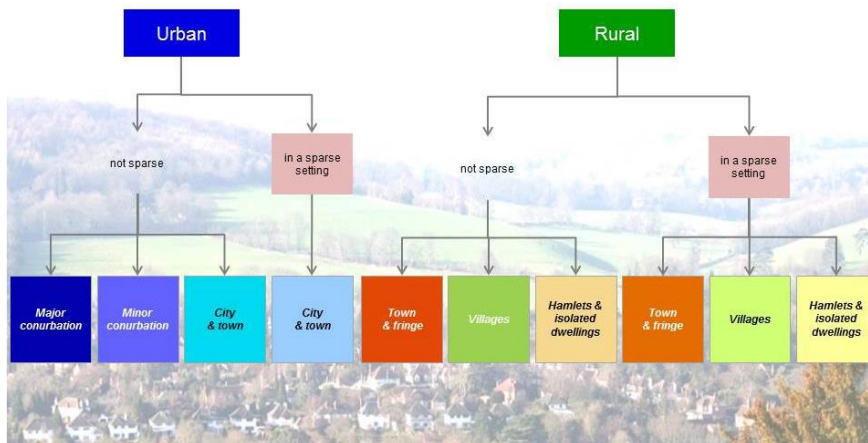


Fig. 2.1 Local Authority classification of urban and rural settlements (DEFRA, 2011)

Prior to the National Planning Policy Framework (NPPF) being introduced in 2012, planning policy in the UK was contained within a Planning Policy Guidance notes (PPG) system. PPG7 which was introduced in 1997 focused on the countryside, environmental quality, economic and social development. PPG7 defined a sustainable rural community as one which is deemed to be that of, 'a thriving community in a living, working countryside, which depends on retaining local services and community facilities such as schools, local shops, cultural venues, public houses and places of worship and that rural housing is essential to ensure viable use of these local facilities' (ODPM, 2004). Although, PPG7 (para.1.4) made the declaration that sustainable development was the 'cornerstone' of the Governments

rural and planning policies, there was the recognition by Scott *et al.*(2009) that local planners were given little additional guidance on identifying sustainable rural development, but concentrated more on how to prevent unsustainable development by protecting the countryside from over-development. Planning policy has sought to limit rural development to help boost urban development and regeneration of 'Brownfield' sites. This was especially so in the 1990's and brought about significant inner city investment. This policy has been criticised as being overly restrictive and leading to communities stagnating and being less sustainable, as services are lost and young people can no longer afford to access local rural housing (LGIU, 2008).

Following on from PPG7 was the issue of Planning Policy Statement 7 (PPS7) which set out the Government's planning policy for rural areas, this includes towns and villages together with undeveloped countryside up to the fringes of larger urban areas. The intention of PPS7 was to raise the quality of life and the environment in rural areas, promoting more sustainable patterns of development to improve their economic performance and promote sustainable development and an adjustable agricultural sector. Where decisions on development proposals should be based on sustainable development being the core principle which underpins land use planning, recognising that the needs of everyone should afford effective protection and enhancement of the environment, with prudent use of natural resources and maintaining high and stable levels of economic growth and employment (ODPM, 2004).

The NPPF of 2012 enhanced upon the PPG7 and PPS7 by endorsing that LPAs must set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth. This is to be achieved by the expansion of all types of rural business and enterprise, through both conversion of existing buildings and well-designed new buildings. Achieving sustainable development involves seeking positive improvement in the quality of the built, natural and historic environment as well as in people's quality of life, by making it easier for the creation of jobs and achieving net gains in bio-diversity and nature. This is possible by improving the conditions in which people live, work, travel and take leisure by replacing poor design with better design and widening the choice of high quality homes (DCLG, 2012a).

DEFRA (2015) recognise that there continues to be increasing pressure placed upon further rural development, and have issued a 10 point plan for boosting productivity in rural areas. However, there are only points which directly have relevance to this research which are point No. 8: The need for more housing, and point 10: Devolution of power whereby, the government will encourage further proposals from local areas for devolution of powers in return for strong and accountable local governance (DEFRA, 2015).

By imparting further means of devolving power away from central government to LPAs since 2011 and the Localism Act, has forced and enabled LPAs to produce their own development plan thus providing planners with the opportunity to guide development geared to the recognised needs of communities and infrastructures within their jurisdiction. Plans and decisions need to take local circumstances into account, so that they respond to different opportunities for achieving sustainable development in different areas.

Having a vision for the status co-ordination and perceived potential of an area or community is dependent upon having adequate plans in place for both present and future requirements. For LPAs, the vision statement describes a future position in terms of purpose goals and values and forms an essential element of a strategic plan. This can be seen as a best means of obtaining a balance or compromise (Counsell, 1998) between expectations and what is achievable without causing harm (Bell and Morse, 2008). Whether planning takes place in rural or urban environments, as advocated by Balducci and Bertchini (2007), it is seen to be a discipline with an interrelationship of both theory and practice, to obtain a balance between the two. This is sometimes held to a disadvantage by changing economic shifts and rural economies become dependent upon diversification for development (Gallent, 2008; Inch, 2010).

Through the right combination of measures, the government wants to ensure that any village in England has the freedom to expand in an incremental way, subject to local agreement. Making it easier for villages to establish Neighbourhood Plans and allocate land for new homes, including the use of rural exception sites to deliver 'Starter Homes' (DCLG, 2015b). Conversely the application for a Rural Exception Site (RES) a development of 100% affordable housing, built on land within or adjacent to rural communities of less than 3,000 population is seen as a potential for major conflict in rural settlements as defined by Sturzaker (2011). This is because the land which would not otherwise receive planning permission for market housing, is an exception from planning policy where occupancy is usually restricted to those who can demonstrate a local connection of some form.

### **2.2.1 Employment in rural areas**

One of the challenges associated with the prevention or distraction of rural communities from contributing towards attaining rural sustainability, can be the lack of economic stability within the area either because of restrictions or the lack of opportunities for employment, or the nature of existing employment both of which may impact upon present and future residents ability to secure local housing.

Traditionally, rural and village inhabitants were predominantly associated with working within the locality in agricultural occupations, local commerce or retired from work with a small element of people commuting to work elsewhere (Brown *et al.* 2015). Agriculture was the dominant means of employment and agricultural wages were predominantly fixed at national declared rates dependent upon work undertaken e.g. Herdsman or Labourer under the Agricultural Wages Act (1948), in many cases accommodation in the form of tied cottages which went with the occupation. These rates were revised in full by the National Minimum Wage Act (1998) in October 2013, and the agricultural workers salary category now depends on not only on their duties, but also on their level of responsibility and/or qualifications. Since the end of World War II and the ensuing economic boom years of the 1960's and 1970's in Britain, people's personal horizons have widened. Along with the opportunity to increase earning capacities, people have been able to take advantage of various career opportunities being made more accessible away from rural locations. Lifestyle aspirations are a trigger for social change e.g. younger people are almost forced to leave rural areas for economic reasons because they cannot afford current rural house prices (Doherty and Millbourne, 2017). In contrast to younger people moving away from rural locations, many rural communities have experienced a growth of an increasingly ageing population, whereby many communities are becoming a retirement retreat from urban areas (Gallent, 2014).

The 1980's incentive for English council tenants to buy their homes led to further government support for housing associations to supply homes for people to rent (Murie and Williams, 2015). As a result, people are able to rent better properties than they can afford to buy but Flint (2015) see that modern governments have eroded the security and protection offered by the Planning Authority in regards to public housing and have created an unpredictable scenario of home ownership for future generations. When citing the ideals of philosophers such as Hobbes, Locke, Hume and Rousseau in the functions of government and authority, Flint (2015) also consider that the 'Big Society' and 'Localism' initiatives have disadvantaged many people by having welfare and benefit reforms which affect people's right to access, affordable social housing. As a result, affordable housing for those whose need is the greatest will eventually become un-affordable to locals, as houses are inevitably later sold at current market values.

Ganser and Williams (2007) recognise a problem in that, not only is there a shortage of housing in England, but this shortage is further exasperated by the availability of suitable employment within certain areas. A study by Lowe and Ward (2007), conducted on selected villages within parishes that were deeply rural areas with high proportions of retired households and correspondingly low levels of economic activity, found that these parishes were seen to represent a traditional countryside, and still being dependent upon farming but



with an increasingly importance based on a tourism element and less reliant on the community itself. Housing market cycles are seen by Ferrari and Rae (2013) as an aspect of political economy, in which housing is a spatially fixed commodity which can stimulate migration internally within the country.

### **2.2.2 Inward and outward migration of rural residents**

The last seventy years has witnessed what is considered to be the most intense and radical change occurring in political influences and policy directives (Shapeley, 2011; Danson *et al.*, 2012), globally and within the UK as a result of post WW2 effects on economies.

The Town and Country Planning Act of 1947 was intended to control the urban sprawl encroaching upon the countryside, and to encourage the setting up of locally accountable New Towns and Development Corporations to support new garden towns and villages. However, this rapid expansion of developments away from impoverished or destroyed urban areas as a result of concentrated bombings in WW2, had left many cities and urban areas in need of substantial regeneration, which led to extra pressures being placed upon rural areas, accommodating an increased migration from urban to rural areas.

The ONS (2017) report on migration concluded that rural England is experiencing a significant and rising amount of internal migration for example in 2015/16 there were more than seventy thousand instances of rural in-migration. The ONS (2020) report on migration indicates that this trend is continuing (See Fig. 2.2) and that many rural residents rely on forms of commuting to urban sites for employment, specialised services and cultural activities. The lure of the rural idyll which has resulted in migration from urban sites is exemplified by Phillips (2014), whereby many people have a romantic conception of rural existence. Alternatively, Phillips (2014) accepts that some rural residents do not share this euphoric sense of idyll and can feel alienated or removed from society in their own community, because of irregular contact with family or friends.

Often statistics have to be compiled at the local authority level, when that is the level of the original data, and the rural urban classification for local authorities is used. The data for local authority areas does not distinguish the type of settlement a migrant has moved to, so in the case of migration to an authority classed as a predominantly rural area (consisting of mainly or largely rural areas) this could be migration to an urban settlement within that authority. Similarly migration to an authority classed as a predominantly urban area could be migration to a rural settlement within that predominantly urban area.

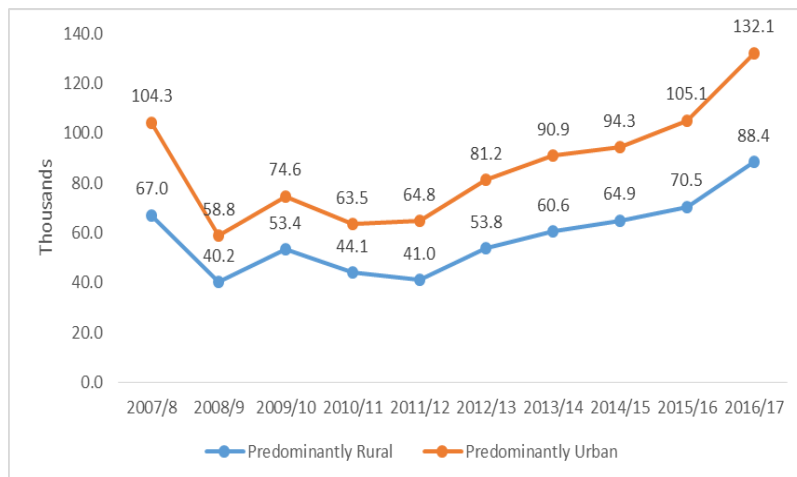


Fig. 2.2 Internal migration into predominantly rural and predominantly urban areas in England for the period 2007 to 2017. Source: Data obtained from ONS: Rural population and migration (2020)

Between 2004/05 and 2008/09 the general trend for internal migration in England was for net migration to predominantly rural areas and net migration from predominantly urban areas, although the extent of net migration to predominantly rural areas was falling. Since 2008/09 there has been an increase in the rate of net migration to predominantly rural areas. As an example in total for predominantly rural areas there was net internal migration inwards of 88,400 people in 2016/17. Within those *largely* rural areas saw net internal migration inwards of 45,300 people and *mainly* rural areas saw a net internal migration inwards of 43,100 (which would include migration between these two categories). In contrast, in total for predominantly urban areas there was net internal migration outwards of 132,100. This included net internal migration outwards from London of 106,600 (including to other predominantly urban areas).

Migration from either urban to rural or *vice versa* or indeed between categories of urban and rural locations may also be dependent upon various factors including the age groups of the migrants (See Table 2.1).

Table 2.1 Net number (in thousands) of Age bands from 0 to 90+ in migration of residents between predominantly Rural/Urban locations, from 2007 to 2017

Age band	0 - 14	15 - 19	20 - 44	45 - 64	65 - 90+
Predominantly rural	28.8	-30.3	44.4	32.8	12.7
Predominantly urban	43.7	41.4	65.9	46.5	17.3

Source: Data obtained from ONS: Rural population and migration (2018)

Examination of the above data reveals that there was net outward migration for 15 to 19 year olds from predominantly rural areas of 30,300 (as above) which according to the ONS could include students moving elsewhere for higher education. The largest net inward migration to predominantly rural areas for adults occurred for 20 to 44 year olds at a total of 44,400 people which may also include a return of those students. Migration occurred between predominantly rural areas and urban with significant rural areas and the rest of the UK, but the largest net inward migration to predominantly rural areas was from predominantly urban areas. Not surprisingly, the opposite migration patterns were therefore seen for predominantly urban areas. Indeed for most age bands the equivalent opposite net migration was greater, reflecting migration also occurring between predominantly urban areas and urban with significant rural areas and the rest of the UK.

A study by Brown *et al.* (2015) estimates that migration and commuting are the two main forms of population transfer. Migration is a permanent or semi-permanent change of residence whereas commuting typically involves a daily journey between a permanent residence and a fixed workplace. However, in the theory that quality of life is more associated with rural dwelling and promotes a feeling of well-being, so therefore instances of long commuting distances are justifiable (Brown *et al.*, 2015). This is because the distances that people are prepared to travel between their home and work, is motivated by amenities and or community attributes associated with quality of life rather than employment related concerns. The study by Brown *et al.* (2015) concludes with an observation that only a quarter of English workers travel more than 20 Kilometres daily, as longer distance commuting is associated with lower life satisfaction and higher levels of anxiety. As a result of this, half of long distance migrant commuters reduce their travelling distances after a year of moving to live in a rural location but migrants with high occupational and income levels seldom change commuting distance (Brown *et al.*, 2015).

Hobart (1993) however, considers that it is locally born or long term residents in the community, and their local knowledge acting as potential agents, that is important in the

formulation of a sustainable community. This is because communities, as observed by Wenger (2000) are not just groups of people who collaborate in certain practices, but are social systems that shape meaning for all community members along social boundaries to structure existing roles and which help to develop new practices into the community. Doheny and Milbourne (2017) maintain that some groups of older commuting people can actively re-shape their community by introducing new skill sets and ideas by active community involvement.

Partial or non-permanent migration from urban to rural areas in the shape of second home ownership in rural communities, can cause a lack of available properties for local residents which can lead to a loss of community cohesion and resentment amongst locals towards migrants. This is because of housing prices often being pushed beyond the reach of local buyers and renters and can lead to properties being un-occupied for longer periods, particularly in the winter. Although a study by Gallent (2014) proposes that second homes do actually have a social value in the community structure, with new owners building an identity through association with local inhabitants. Although the buyers first homes are frequently near to their employment, Gallent (2014) also further proposes that communities can be re-invented or reinvigorated by new owners interactions and contributions to both the rural community and externally, on their own terms. However, Gallent (2014) also warns that this in turn has a potential to cause conflict, because communities with a dominance of older and retired members tend to have a limited interest in what's going on beyond their community.

### **2.2.3 Ageing rural populations**

A further challenge facing LPAs in achieving sustainable rural development from changing trends in migrations of extra residents from urban sites, is that these increases of residents will increase pressure and pose practical challenges in the delivery of social services, access to health facilities and the demand for housing. This will be made all the more challenging if a sporadic rather than controlled forms of development are adopted in rural areas, especially which take into account the changing requirements of many rural residents as a result of age related needs.

The House of Commons in 2015 highlighted in a Parliament Note number 07423, that our ageing population will place an ever greater pressure on public finance, as the numbers of state pensioners increase. This increase in pressure is not only in direct payment to pensioners, but also by having an impact on the NHS and social care expenditure. As the cost of care rises in relation to the age of the recipient, the rises in social care will cause a widening of budget deficits over time. On a positive perspective in what they class as

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'Political economy', older people are more likely to vote so therefore can have a direct impact upon success of party election, if the political agendas are in the pensioner age brackets vested interest. Furthermore, an increasing number of people are working past retirement age and are still contributing into Income Tax or by deferring collection of state pension (Parliament, House of Commons, 2015).

Rural communities are ageing at a faster rate than cities due to both younger people out-migrating, and older people wishing to live in rural locations, according to Smith *et al.* (2010) recommending that planners therefore need to be age aware. Data issued by the ONS (2018) predicts that the number of residents in England over the age of 65 will increase from 10.18m to 13.81m by the year 2035, therefore it would seem that planning for housing and making provisions for this age group will need further careful consideration.

By 2035 some 23% of the population of England is projected to be over 65, and residents over 65 'in rural regions will increase by 62% by 2029, but only by 46% in urban areas' (Milbourne and Doheny, 2012 p.390)

According to Milbourne and Doheny (2012 p.390) "Older people spend much of their time within their local neighbourhood and possess stronger emotional attachments to place, therefore changes to social compositions can significantly impact upon daily life". Quality of life focuses on an individual's perception of their position within the community (Winterton *et al.*, 2016), who further presents that community involvement of shared interest infuses a sense of belonging. This belonging is not only in the community but with the built environments such as housing, physical infrastructure and having both direct and indirect wellness for rural older adults. Rural communities with higher proportions of older adults have an extra advantage whereby the communities are generally viewed by themselves as being safer, more cohesive and age friendly (Menec *et al.*, 2013; Hockey, 2013). Conversely older people within some rural communities are considered to be disadvantaged as opposed to pensioners in urban communities according to Smith *et al.* (2010), because of inherent costs of personal transport and domestic fuel costs. Investigation of perceived quality of local services by Gilbert *et al.* (2016) reveals that 66% of older people in their survey cited poor medical services in their community, with schools, food shops and post offices as being good, public transport and community centre and policing as being fair but with recorded high levels of satisfaction with their social contexts of place.

People's sense of space and place change as they grow older as observed by (Milbourne and Doheny, 2012) because of reduced physical movements and social networks. Place based satisfaction and community inclusion plays an increasing importance and people increasingly strive to achieve a sustainable community for many reasons, including a personal sense of safety (Menec *et al.*, 2013; Hockey, 2013). However, reducing levels of

human contact (Milbourne and Doheny, 2012; Ryman, 2011) or decreases in community participation, can also lead to social exclusion as a result of falling in living standards especially in deprived neighbourhoods (Hockey, 2013). As a combat to social exclusion, Hockey (2013) suggests that planners are best to encourage the use of the infrastructure i.e. space design, good public transport, sheltered care accommodation, access to good facilities and concentrate on the importance of having attractive environments and green space to assist in place attachment. This is because place attachment and place attractiveness has an impact on people's well-being, together with engagement within the local community (Hockey, 2013).

Invariably there is a sense of people wishing to bind within a community, as noted by Gallent (2013) especially amongst new residents in rural locations. This community binding of residents in respect of older generations manifests itself in a sense of 'Place attachment' where older people are highly positive about their community, (Milbourne and Doheny, 2012; Hockey *et al.*, 2013) and is deemed to be more prevalent in rural locations than in urban areas. Differences between rural and urban areas are also recognised Gilbert *et al.* (2016), where although residents in rural areas have lower incomes because of poorer employment opportunities, there is more of a community spirit as a result of enjoying lower crime rates and easier access to outdoor recreation for those who are able to do so. Regular contact with nature or green space, is the premise put forward by Pretty *et al.* (2007) whereby such contact, enhances mental health and positively influences psychological well-being. Being poorer or having reduced physical movement within social networks as seen by (Milbourne and Doheny, 2012), when combined with restraints on mobility and declining public services, means that some older residents can incur loneliness and isolation in rural locations. These feelings can be due to a myriad of reasons including; Post Office closures which were meeting points on certain days, reduced public transport which is essential if personal transport is limited or non-existent, leading to a reduced level of human contact and social exclusion which may also be dependent on the size and location of the community. When commenting on older residents in rural communities, Winterton (2016) draws similar parallels, adding that feelings of well-being are dependent upon remaining active which enables residents to contribute towards a social profile in the community. Milbourne and Doheny (2012) recognise that some older residents may have feelings of insecurity as a result of either social exclusion or as a result of lowered incomes due to retirement from work which can restrict daily routines. However, Gilbert *et al.* (2016) consider that living in rural areas delivers a level of life satisfaction which they estimate to be 8% higher than in urban areas. Subjective well-being is an individual's own self-assessment on how they are doing in life (Gilbert *et al.*, 2016), based on a complex combination of attitude, values and perceptions related to their own experiences. People need somewhere to live and where possible enjoy a level of chosen lifestyle, therefore there

is a continuing need for housing development within an accessible distance from their workplaces and amenities at an affordable price rate geared to individual means and expectancies. Such criteria often have a direct affect upon the lifestyles people aspire to and there is invariably a need to provide the means of earning or obtaining sufficient money in order to maintain that desired standard of living, which may also enable a level of 'self-actualisation', as conceptualised by Maslow (1943).

Economic and lifestyle issues may cause older people to downsize into smaller property within urban or rural settings, and are more likely to focus on health rather than the social and economic needs Pretty *et al.* (2007). Some older people may not be interested in the provision of green space because of physical restraints thus concentrating on psychological well-being. Alternatively, green or open space may be deemed as culturally inaccessible because of social or cultural fears of these areas being associated with crime (Pretty *et al.*, 2007). Dekker *et al.* (2011) believe that satisfaction from living within a community is a function of closeness of employment and recreational opportunities and the socio-economic composition of residents, the availability of services e.g. schools, public transport, local shops and the presence or absence of noise, hygiene or crime. A demographic change can lead to a change in the social role of some communities (Doheny and Milbourne, (2017) due to some groups of people actively re-shaping the community. Specifically, younger people equate to the needs of individuals, but older people tend to consider the community as a whole, although an aging population places extra pressure on social, health and public services in rural areas (Milbourne and Doheny, 2012).

### **2.3 Planning for additional housing**

The UK government has been struggling for the last 30-35 years, to deliver sufficient homes and there have been various reports and initiatives aimed at finding a way to increase this supply. One of these initiatives, was in 1999 in the creation of an 'Urban Task Force' to identify causes of urban decline and recommend solutions to bring people back into cities and towns. The Task Force report concluded that, "getting the right number of homes in the most appropriate locations is one of the biggest challenges the planning system faces, for the new millennium, linked to broader issues of sustainable development, social and economic parity, urban repopulation, good urban design and an improved quality of life." (Urban Task force, 1999 p.311)

In England there is no spatial strategy or plan, which seeks to link the need for homes and jobs with a recognition of infrastructure requirements and environmental constraints. However, a move towards achieving sustainability for housing in England was the

introduction of a Regional Spatial Strategy (RSS) to planning approach, operating between 1999 and 2010. The concept of RSS as outlined by ODPM (2004b), was “To ensure the most efficient use of land by balancing competing demands within the context of sustainable development. This would be achieved by bringing together or integrating policies for the development and use of land, with other policies and programmes, which influence the nature of places and how they function” (ODPM 2004b, PPS12 para.1.8). House building targets set under RSS were based on national projections and recommendations from the ONS (Gallent, 2013). RSS set out a strategy for distribution of housing across the region, addressing both the regions vision 20 years forward and the environmental and infrastructure constraints faced. The housing targets and distribution strategy were fed into Local Development Frameworks (LDF’s) produced at LPA level, so their abolition by the Localism Act of 2011 left a strategic gap between local and national policy. During the period of RSS, parish councils did not possess any formal planning powers but were involved with community based projects but as Gallent (2013) points out, parish councils were encouraged to work in partnership and collaborate with their local authorities.

### **2.3.1 Building on Green Belt, Greenfield and Brownfield**

The continuing increase of developing Green Belt land to provide building areas for housing and commerce is considered by many to be unsustainable, because land as with all resources must be considered as finite. Figures issued for England by the ONS (2011) for Local Planning Authority Green Belt Statistics were: Designated Green Belt land as an estimation of 1,639,540 hectares, about 13% of the land area of England. Figures released for March 2017 give an estimation of 1,634,700 hectares (ONS, 2017), thus a reduction of 5,840 hectares in 6 years.

The current definition of the Green Belt can be found in the NPPF, which is “to check the unrestricted sprawl of large built-up areas, to prevent neighbouring towns merging into one another, to assist in safeguarding the countryside from encroachment, to preserve the setting and special character of historic towns, to assist in urban regeneration, by encouraging the recycling of derelict and other urban land” (DCLG, 2012 Sect. 9 Para. 79-92).

The concept of restricting areas of land from being built upon has been in force within the U.K. for over 300 years, but only came to the fore in 1938 following constant campaigning and lobbying from the CPRE, which resulted in areas of land being designated and reserved for agricultural and recreational use, with the intention of minimising urban sprawl. The building of New Towns was deemed to be the most effective way of catering for the needs of an increasing population, without encroaching upon the Greenbelt. One of the intentions



of The Housing White Paper issued by MHCLG (2017) was to re-enforce existing protection of 'Green Belt', whereby authorities should only amend green belt boundaries when they can demonstrate that all other reasonable options have been identified as unsuitable for meeting development requirement.

There are numerous problems which can arise from the unabated use of Green Belt; these range from the loss of natural habitats and ecosystems which in turn results in a decrease of biodiversity, to the loss of amenity land such as parks and public spaces, resulting in a direct impact upon the life quality of the human population and also results in the loss of agricultural land.

The terminology "Greenfield" which should not be confused with Green Belt is defined by the U.K. Land directory (2012) as 'land that has never been built on or where the remains of any structure or activity have blended into the landscape over time and the land being left to evolve naturally.'

By contrast "Brownfield" is a term coined in the United States of America (USA), in their Environmental Protection Redevelopment Initiative (EPRI) of (1994) as informed by Thornton and Nathaniel (2005). There are a number of later definitions which further embellish the definition e.g. from the USA Environmental Protection Appraisal (EPA) of 1997 being an abandoned, idled or under used industrial or commercial facility where expansion or redevelopment is complicated by real or perceived Environmental Contamination. Brownfield is defined by De Sousa (2000 p.832) as "being a contaminated site having soil, groundwater or surface water containing contaminants at levels that exceed those considered safe by regulators". This is endorsed by Greenburg (2002), who also determines that 'Brownfield' land may be derelict land which can only be redeveloped after the removal of chemical/waste risks and the removal of derelict infrastructure or the removal of instability problems.

Brownfield housing development gained prominence in the early 2000's in the UK, due to being an objective of spatial planning and urban regeneration, under the Governments PPG3 issued in 1998, whereby 60% of all new housing should be built on Brownfield sites. Brownfield is currently defined as 'Previously Developed Land' (PDL), which is or was occupied by a permanent structure including the curtilage of the development land and any associated fixed surface structure. The definition includes defence buildings, but excludes: Land that is or has been occupied by agricultural or forestry buildings. Land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures. Land in built-up areas such as private residential gardens, parks, recreation grounds and allotments which, although may feature paths, pavilions and other buildings, has not been previously developed. Land that was previously-developed but where the remains of the permanent

structure or fixed surface structure have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings).

In 2003 the UK Governments sustainable communities plan proposed large scale clearances of older, poorer quality property in former industrial areas (Power, 2010). The utilisation of PDL was issued as a strategy statement by the ODPM (2004a) furthermore, it proposed that recycling buildings or endorsing Change of Use (COU) could lead to a more sustainable environment. The utilisation and redevelopment of 'Brownfield land, is regarded by many authors such as (Pediaditi *et al.*, 2005; Dixon and Doak, 2006; Power and Houghton, 2007), to be an essential component in achieving sustainable regeneration offering better protection to 'Greenfield' sites (Power and Houghton, 2007).

Redevelopment of Brownfield land is regarded as an essential component in the core objective and strategies in achieving sustainable communities (ODPM, 2004a; Pediaditi *et al.*, 2005; Dixon and Doak, 2006; Power, 2010). The Urban White Paper (UWP) of 2006 states that "The greening of previously derelict land removes blight and brings with it important and social health benefits. However it is vital that once derelict sites have been brought back into use, maintenance regimes are put in place to ensure that these sites do not return to a blighted state" (UWP, 2006 p.33). McGuinness *et al.* (2018) proposed that the governments approach for the allocation of PDL for housing is 'flawed and misguided' as the government assumes that everywhere is the same, and insufficient consideration is given to contamination costs involved in industrial economic areas.

Grimski and Ferber (2001) recognise that across Europe, 'Brownfield' sites are a major planning concern due to a combination of economic, industrial and agricultural restructuring, speculative property development and demographic change. There is however a further major contributing factor which is rapidly growing in prominence in land development. This being actual sustainability of the development, which focuses on much more than just the "cradle to the grave" concept of start to finish or life cycle, but encompasses a level of contingency planning for future events e.g. end of current use of materials and beyond. This concept is recognised in a statement by Pediaditi *et al.* (2005) in that "the sustainability of any development should be assessed across the life cycle of its new land use and should be balanced against current use and sustainability impact of remediation"(Pediaditi *et al.*, 2005 p.174).

An investigation by McAllister *et al.* (2016) revealed that this can take the form of unimplemented planning permissions or stalled sites existing. These stalled sites are those where there has been no construction activity since 1<sup>st</sup> September 2011, excluding site clearance, remediation or affordable housing construction. This may be as a result economic viability e.g. as a result of changes in market conditions due to recession, as a result of associated planning obligations such as removal of contamination or the installation

of services or infrastructure. Alternatively, stalling of building upon consented sites may be because of strategic behaviour of developers by 'land banking' to take advantage of land price appreciation over time, as house builders need to maintain an inventory of sites in order to manage their work flow (McAllister *et al.*, 2016).

In rationalising their reports, (Raco and Henderson, 2006; McGuinness *et al.*, 2018) argue that too much is expected from Brownfield regeneration programmes, and that wider benefits will only accrue if these programmes are embedded within a more comprehensive set of development projects and policy agendas. The authors further propose that development in one location may appear to be sustainable, by bringing a derelict site back into market use but it may also adversely affect the economic environment and social well-being of neighbouring sites and communities because of the absence of explicit policies and programmes seeking to strengthen integration with surrounding areas. In order to try and negate such occurrences of surrounding areas being disadvantaged, the Town and Country Planning Association (TCPA) had previously issued a report on 'good practice' for New Towns and settlements, advocating that any major development particularly one on a Greenfield site, provides opportunities to create green infrastructure networks (TCPA, 2007). When developments are built at the same time they mature at a similar rate and often need repairing or regenerating at the same time. Therefore, if an area has vastly differing infrastructures local authorities can restore, enhance or the create greenspace as part of the conditions of new planning consent being granted for a particular development on or around the existing site. In their 'Green Infrastructure Guidance Account' the Park City Conference of 2009 for Natural England declared, that planning obligations under Section 106 agreements, decree that developers agree to fund for the provision and management of greenspace required by specific developments, and there must be a strong evidence to justify the need for green infrastructure. This infrastructure is defined as the network of green spaces and natural elements that intersperse and connect our cities, towns and villages. It should be added on to other infrastructure requirements and planning obligations in an effort to increase biodiversity and provide ecological islands and corridors. Developers are also encouraged to use materials which have been developed and produced from sustainable practices, and where possible incorporating the latest technology for installing appliances which minimise CO2 emissions and are energy efficient. Other obligations include ensuring that there are facilities in place to capture storm water run-off from roofs and roads by incorporating Sustainable Urban Drainage Systems (SUDS).

### 2.3.2 Addressing housing needs

The planning system in the UK since 1947, has played a key role in ensuring that sufficient land is available to deliver identified housing needs in their own and potentially their neighbour's area. In 2004 Planning Policy 3, now updated and incorporated into the NPPF, set out the requirements for LPAs to identify what the 'need' is within their domain, and how that need is addressed. In the Plan-Led system in which we operate, the strategic policies in the LPA's Development Plan need to be clear on how many new homes are required over a given period of time, and then seek to allocate land, protecting such land from other forms of development.

For the last twenty years (more especially in the last ten) the government has been pressing LPAs to deliver more housing to meet the needs of a growing number of households to accommodate changes in population forecasts. The planning system, through development plans and through planning decisions should be providing a framework to deliver housing needs in a consistent and sustainable way. However, the delivery of net additional dwellings in England has witnessed substantial peaks and troughs in delivery, a major trough notably being observed from 2008 to 2014 (See Fig. 2.3) when the UK was deemed officially to be in a period of financial recession.

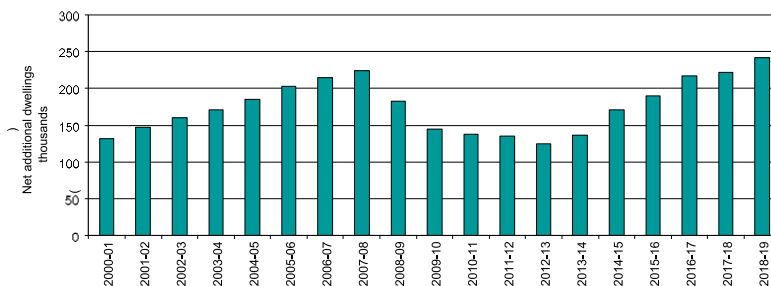


Fig.2.3 Trends in housing supply; net additional dwellings, England: 2000-01 to 2018-19

Source: ONS: Housing Supply; net additional dwellings MHCLG (2018)

The NPPF requires that LPAs identify an Objectively Assessed Need (OAN) for housing in their areas for both market and affordable housing which is set as a minimum target and is a projection of what is likely to happen. LPAs must then add a 5% buffer to ensure choice and competition in the market for land but where persistent under delivery of housing has been taking place, this figure should be increased to a 20% buffer. A Full Objectively Assessed Housing Need report (FOAHN), identifies need as a scale and mix of housing

and range of tenures, likely to be required over a planned period. Whilst the latter does not represent a housing requirement, once identified it is intended to form a basis on which requirement is identified in the Development Plan (Shropshire Council, 2015). These reports are carried out under an evidence based Strategic Housing Market Assessment (SHMA) which assesses the scale and mix of houses required across a housing market area (DCLG, 2012). LPAs must plan for a mix of different types of housing, taking into account the needs of different groups in the community.

Land for housing is likely to be allocated under a LPA's strategic policy over a given time-frame of between 10 and 15 years, with housing projections and targets set accordingly together with consideration for what impacts housing development will have on wider policy objectives. A Strategic Housing Land Availability Assessment (SHLAA) helps to establish where homes can be viably built to offer realistic assumptions about availability, sustainability and economic viability. A difficulty which can arise from this is, if a site is not ready for development within the five year supply period, an approved planning permission remains extant giving rise to a range of appeals from planning applicants taking place. This presents a potential for conflict between developers and Local Authorities as observed by Tafur (2015) in achieving rural community sustainability, as a result of speculative applications made by developers who have appealed against planning refusals for reasons of site readiness or viability.

Applications and appeals are a constituent part of the planning application process. LPAs need to carefully consider such applications and how they might impact upon their five year supply policy. A five year land supply is a supply of specific deliverable sites sufficient to provide five years' worth of housing against a housing requirement, set out in adopted strategic policies or against a local housing need figure (MHCLG, 2012)

### **2.3.3 Housing provision**

Housing legislation in Britain began with the 'Artisan's Dwelling Act of 1875, which gave local councils the permission to condemn properties and clear slums within their boundaries. The first major social housing contribution from the Government of Great Britain was the Housing for the Working Classes Act (1890), which was intended for the improvement of the main cities. In 1909, the Housing and Town Planning Act was the result of interest in 'Garden City' schemes (See Fig. 2.4) that had emerged in the late 19th Century from a realisation that housing in urban areas needed to be controlled through legislation. The first of the schemes being at Letchworth in 1903 which witnessed the development of new principles in town layout.

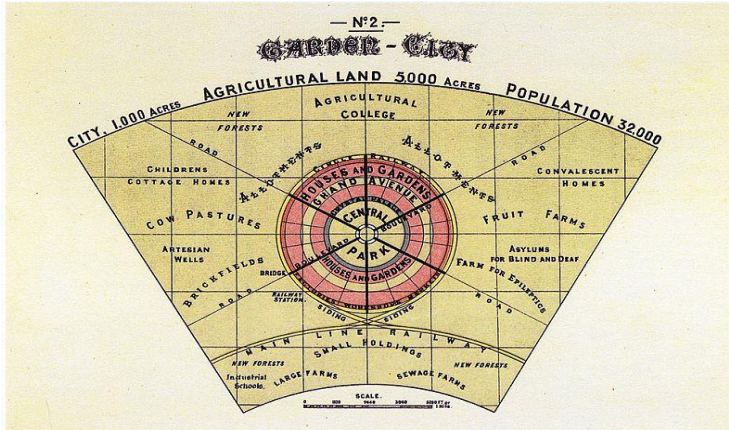


Fig.2.4 Concept of a Garden City by Ebenezer Howard (1898)

The concept of 'New Garden Cities' has recently re-emerged as a government backed incentive as a means of supplying homes and social infrastructure away from urban centres. The first of these New Garden Cities was in 2015 at Ebbsfleet in Kent, set up by the Kent Development Corporation. The Corporation envisaged a total of 15,000 new homes being built over a fifteen year period. A target of 5,000 new homes was set for the year 2020/21 but figures released by the Corporation as of January 2019 show that only a total of 1,358 homes have so far been completed.

Supply and demand for housing in any geographical area can be affected by various factors; these may include the amount of available free land space, or the employment opportunities within commutable distances or the prevailing economy of the area. Heavy industrial areas may by fact of legacy be dominated by social housing schemes, whereas many rural and previously considered greenbelt areas may have new developments of more luxury individual style dwellings. Increasingly, there exists a mix of the former and the latter whereby 'New Town' build is on former industrialised areas bordered by agricultural land, which is perceived as giving an opportunity to cater for the varying needs and economic status of intended inhabitants.

A considerable problem exists in not only providing an adequate housing supply, but that housing affordability is a priority of public concern, in the UK and many other European countries (Gallent, 2011; Nanda and Parker, 2015). A common and simple measure of determining what constitutes affordability, is taking the ratio of the market value of the dwelling and the household income (Nanda and Parker, 2015). Housing affordability as perceived by Gallent (2011) is too general a concept and should be for local people if there is a requirement. Furthermore, planning needs to be performed in an integrated way across

different sectors and scales, because affordability can be determined by a relationship of house prices geared to income rates and supply and demand (Gallent and Robinson, 2011).

Planners in the U.K. have provided a range of housing types and tenure since the Town and Country Planning Act (1947) as a social project and economic tool. Nanda and Parker (2015) proposed that local authorities in the USA, Germany and Australia have delivered more opportunity to people realising housing autonomy by promoting shared ownership schemes. Shared ownership and shared equity schemes are seen as a way of increasing home ownership which enable lower income groups an opportunity to get onto the 'housing ladder' because home ownership is a 'Social Good'. The major difficulty of accessing housing on the open market, as observed by Nanda and Parker (2015), is being able to raise the initial deposit required and still having to pay rent. By purchasing only a portion of the total housing equity, the deposit is less of a constraint and the monthly payment is proportionally lower, thus affordability can be seen as the ratio of the market value of the dwelling and the household income.

Social Housing in Great Britain properly began with the 'Addison Act' (1919) under a coalition government and is attributed to the Liberal Lloyd George who instigated the provision of "Homes fit for Heroes" campaign (Lippiatt, 2012). This campaign was a result of the realisation that World War One's recruits were in poor physical condition, exacerbated and exasperated by poor living conditions. The idea of social housing is referred to as non-market housing being available at below market rents, and being state-owned on a not-for-profit basis (Gibb, 2013), and is considered to have consequences for both individual behaviour and wider market systems. Today 'Social' and 'Affordable' housing tends to be developed as a result of a need to meet targets, within market towns and larger urban settlements, whereas rural development is more likely to occur as a result of a small private enterprise or by personal application.

The provision of social housing is often delivered through legal S106 agreements tied to the granting of planning consent for open market housing, when planning policy expects developers to provide a certain percentage of their scheme as 'affordable'. In rural areas this has failed to deliver a significant number of new affordable homes as the size of housing schemes tend to be much smaller than those in urban areas, hence often below the threshold for such provision (Pemberton and Shaw, 2012).

## 2.4 Governmental change and its consequences

### 2.4.1 Devolution of power and governance

Since the 1980's in the UK, both Conservative and Labour administrations have deployed some form of localism as a means of modernisation to the welfare state to create market based reforms (Jacobs and Manzi, 2013), representing a devolution of power through participative roles rather than by a representative democracy. Whilst generally accepted as being positive, one criticism of localism is that it offers an opportunity for local-elite groups to exert their influence, thereby threatening minority interests (McAreavey, 2006; Gallent, 2013) which has the potential of disaffecting the concept of full democratic participation. Decentralisation of power has been a central component of state restructuring in recent decades, an example of which is the UK government ideal of participatory work with the 'Big Society' (Cabinet Office, 2010) the intention of which, is imparting greater power of governance to local communities. The 'Big Society' as seen by Flint (2015) is a response to a diagnosis of a 'Broken Britain', where housing is a major consideration of contractual governance under a 'Social Contract' (Clarke and Cochrane, 2013; Flint, 2015). A Social Contract being where individuals surrender some of their freedoms to the Government as proposed by Jean-Jaques Rousseau (1762), in exchange for a form of protection from the Government. This concurs with observations by Huckle (1996) in that planners should operate legislative frameworks within national policies, and that local government should be more accountable to local people in collective decision making processes.

Tait and Inch (2016) consider that localism is a further evolution of 'Neo-liberalism' where ideologies can be understood as mental frameworks or traditions helping to organise how people come to understand themselves and the world around them. Whereas, Galland (2012) points out since the 1980's it is the adoption of neo-liberal political agendas which has caused objectives and regional planning to progressively align with the pursuit of economic growth. Such an interplay between neo-liberal policies and the governing of rural environments, is recognised by Higgins *et al.* (2014) in that it creates a hybrid of governance encouraging governmental policies and community self-reliance. However, under a vision of community governance this self-reliance did not advocate that local communities should be setting lower levels of development than any targets previously set by local authorities (Higgins *et al.*, 2014). It is widely accepted (Allmendinger and Haughton, 2013; Gunn and Hillier, 2014; Lau, 2014) for example, that the English planning system is continually undergoing major changes and reform.

Allmendinger and Haughton (2013) see that evolving policies (See Table 2.2) are changing through public debate to create a political-economic governance, from one paradigm of



'spatial planning' which supports a free market-led orientation to another paradigm of 'localism'.

Table 2.2 Time-line of prevailing Planning Policies and their Paradigms in England from 1979 to 2010

	<i>Prevailing Policy</i>	<i>Orientation or Paradigm</i>
1979-1991	Planning system	A market focused reactionary system
1991-2000	Regional development & partnership	Plan led
2000-2002	Sustainability appraisals	Target driven
2002-2006	Local Planning Authorities	Strategic development
2006-2010	Multi Area Agreements (MAA's)	Economy led
2010	Deregulation of control	Localism

Source: Adapted from (Allmendinger and Haughton, 2013)

McGuinness and Mawson (2017) questions whether localism has successfully replaced target driven spatial planning; the main problem being that it was economically orientated, despite a growing trend to move away from this form of planning especially throughout North-west Europe. One of the problems observed by McGuinness and Ludwig (2017) relating to the introduction of localism, was that there was an initial lack of clear policy guidance from Central Government, on how to administer community involvement.

#### 2.4.2 Transitional changes in governance

It is accepted (Lau, 2014; Nurse, 2015) that any form of change rarely takes place within the short term and that invariably a transitional or 'meta' or middle period exists. When applied to changes in power e.g. from Central Government to Localism, a state of Meta-governance exists premised on the transition from government to governance (Lau, 2014; Nurse, 2015), but this transition is not solely restricted to recent interactive changes within the U.K. As a result of a study by Evans *et al.* (2006) of 40 European towns, it was proposed that governance is a flexible pattern of collective public decision making at local level and that it is essential to the interplay between local government and communities. Yang (2014) identified that achieving this shift from centralised governance is dependent on five principles being applied; openness, participation, accountability, effectiveness and coherence. However, efforts to decentralise policy and decision making may increase local stakeholder involvement and accountability but this can be at the detriment of the other principles of participation effectiveness and coherence (Yang, 2014).

If we accept that at best, a meta-democracy is a transition from Governmental control to governance at local levels, thus creating a self-organising self-reliant society of a collection

of individuals. In order to protect the desirable characteristics of a neighbourhood as identified by Nurse (2015), there will be a need to engage with reliable and accountable experts help to aid this transition. Accountability and transparency are considered paramount to potential increases of fairness in decision making processes (Tudor *et al.*, 2015) and linked to building trust and confidence in land use regulations (McAreavey, 2006; Sheppard *et al.*, 2015).

### **2.4.3 Localism and decision making**

The Skeffington report published in 1969 was the first to recognise that there should be more community participation and involvement in planning at local levels (Community Planning, 2016). Now, 50 years further on public participation in planning and the development of local plans in particular is considered essential however, it seems that only 1% of the population have engaged in Plan making (Manns, 2017). Although the Localism Act came into operation in 2011 the concept of Localism did not start there, as recognised by Allmendinger and Haughton (2012); Sturzaker and Shaw (2015) because since the 1990's various governments have aspired to engage power closer to the people.

In 2010 the Government invited Local Authorities to submit their own future development proposals under the Sustainable Communities Act 2007. The idea was to extend the powers of the Act by giving the same powers to town and parish councils as currently held by principle councils. This extension of power would enable town and parish councils to submit planning proposals independently from the LA, and have a greater say in the local democratic process to make decisions about the social, economic and environmental improvements they wanted to see introduced into their area (DCLG, 2013). One of the perceived advantages of this empowerment would be; that local communities can own and develop their own view of sustainability (Bell and Morse, 2008). Individuals get involved with rural development because they have a valid contributions to make to a particular situation, as well as a personal benefit being gained (McAreavey, 2006). Rural development depends on the experience and insight of the local communities themselves and "social sustainability is enhanced by development which provides the right infrastructure to support a strong social and cultural life" (Dixon and Woodcroft, 2013 p.475).

Scott (2009) sees that the concept of social sustainability is reliant upon having equitable participatory governance, producing a mixture of locally adopted and negotiated social, economic and environmental priorities and characteristics that permit a community to survive and grow. These same socio-demographic characteristics are also identified and considered by Winterton (2016) who includes other factors as not only an interaction with

the resource environment and type of community as being important, but also the population size, age groups, the number of highly educated home owners, and the rate of growth and percentage of new housing within the community.

The introduction of the Localism Act resulted in the abolition of RSS's and introduced a new hierarchy in policy, decision making and planning at all levels. The regional and spatial planning paradigm which existed between 2004 and 2010 was considered to be too target driven by a succession of 'top down' dominant central governments (Gallent, 2013; Morphet and Clifford, 2014), which were temporally restrictive due to their uncertainty of tenure in a position of power. The Localism Act also saw the abolition of regional housing targets as discussed by (Danson *et al.*, 2012; Gallent, 2013; Morphet and Clifford, 2014), in favour of a decentralised and local assessment of actual housing needs, with the intention of delivering a 'bottom up' localised planning doctrine. This change of hierarchy was particularly aimed at local community and parish levels, offering them not only a gateway for exploring the effectiveness of housing development and planning methods but also acting as an opportunity to employ the potential contributions of local community involvement in decision making processes (Gallent, 2013; Morphet and Clifford, 2014).

This view is not universally endorsed, for example Jacobs and Manzi (2013) propose that 'Localism' is not feasible because community-based social policies are ill equipped to deal with complex policy issues. (Jacobs and Manzi, 2013; Flint, 2015; Bradley and Sparling, 2017) to name but a few, observe that a danger derived from local decision making is that, the decisions taken may be dominated by elitist members of the community, operating under 'Not In My Back Yard' (NIMBY) tendencies and of self-interest rather than those of community benefit. In contention to this belief Sturzaker and Shaw (2015) observe that elitist member control is not prevalent, but the success or otherwise of a Neighbourhood Plan through Localism is dependent upon the level of commitment from the local authority.

This does leave the question of the validity of localism and sustainable development, whilst localism theoretically enables people to specify the levels of development in residents own area, it would appear that requirements may not be centred equally on social and environmental considerations, but mostly on economic benefit. Cowell (2013) advocates that sustainable development has proved to be a resilient policy goal being promoted in the UK, and that since the 1990's "planning has helped to steer inappropriate development away from areas of high environmental value" (Cowell, 2013 p.28).

Gallent (2013) proposes that Localism offers a rebalance of governance in favour of local authorities and communities in respect to planning, an example of which is the 'community right to build' (DCLG, 2010b) as identified in the Localism Act, being an intention to return power to communities. A belief held by various authors such as (McAreavey, 2009; Gallent

and Robinson, 2011; Sturzaker, 2011), is that rural development depends on the experience and insight of the local communities themselves, and that “social sustainability is enhanced by development which provides the right infrastructure to support a strong social and cultural life” (Dixon and Woodcroft, 2013 p.475).

## **2.5 Planning and policy changes**

In the UK over the last forty years there have been a variety of legislative and policy changes (Tait and Hansen, 2013) for example, during the 1970' and 1980's the UK was operating in a market orientated approach to planning and local authorities were a major contributor of supplying housing. The “Thatcher right to buy” saw a major shift from local authorities being responsible for the delivery and upkeep of their housing stock, resulting in stock being released at reduced prices, resulting in many former tenants becoming owner occupiers. Home ownership in the UK rose from 55% of housing stock in 1980 to 68% in 1997 (DCLG, 2014) whereas, there was a decline from 70.9% of home ownership in 2003 to 65.2% in 2012 as presented by Murie and Williams (2015). Sharman (2015) observes that many LPAs are starting to re-engage directly in housing delivery, mostly within urban settings and this remains in relative infancy.

The Town and Country Planning Act of 1990 (superseding the 1947 Act), was designed to regulate the development of land in England and Wales. This 1990 Act was repealed in parts by the introduction of the Planning and Compensation Act of 1991 which gave the power to planning authorities to decline applications for development and extend their powers towards acquiring land that may be affected by carrying out work for public works, by providing compensation where applicable. At that time, within England and below the formal administration levels; were regional, county and local planning offices, with hierarchical planning structures in place comprising of regulatory policy instruments co-ordinating spatial development (Allmendinger, 2011; Galland, 2012).

In order to support the 1990 and 1991 Acts in accordance with local development plans, the government issued Planning Policy Guidelines (PPG's) of national planning policy and principles in the Town planning framework (See Table 2.3).

Table 2.3 Major changes in UK Planning Policy from 1990 to 2017

		1990-2004	2004-2011	2011- current
Government Planning Policy		Planning Policy Guidance (PPG)	Planning Policy Statements (PPS)	National Planning Policy Framework (NPPF)
Development Plan	Strategic policy	Structure Plan	Regional Spatial Strategy	Local Plan
	Non-strategic policy	Local Plan	Local Development Framework (LDF)	Neighbourhood Plan

Source: Authors own design

The framework also included special policies which applied to National Parks, the Broads and the New Forest, Areas of Outstanding Natural Beauty (AONB), Sites of Special Scientific Interest (SSSI's) and Green Belts. PPG's were replaced by Planning Policy Statements (PPS's) in 2004. The intention of replacing PPG's with PPS's was to enhance and set out the Governments National Policies on aspects of planning in England. However, the view of RuSource (2011) was that the transition from PPG's to PPS's' could be seen as an opportunity in allowing local authorities the chance to block almost any form of rural development.

Between 1990 and 2004, England had witnessed a failure to deliver on local plans by LPAs (Tait and Hansen, 2013) and the LPAs role in the provision of social and affordable housing was predominantly taken over by Housing Associations. Central government policy relied on the delivery of new housing programmes being provided by the private sector.

In 2004 the Planning and Compulsory Purchase Act sought to speed up the plan making process and restructured the development plan, this led to the creation of Regional Spatial Strategies from RPGs for regions outside London and Local Plans were broken down into various parts of Local Development Frameworks (LDFs), and 'Local Area Agreements' (Nurse, 2015). The 'Spatial Planning' approach was intended to ensure the most efficient use of land by balancing competing demands within the context of sustainable development (ODPM, 2004b para1.8 of PPS 12). This would allow councils and their partners to define their own priorities and select their most appropriate targets from a set of national performance indicators. At this time the Secretary of State had the power to direct preparation of joint development plan documents through The Stationery Office (TSO),

these plan documents contained house building targets derived from projections of national household information, which were incorporated into Local Plans or LDFs through Civil Parishes and Town Councils (Gallent, 2013; Morphet and Clifford, 2014), with an economic focus between policy officials and resulting in a wider approach of common interest (Pemberton and Morphet, 2014).

In response to the proposed spatial planning outline, the Royal Institute of British Architects (RIBA) recommended that the Government should develop a national spatial strategy because regional spatial strategies and national building targets had become unduly bureaucratic. A further recommendation was that local policies must be created in accordance with a National framework, so that future planning systems can build on existing legal and policy frameworks. Otherwise many local authorities will simply decline to allocate necessary land for housing and will assume that development can take place elsewhere (RIBA, 2010).

The spatial planning approach was adopted in order to enable communities, to have an opportunity to formulate a positive vision of their future housing and other development, through Open Source Planning (OSP) and having their say in planning procedures and the greatest possible degree of local control (Bishop, 2010). The delivery of this opportunity enabled community groups to exert increased influence over planning policy (Gallent, 2013), by collaboration and communication through formal and informal networks. However Gallent (2013) further proposes that “reform of the planning system itself will not alter the basic reality of limited dialogue between community groups and local government, as planning for housing in England is an overtly political process” (Gallent, 2013 p.373), because many of the assumptions that underpin housing requirement projections are themselves politically motivated (Gallent, 2005).

A study by the Joseph Rowntree Foundation in 2006 concluded that under the RSS, regional planners were reducing land allocation for housing in rural areas in the interest of promoting urban regeneration. LPAs whose LDFs had to comply with the RSS were therefore unable to promote anything other than urban regeneration. These differences in rural land allocation were re-iterated in a study of five geographically dispersed LPAs in England by Sturzaker and Shucksmith (2011), who observed that the gap between supply and demand for housing is often at its greatest in rural areas. Their observations of LPA's housing target figures under RSS, were usually significantly different from estimates of need and demand, whereby three of the LPAs studied had granted planning permissions for a prescribed number of new houses indicating an oversupply of housing compared to RSS figures. In an effort to reduce this oversupply, some of the LPAs introduced a 'moratoria' policy through their LDFs of not granting planning permission for new housing developments, apart from a limited number of exceptions sites of 100% affordable housing

schemes and which would not normally be released for a general housing market (Sturzaker and Shucksmith, 2011).

The Government, being aware that change was needed to combat what was considered as unsustainable rural communities, accepted that rural Market Towns and villages require a different approach to planning due to previous planning restrictions being in place. The UK planning system had failed to address the needs of rural communities as noted by Sturzaker and Shucksmith (2011), having been set up with the prime intention of rural protectionism, but this has led to unsustainability, especially in respect of rural housing and directly linked to affordability and accessibility constraints. Therefore, the Taylor Report (2008) 'Living Working Countryside', was commissioned, which resulted in a total of forty eight (48) recommendations, being deemed as necessary to enhance rural considerations. Key recommendations included that sustainable development needed to be integrated across Planning Policy Statements (PPS's) and implemented by regional and local development plans. The report advocated that a more participatory process was needed in producing Core Strategies and placed emphasis on the importance including sustainability factors in planning application decision making. A resume of the Taylor Report by the Local Government Information Unit (LGIU, 2008), highlights that the lack of affordable housing in many rural areas is damaging to their economic development. There are disparities between urban and rural wages, which means that those working in the countryside cannot afford to live there and those who live there invariably work elsewhere, a situation which is exacerbated by wealthy retirees moving into the rural area (LGIU, 2008). Therefore, enhancements were needed to guide strategic matters and aid consistency at local levels. In many cases assisting with economic investment in the area by re-looking at the existing PPSs and making adjustments where necessary.

Following the Taylor report and as a direct forerunner to the Localism Act, in 2010 the Westminster Government introduced the Decentralisation and Localism Bill with the assumption that localism and decentralisation would have a positional effect on community empowerment. This had the intention of being a fundamental shift of power from Westminster by giving new powers to people (Shapely, 2011; Danson *et al.*, 2012). In terms of planning, this shift of power was an attempt to move away from traditional post war centralised doctrines, and introduce a 'Neighbourhood Planning' process by seeking to facilitate changes in local areas (DCLG, 2010). In doing so it was hoped that this would help to reduce the potential for tension in terms of how local communities respond to initiatives, programmes and methods designed by others, especially Central Government (Bishop, 2010). One of the problems observed by McGuinness and Ludwig (2017) relating to the introduction of localism, was that there was an initial lack of clear policy guidance from Central Government, on how to administer community involvement.

A new Coalition Westminster Government formed in 2010 and realised that there was a need for a simpler, quicker less bureaucratic system which would necessitate the abolition of RSS to regain trust in the government as observed by (Duxbury, 2012; Tait and Hansen, 2013). Regionally imposed planning targets were deemed to be not achievable, and did not offer a formula for bridging the implementation gap between planning targets and housing production (Barker, 2004).

The RSS was to have a relatively short life being abolished by the Localism Act 2011, as the new Coalition government considered that the regional planning bodies were too 'Top Down' and target driven. Conducting interviews with twenty senior planners within the North East of England, McGuinness and Mawson (2017) reveal that thirteen were opposed to the revocation of RSS in May 2010, six were neutral and one welcomed the change. However, there was an overall agreement that since the demise of RSS, there exists opportunities to re-engage more with the wider electorate. A post Localism investigation of five independent LPAs dispersed throughout England by Gallent (2013) revealed that, three LPAs were continuing to use previously set RSS housing targets as a basis for their local plans. The other two LPAs by moving away from RSS housing target driven concepts, considered themselves being better able to gauge impacts of eventual housing output against current requirements, and were operating towards the presumption in favour of sustainable development iterated by the NPPF (See Table 2.4).

Table 2.4 Hierarchy of Policy and decision making for housing in England Pre and Post Localism Act of 2011

Pre 2011	Post 2011
Central Government National Planning Policy Statements (PPS's)	Central Government National Planning Policy Framework (NPPF)
Regional Spatial Strategies	
Local Development Frameworks and Local Plans	Local Plans and Neighbourhood Plans

Source: Authors own design

## 2.6 Local Plans and the National Planning Policy Framework

Decisions on planning applications are the responsibility of LPAs, who are encouraged to bring forward applications of sustainable and environmentally friendly new



housing development. For some authors including (Flint, 2015; Mathews *et al.*, 2015; Tait and Inch, 2016) rural development depends on not only local planning policies but also the experience and insight of the local communities themselves incorporating a concept of 'Localism' as a result of the 'Big Society' agenda of 2010. This inclusion of 'Localism' into community governance has the propensity to enable effective controlled community growth and, the principle advantage as seen by Grant & Barton (2012) is that the local community becomes central to, rather than being peripheral to decision making.

Opposing views to the effectiveness of LPA decisions on planning applications include the work by Senbel (2014) who proposes that, planners often lack the ability to influence decisions on sustainability issues because of their limited financial capital as a result of political restraints. This view is shared by Allmendinger and Haughton (2013) in their critique of the plan-led approach, which they see as being too slow and costly in operation and is detrimental to overstretched operational resources. The costs of employing extra people needed to introduce rules, regulations and procedures which provide the framework for decision making is discussed by Curry (2013) who questions if those resources would be used more effectively in actually supporting more active community involvement. Tafur (2015) also questions the effectiveness of LPA decision making, concluding that many parish councils consider that the NPPF has had a detrimental impact on their local areas, particularly by failing to prevent undesirable and inappropriate housing development. The NPPF may have 'a golden thread' in favour of achieving sustainable development running through it, but some authors including (Curry, 2013; Tudor, 2015; Tafur, 2015) have criticised the lack of a clear definition of what this actually means. As an example of criticism against this lack of clarity, (Curry, 2013; Pemberton and Morphet, 2014; Mathews *et al.*, 2015) perceive that there is a clear bias towards economic development as opposed to a balanced approach to social, economic and environmental elements. In their study of thirty four European Countries Despotovic *et al.* (2016) perceive that, it is guaranteeing the welfare of the population which is the most important socio-economic goal of a country and to deliver social cohesion, by finding a balance between economic progress and the demands of social and environmental sustainability. It is the delivery of social cohesion by planners towards achieving sustainability, which is seen as a moral duty or obligation (Turcu, 2018). Thus, if there is a danger of LPAs failing to prevent inappropriate housing development, then communities are in danger of unsustainable growth through inadequate planning practices especially in rural areas. However, (Singh *et al.*, 2009; Poveda and Young, 2015) views are that effective planning to achieve targets also helps to satisfy social expectations, stabilise economies and protect the environment by endorsing and implementing actions which promote and enhance sustainability, and encourage a sense of both physical and moral well-being within the communities.

## 2.7 Neighbourhood Plans

Following the introduction of the Localism Act 2011, the Government issued the National Planning Policy Framework (NPPF) in 2012 with a presumption in favour of achieving sustainable development. This presumption should be seen as a 'golden thread' running through both plan making and decision making (DCLG, 2016), re-emphasising that the purpose of the planning system is to contribute to the achievement of sustainable development, as originally established in 1991.

A Neighbourhood Plan is part of a LPA's development plan but it is not mandatory. The main concept is that by having a plan in-place, enables a community to develop sustainable planning policies and make decisions on such things as 'where new homes/offices should be built and what they look like'. The viewpoint of the government's 'Policy and Planning Reform' (DCLG, 2015a), is that communities are actively encouraged to develop plans that support the strategic development needs set out in local plans, including policies for housing and economic development. Communities must plan positively to support local government shaping and directing development in their area. Contributing towards factors that are outside the strategic elements of the local plan, communities must also identify opportunities which as Tafur (2015) emphasises, is the importance of using neighbourhood developments that are consistent with their Neighbourhood Plans. Current government policy and legislation dictates that a "Neighbourhood Plan should not promote less development than set in the local plans or undermine strategic objectives" (DCLG, 2012b, 44).

Having a Neighbourhood Plan is considered to be a key mechanism for reforming the planning system (Davoudi and Madanipour, 2013) in favour of local communities having an opportunity to influence the future of where they live. Using examples from studies of both rural and urban locations, Bradley and Sparling (2016) following their study of fifty communities between 2013 and 2015 throughout England, concluded that having a Neighbourhood Plan in place enables compliance to a pro-growth agenda and promote sustainability by increasing the number of sites allocated for housing. They further propose that one of the key indications of success in Neighbourhood Planning policy, would be a reduction in the number of refused planning applications. They found that a common Neighbourhood Plan policy was to prioritise self-build and small PDL development, as this is deemed to cause minimum disruption to environmental quality and local character. Having a Neighbourhood Plan as a mechanism for reform or localised growth is not a universally shared option for sustainable growth e.g. Sturzaker and Shaw (2015) are sceptical that there any real tangible benefits, readily discernible in the short term.

Being 'Plan Led' LPAs have an opportunity to set a vision and framework for the future development of their area by engagement with local communities. This engagement can

address needs and opportunities in relation to housing, the local economy, community facilities and infrastructure. It is achievable by an envisaged collaboration with local communities, developers, landowners and other interested parties to prepare 'Local Plans' which must be positively prepared, justified and be effective and consistent with national policy (DCLG, 2015a para.29).

It may be questionable whether the concept of localism, a paradigm of imparting greater power to local communities through a Neighbourhood Plan is compatible with that of NPPF and its 'presumption in favour of sustainable development'. This is because Localism may be considered to be of benefit to the government by removing their onus in decision making, placing the responsibility upon people or organisations which may not have the experience to administer favourable results, whilst still being under the bureaucracy of governmental edicts and limited dialogue.

## **2.8 Interactions between Governance, moral obligations and personal aspirations**

For many authors for example (Galland, 2012; Higgins *et al.*, 2012; Tait and Inch, 2016) the concept of having a Neighbourhood Plan is an extension of the ideals of Neo-Liberalism. Fundamentally, Neo-Liberalism's main conception is that each member of a moral community is equal, bringing ideas, values and interest together with a minimum of conflict (Higgins *et al.*, 2014). This is based on normative judgements such as 'Should' and 'Ought' where individuals contribute towards and create a moral community, being delivered by incentives to achieve educational or social goals or needs. A problem with this is that the interests of some can outweigh the interests of others, leading to unfair advantage (Higgins *et al.*, 2014). Liberal policy tries to persuade people to alter their private behaviour without means of coercion but by a discouragement of actions (Gray, 1993). This policy encourages demonstrating personal interests and goals towards improving the community, whereby improvements are enhanced by encouraging private property or ownership in order to promote a duty of care to the management of resources and the environment. Although Neo-liberalism can undermine the moral and social fabric that binds people together as observed by Gray (1993), it does not specify what a good outcome should be. This is because Neo-liberalism merely proposes rules from which calculations can be made, where justice manages the relationship between right and good to create a 'Free Market' (Hinks *et al.*, 2013). Ideally, where Local Authorities should engage in ensuring that free trade exists, along with property ownership through civil and criminal law.

In the Karl Marx (1818-1883) and Friedrich Engels (1820-1895) utopian ideology of the early and mid-19<sup>th</sup> Century, there is an emphasis on the concept that people should view each as equals, with no class barriers and operate in a common participation of social order.

Their joint writing of 'Communist Manifesto' (1848) political pamphlet being an analytical approach to class struggle, featured heavily on the importance of economy being a major factor in politics and that social and political institution changes are as a result of economics transferring material conditions. Marx assumed a two-levelled structure of society (Merchant, 1992 p.306 in Smith, 1999), where the "economic base or mode of production and the legal-political super structure and that, 'Social movements push capitalism to respond in more transparently socialist ways.'" In turn capitalism responds by introducing more environmental and natural resource planning (Merchant, p.311 in Smith, 1999; Graham, in Flowerdrew and Martin, 2005) observes that Marxist historicism claims that in order to understand the current state of any society (and protect future states) we need detailed knowledge of the past stages of development of that society, as the present can only understand the past.

It is clear that for millennia there have been many philosophical deliverances on personal, political, moral and ethical considerations. The Greek Philosopher, Aristotle (384-322 BC) wrote in his 'Virtue Ethics' a declaration that people have an inner moral obligation to have and to lead a good life and that human happiness, is dependent upon living in conformity with nature. He also recognised that different forms of government exist and that the administration of which might restrict people from attaining their personal goals. Thomas Hobbes (1588-1679) theorised that a 'Social Contract' exists as an agreement whereby those in power, govern (Hobbes, 1651). Hobbes also proposed that those who are not in power agree to the governing terms. However, under his views of 'contractarianism' there are no natural duties towards others and that we are not obliged to protect the vulnerable, acting primarily in one's own interest, furthermore that administering harm to others is also justified in protecting one's own interest. John Locke (1632-1704) who is considered by many to be responsible for helping to form the basis of liberal democracy, wrote in his 'Two-treatises' of (1689), that there is a belief that governments obtain their contract of authority by popular consent, thus putting the onus of responsibilities on individuals and groups rather than the government. For many, Immanuel Kant (1724-1804) was the eminent and most influential of European philosophers and Kantian ethics have formed the basis upon which many other subsequent philosophies and conceptions have been based. The fundamental basis of Kantian ethics is a focus on what we 'Ought' to do (O'Neill, 1989), or put simply, acting with the best intent under a duty for individuals to exercise self-control, for self-improvement and the betterment of society. It is this best intent which provides a moral 'deontic duty', based on having an obligation to respectfully treat others in a non-utilitarian way for the good of all and not for personal self-interest. Having a moral obligation of acting under a 'social contract' and catering for the needs of others is of paramount importance in a doctrine of equality within a moral code (Rawls, 1971), which is essential for the good of all and not the individual. Kantian contractarianism operates a moral equality, whereby a

natural duty of justice should prevent doing harm to others as a means of protecting everyone's interest.

'Utilitarianism' as theorised by Jeremy Bentham (1748-1832) and John Stuart Mill (1806-1873) decrees that an action is morally right if the consequences of that action brings about happiness and an action is morally wrong if that action delivers a state of un-happiness. Under this doctrine therefore, it is the responsibility, freedom and rights of individuals to act morally to attain happiness from actions as opposed to governmental social control. In conjunction with but also at times in contrast to Bentham, Mills utilitarian view is based on the works of William Godwin (1756-1836), whose view on 'political justice' was undermined by an anarchist approach. This approach decreed that the adoption of any principle of morality and truth into the practice of the community was acceptable, as the government is a corrupting force in society (Godwin, 1793).

Godwin further argues that personal welfare interests are defined as health, money, shelter and sustenance and that these should act as the prime motivation that public policy makes use of evenly distributed across the community whilst considering the community interpersonally and not necessarily in the individual's interest. This ethos of personal welfare interest was carried forward but also questioned by the 'Transcendentalist' movement, a notable contributor being Henry David Thoreau (1817-1862) whose work 'Walden' (1854), was in the belief that society and its institution corrupts the purity of an individual and people prosper from being self-reliant and independent, by living freely and simply and being true to ourselves.

More recently, in the 20th century the thoughts of Macintyre (1984) echo those of Thoreau, by suggesting that we should live not only as an individual but should concentrate on discovering where we are in isolation to others. Michel Foucault (1988b) advocates that it is 'self-governance' theorised by Nietzsche (1975) which defines ethical behaviour, this being attainable as an outcome of a process whereby the individual defines their own moral practices and goals. "Individuals get involved with rural development because they have a valid contribution to make to a particular situation as well as a personal benefit being gained" (McAreavey, 2006 p.86) and successful rural development relies on the positive interaction and dedication, typically of small groups of individuals. McAreavey also notes that individuals can become disillusioned with rural development because of negative consequences such as personality clashes or abuses on individual power (McAreavey, 2006). Ethics are formed by raising the question of 'How do we live?' and considers the responsibilities we have towards others and the rights we possess (Eckersley, 1992) and provides us with a set of rules, for conducting ourselves morally in relation to other people and the community (Selman, 2000). Pragmatism or the practical application of ideas as theorised by John Dewey (1859-1952) is to test them in human experience, and discussed

by Morgan (2014) by asking a moral questions of what are the sources of our beliefs? And what are the meanings of our actions? Emphasising the connection between thought and action, suggesting that participatory democracy is an ethical idea rather than a political arrangement.

The expansion of the moral community happens when we accept and accommodate others within our ethical choices (Mills, 1996) and the best ethic taken is an holistic approach that values systems as well as individuals, unfortunately often the individual has no inclusion in the decision making process. 'Deep Ecologists' according to Dobson (2007) concentrate on 'Just Thinking' rather presenting a programme for social change, and that the Green theory ignores environmental benefits of market institutions and the ecological costs that can be saved from centralisation because many environmental problems are inseparable from their economic condition. 'Ecological Modernists' believe that political change might start with a change in individual consciousness by either changing lifestyles or doing rather than thinking (Hayward, 1994), and that Green politics and its subdivisions may be best achieved by acting within existing institutions rendering them more democratic, where all participants actively engage in decisions that affect their lives, collectively. The relationship between the government and the people is accepted as a 'social contract' (Flint, 2015) who proposes that the current ethos of 'Localism', is a form of governing without government which conceals power relationships between classes. Governments of any political persuasion, have their own ideals, plans and methods of adopting policies and setting procedures in place on which to shape the nation, and the society of the people. In the 1960's and 1970's, the national political parties in the U.K. began to acknowledge that there was a need for fundamental changes in society (Shapely, 2011) and that governance was structured around professional, politically motivated people and private development interest groups whereby the majority of people were excluded from both process and systems which created and managed policy. Information is required to enable decision making, and knowledge is required to understand and interpret the information, but Curry (2013) believes that there is a danger and potential problem, in that too much information can confuse rather than clarify. Whereas local knowledge provides the tools required to interpret and manipulate the flow of information, according to Curry (2013) external experts can be ignorant of local issues and therefore have contradicting assessments. However, there is a recognition that a small amount of like-minded people will reach a decision more quickly, rather than a large group of stakeholders with divergent views or opinions. Participatory democracy as idealised by Parker et al. (2017) can be achieved by designing participation into the planning system to challenge and reformulate planning in a way that it is structured and processed. By investing in a more widely shared responsibility through collaborative planning, by place making and achieving sustainable development, consumers of public services become more responsible and responsive as co-producers in public governance.

Governance or the process of governing delivers policy and directives under the administration of the dominant elected party and needs to be responsive to all groups in society as proposed by The World Bank (2017) by an interaction in designing and implementing policies. Having a Neighbourhood Plan is an example of a participatory or community governance McGuinness and Ludwig (2017) whereby ordinary people as compared against those who have been elected play more direct roles in public decision making having a democratic involvement in political issues with the intention of delivering a sustainable community, is seen by as advocating that rural development depends on the expertise and insight of the local communities themselves. McGuinness and Ludwig (2017) also observe that a lack of professional skills within a community can hinder plans being fully community led, leading to a weak plan being put in place, therefore it is unfair to expect communities to write professional planning documents. By devolving more power to local communities, Higgins *et al.* (2014) suggests that, whilst being neo-liberalistic and advocating total equality, this also has the tendency to create a form of indecisive hybrid governance which can have the disadvantage of underpinning rural land management.

By contrast, McAreavey (2006) concludes that power exists as a result of people working together, and that interacting individuals create the micro-politics of a community through a combination of knowledge, power, perceptions and values with a shared ideology in rural development and its governance. It is suggested (Evans *et al.*, 2006), that localism may be seen as a direct policy change, enabling collective decision making and public management at local levels providing an interaction between the two. This shift concurs with Foucault (1988) who saw governmentality as the 'art of the government', which moves away from a hierarchical dominance and formal 'Top down' administration as determined by Sturzaker and Shaw (2015), to embracing social control allowing individuals to govern themselves or embracing Foucault's concept of 'care of the self', but remaining within political ethics. Building upon the 'care of the self' concept, it is obvious that people need somewhere to live and where possible to enjoy a level of chosen lifestyle, this may also enable people to attain their level of 'self-actualisation' as conceptualised by Maslow (1943) within a social network (See Fig. 2.5).

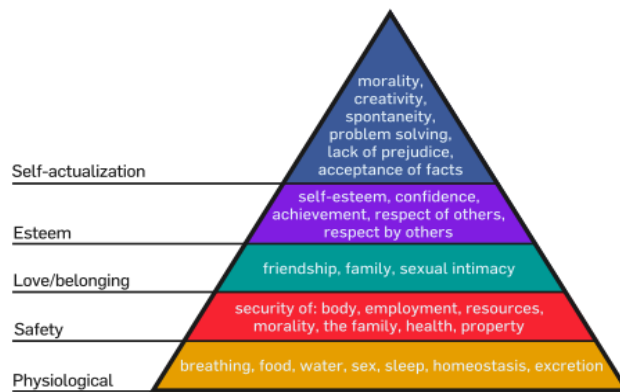


Fig. 2.5 Maslow's 'Hierarchy of needs' (McLeod, 2017)

Therefore, there is a continuing need for housing development within an accessible distance from workplaces and amenities, at an affordable rate geared to individual means and expectancies. Such criteria often has a direct affect upon peoples aspired lifestyles, as there is invariably a need to provide the means of earning or obtaining sufficient money in order to maintain their desired standard of living.

**Commented [GU3]:** I think you need something after this to round this section off a little. It seems to stop in mid - air.

I might have missed it but th examiners' comment 'given that Short is mentioned in Chapter 7, maybe this section would be a good point to introduce Short, rather than in Chapter 7.' doesn't seem to have been addressed.

**Commented [c4R3]:** Short is not mentioned anywhere in this Thesis, I presume the report should have referred to Scott, whose views now features in the Lit Review approximately page 49

## 2.9 Conclusions and justification for research

Undertaking the literature review revealed four separate areas where gaps in knowledge were perceived to occur. This presented opportunities to investigate and provide the means of making contributions to filling those gaps.

Prior to the Localism Act 2011 RSS's had specific housing targets, based on predicted additional requirements to cater for an increasing number of households over a prescribed time-frame. Post 2011 LPAs have produced their Development Plans setting out the future need for additional dwellings in their area. The success or otherwise of this delivery is reported when authorities produce their Annual Monitoring Report which records on how the authority has performed during the previous year, one of these indicators is the delivery and commitment of additional dwellings. However, these indicators are rarely published at the lower levels of villages or parishes, thus potentially neglecting the numbers of rural housing commitments. A study of planning applications has therefore been undertaken on a sample of rural parishes, the results of which are presented and discussed in Chapter 5.



LPAs make decisions on where, when and how many additional dwellings are built or which can be provided through existing building conversions. These decisions taken are linked to requirements identified in their Development Plan, based upon sustainable development principles. The Planning Authority do provide planning application information on individual cases, but do not publish any collective reasons for the decisions they have taken at either parish or county levels. Therefore this presented an opportunity to investigate and present an indication of how the decision making process in planning applications, adhere and refer to planning policies and sustainable development principles. A further study was undertaken to determine the key planning policies and development principles cited in the decision making process, for both planning application refusals and approvals relating to the sample parishes in order to establish the extent to which sustainability of the applications were recognised, the results of which are presented and discussed in Chapter 6.

Whilst the planning system has community engagement embedded within it, the Localism Act of 2011 and NPPF of 2012 have sought to enhance the level of engagement bringing about changes in hierarchy of policy mandates, decision making and planning. This has given parishes and communities the opportunity to adopt their own Neighbourhood Plans, or similar forms of 'Social Contracts' between residents, their communities and LPAs. By forming these contracts there are opportunities for LPAs in their decision making processes, to undertake, incorporate and endorse the core principles of sustainable development in those decisions taken by being socially, economically and environmentally compliant. Communities can benefit from residents contributions in plan making, helping to shape the future development of their area based on knowledge of local needs, and potentially engender greater support for new housing development. As an example of economic benefit from LPA incentives, a community has the opportunity to receive 25% of any revenues derived from a Community Infrastructure Levy (CIL) arising from development taking place. Individuals can benefit from the social benefit of being involved with the shared vision of development and growth within the community, which can increase an individuals' sense of place making and potentially increase their feeling of well-being.

Although there are surveys carried out nationally on behalf of various government departments, there would appear to be a lack of surveys conducted on a regular basis by LPAs, attempting to ascertain resident's well-being and levels of satisfaction in local administration and governance. Therefore, there was an opportunity to undertake a study to identify how residents within small rural locations, perceive these levels of satisfaction with the planning system and the rate and scale of development within the local community. Furthermore, there was an opportunity to assess the extent of local resident's levels of involvement in the development of their community. The results of this study are presented and discussed in Chapter 7.

The well documented purposive intentions of a community having a Neighbourhood Plan is a participatory action between individuals, their community and its LPA helping to contribute towards the future development of the community. However, from the literature consulted during this research period there would appear to be limited publication on proven benefits of having such plans for small rural communities, which presented an ideal justification for investigation. Therefore in every aspect undertaken in this research, comparisons are made between the results gleaned from studies on sample parishes with a Neighbourhood Plan and those without.

These are presented throughout the Thesis in the results Chapters of 5, 6 and 7 and contribute to answering the research questions:-

When planning applications for additional residential dwellings are submitted, how do LPAs make best use of planning policies which contribute towards achieving sustainability, in rural housing development through their decision making processes?

'In respect of applications for additional residential dwellings and the resultant commitments tenure, how do parishes which have adopted a Neighbourhood Plan differ from those which have not?'

It is not the purpose of this research to consider or challenge the success or otherwise of the international drive for sustainable development but simply to set the context for why sustainable development is a consideration in rural housing decisions.

### **Chapter 3 Methods**

Combining quantitative and qualitative research is difficult because of differing epistemological underpinnings as discussed by Bryman (1984), as quantitative studies predominantly adopt a positivist and deductive stance and qualitative studies are interpretative and adopt an inductive constructivism.

For the purposes of this research however, the author has considered these difficulties and nevertheless has decided on undertaking a realist stance of a combination of ontological and epistemological methods being required to satiate the research objectives (See Chapter 1 Section 1.4).

Objective 1: To investigate the extent to which housing targets are being met, pre and post NPPF.

This requires a positivist ontological approach testing a hypothesis deductively, that LPAs housing targets and commitments for additional residential dwellings are quantifiably measureable.

Objective 2: To identify the extent to which National and Local planning policies are taken into account by LPA's, in their decision making processes when assessing the sustainability aspects of proposed additional residential developments.

This epistemological stance engages in a post-positivist approach, which primarily is a deductive process in assessing the sustainability factors which LPAs employ and consult with, when considering planning applications.

Objective 3: To determine if both proposed and actual development has impacted on residents' personal sense of well-being, and sustainability within the community.

This engages in an ontological interpretivist stance by being both constructive and inductive. By attempting to gain an understanding of residents' individual viewpoints on planning and housing, via the undertaking of a survey questionnaire within the case study parishes. This research method enables gaining a pragmatic interpretation of the residents' perceptions of both themselves and their position within their immediate environment, shaped by their individual and collective behaviour and 'social attitudes'. However, there is a recognition that the results derived from the survey may not provide a sound basis for comparisons being made in alternative rural locations, as peoples' opinions vary due to cultural and social differences.

Objective 4: To identify the extent to which Neighbourhood Plans have impacted upon the sustainability of the parish.

As with Objective 1, this presents a positivist ontological approach by testing a hypothesis deductively. However, rather than just testing what the differences are between two variables, this objective tests if there are any differences between two variables. In this study the variables relate to all aspects of rural housing development, between parishes with a neighbourhood plan in place and those without.

It is widely accepted that there is much value in mixing qualitative research methods with quantitative methods e.g. (Tashakkari and Teddlie, 2010; Silverman, 2017; Bell *et al.*, 2019), quantitative research excels at summarising large amounts of data and reaching generalisations based on statistical projections, whilst qualitative research provides a means of telling a story from the participant's viewpoint, providing descriptive detail into a more human context (Trochim, 2006). This analogy is echoed by Blaxter *et al.* (2010) who further propose that quantitative research is perceived as more about gathering facts for testing a theory or generating a hypothesis, and that qualitative or desk-top research is concerned with collecting and analysing information being chiefly non numeric.

**Commented [NR5]:** much better. This is nice and clear

This research uses both qualitative and quantitative methods in order to address the research questions. The quantitative methods were utilised to a greater extent in realising the research objectives where comparisons of data were required in rural housing needs and targets, identifying planning policies, material considerations and conditions utilised in decision making processes on planning applications. A mixture of both quantitative and qualitative methods were involved in the assimilation of results, scores and comments from residents perceptions on planning, housing and personal well-being gleaned from conducting Focus Groups and a street survey in the case study sample parishes.

### 3.1 A 'Systems' theory approach

As a result of undertaking the literature review, it was evident that there has been a considerable amount of theoretical and observational studies conducted in relation to the four main study areas of this current research. The notable areas being: Sustainable development of the built and natural environment: The need for and the provision of additional housing globally, nationally and in both urban and rural locations: Past and present planning policies and practices and how these have been shaped via governmental strategies and the provision and maintenance of community and individual well-being. The literature review also highlighted some of the tools and techniques undertaken by some academic fields in pursuit of their studies, therefore there was a need to form a rationale of methodologies required in order to address this current research question. By taking a holistic or multi-dimensional approach in this research, it was accepted that there was a need to embrace and incorporate a set of inter-disciplinary methodologies which would form the basis of the research conceptual framework. Being inter-disciplinarian, enabled the development of the appropriate research question and provided a guide to how the aims and objectives of the study areas could be formulated and realised. In the belief that nothing exists in isolation the adoption of a systems approach in the conceptual framework was deemed necessary and appropriate in order to carry out this research. Providing an opportunity to examine the inputs, the operating processes and the outputs of the main component discourses or systems pertinent to the potential main study areas of the research (See Fig.3.1).

The first step involved identifying if any of the writings from the review, matched or mirrored the study areas of this research. Although there exists various writings on component parts such as governmental change, or the role planning and its limitations and opportunities there would appear to be a lack of interaction of compartmentation of subjects. The main or major study areas of this research were therefore categorised into both their individualism and their inter-relationship with the planning system. Central to and inclusive of these major study area components were the internalities of the planning system, the systems externalities which bear relevance to and effect the planning system comprising of a range of both government forces and local governance. An example of such interconnectivity can be seen in (Fig. 3.1) as a result of adherence to the concepts of sustainable development (of social, economic and environmental aspects) and housing requirements, can lead to levels of residents' social cohesion by community participation through involvement in a Neighbourhood Plan can have a positive effect upon their well-being.

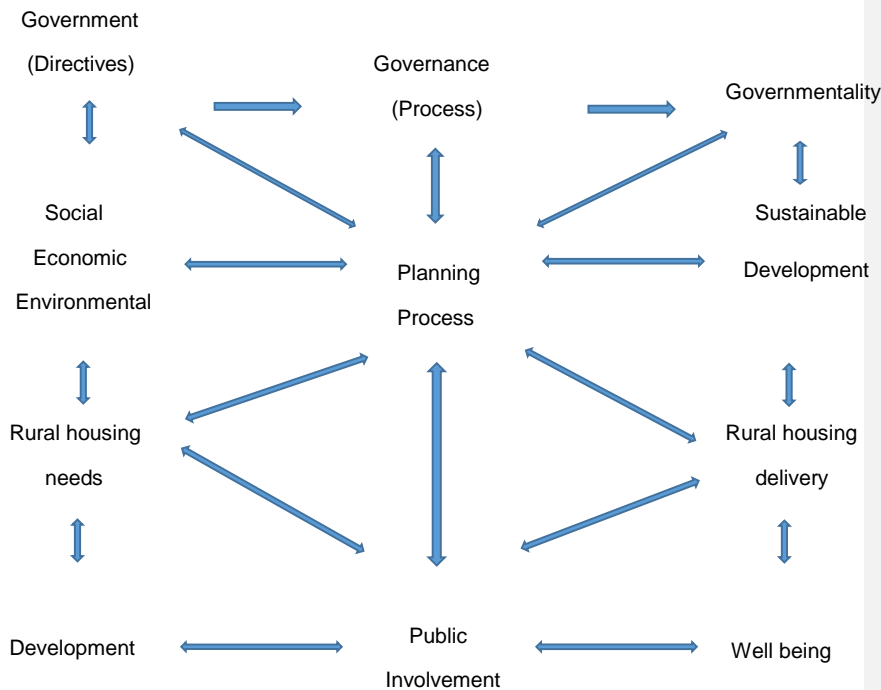


Fig.3.1 Interaction of themes deemed pertinent to the potential main study areas of the research, identified from general literature (Authors own design, 2017).

The second step was to identify as many possible components or areas of consideration which contribute towards the constitution of the major components in (Fig 3.1). This was achieved by conducting several brainstorming exercises and applying the results onto an 'Ishikawa' or 'Fishbone' model, showing the positional relevance of all possible perceived areas of potential study (See Fig. 3.2). Each of the potentially relevant components are arranged thematically, so representing the skeletal composition of a fishbone. The backbone constitutes the creation of a sustainable community. As an example (See bottom right fin or branch of Fig.3.2) the integral and relevant components that can be considered necessary to administer planning policy are, LPAs Core Strategy or Five year Plan, the location, number size and type and tenure of required development. Considerations such as these should not be seen as isolated components, but instead the social, economic, environmental aspects are inter-related through governance and people's personal requirements and needs.

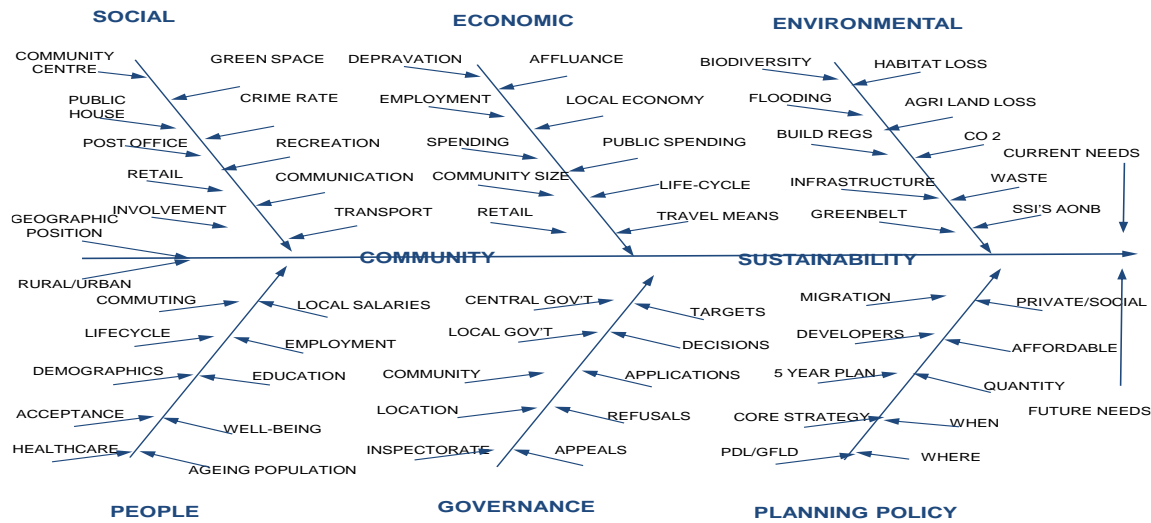


Fig. 3.2 'Ishikawa' model of individual constituent components of potential study, grouped into main areas which can have impact upon and contribute to the concept of achieving sustainable rural housing development. [Authors own interpretation (2018)]

The third step involved an identification of the components which could be realistically investigated with the methods of their measurability but more importantly, to ascertain which of these components had the most potential to be applied to providing reliable and quantifiable results. Each element from Fig. 3.2 was allocated a score between 1 and 10 (See Appendix 8) which was deemed to be beneficial towards answering the research question. Once the most beneficial elements were established, a similar screening exercise was undertaken to determine the type and means of investigation methods available which would bear direct relevance to achieving the research objectives (See Table 3.1). Holistically all components were deemed to be of importance, however, those aspects which were deemed to be either immeasurable or of limited potential in terms of study and relevance to the research question were excluded from the research programme.

Table 3.1 Elements chosen from Fig. 3.1 as being the most beneficial areas of study in order to answer the research questions. Source: Appendices 3 to 9b collection of data and information and situational storage.

<u>Beneficial research element</u>	<u>Nature of collection source</u>	<u>Research data storage</u>
Planning refusals	Planning Officers reports	Appendix 3
Local Planning Policies	Planning Officers reports	Appendices 4 & 5
Conditions on approvals	Planning Officers reports	Appendices 6 & 7
Research components table	Ishikawa diagram	Appendix 8
Social well-being	Questionnaires	Appendices 9a & 9b

### **3.2 Local Planning Authority 'Case Study' selection**

In England, although there are collective reports, data sets and information readily available for public consumption on the need for and delivery of additional dwellings at national and county levels, there appears to be a sparsity of such data being publically available on rural parishes from LPAs. National data sets are produced by the ONS and at county level reach LPAs annually produce an Authority Monitoring Report (AMR), which concentrates predominantly on presenting the performances in respect to the county and Market Towns and Key Centres in their domain. A majority of villages and smaller settlements are not listed and their performance figures go towards the rural total. However, this research presents an opportunity to investigate how unstated or uncategorised rural communities and parishes can and do contribute towards their LPA's annual report and more importantly, have an intrinsic value of their own.



It was decided to concentrate the research on two case study LPAs in rural counties of similar composition, in order to make comparative analysis these being Shropshire and the adjoining county of Herefordshire. Equal consideration was given to three further choices of adjoining English semi-rural counties and their LPAs these being Cheshire, Staffordshire and Worcestershire. However, it was decided that the best fit in terms of rural similarity to discount these as they have a higher concentration of urban compositions and may not offer best comparative opportunities.

The LPAs were chosen for two main reasons; the first of which was that although they are geographically similar in composition, their uptake of Neighbourhood Plan in parishes is considerably divergent, secondly as they are in adjoining counties it was considered prudent to reducing the research carbon footprint by keeping site visits to a minimum at the least travelling distances.

### **3.2.1 Parish 'Case Study' selection**

It was decided to use a sampling technique of purposely chosen parishes which could give a range of results, being representative and indicative of the sample LPAs.

A feasibility desk top study was undertaken to identify potential parishes for inclusion which would be demonstrable towards delivering answers to the research question and satiating the research objectives. In relation to the research question it was necessary to determine the number and names of parishes which had already adopted a Neighbourhood Plan. This was achieved by consulting online facilities for Shropshire and Herefordshire planning portals and plotting the physical locations of those parishes onto an Ordnance Survey (OS) map of the county. In relation to the research objectives a further desktop exercise was undertaken to identify potential parishes without a Neighbourhood Plan, which were ideally more than ten miles away from the plotted Neighbourhood Plan parishes in order to try and reduce any mutual influences, such as proximity to larger towns, thus giving wider parameters. Shropshire LPA had only two parishes with a Neighbourhood Plan so these were automatically included as samples. Herefordshire LPA had thirty five Neighbourhood Plan parishes so to give a conformity with Shropshire, two of these were chosen due to presenting similar parish proportions. A shortlist of twelve further parishes were identified: six from each county, which had the potential to be representative samples in the research. Another desk top exercise took place to identify the demographics of all the potential parishes. This was facilitated by consultation of the Census returns of 2011 via ONS data sets, to determine initially the number of inhabitants and dwellings per parish.

The next step involved a physical inspection of each of the sixteen candidate parishes. This was carried out with three intentions. Firstly to gain familiarisation and determination of the

characteristics and physical properties of each, secondly to ascertain if there was any evidence of new build activity and positions of current dwellings and finally to establish if there was a suitable location which would allow access to a maximum footfall, should a street level be deemed to be viable at that parish.

A filtration exercise followed which would allow for an even mix of parishes with a Neighbourhood Plan in place and those without, together with a range of population sizes and dwelling numbers and suitable survey positions. Two of the potential parishes were discounted because of their proximity to other Neighbourhood Plan parishes in Herefordshire, two more were discounted for their proximity to major urban locations and four parishes overall, due to a lack of a suitable venue for conducting a street level survey.

### **3.3 Additional dwellings: Requirements, targets and delivery**

In order to determine the extent to which housing development is being exercised nationally and supported by delivery of LPAs and their parishes, it was necessary to identify housing needs and targets and compare these against the number of housing completions where these figures are available, or more generally, by planning consents and commitments for additional dwellings; the results of which are contained in Chapter 5.

#### **3.3.1 National additional dwellings**

Satisfying the first objective of research to identify additional dwelling needs, targets and commitments required three separate means of data collection. In the belief of there being no ambiguities and that all information consulted can be considered as reliable, the secondary data necessary to meet the research objectives was obtained from the following sources. The national housing requirements were obtained online from 'England Household Projections' 2012-2037 (DCLG, 2012b) and 'Population Projections' issued by the ONS (2016). The annual national commitment of stock levels for additional dwellings for the ten year period 2007 to 2017 issued by MHCLG were entered on onto an excel spreadsheet in order to produce a graph indicating yearly fluctuations, the intention of which was to provide an indication, of any peaks or troughs in delivery of additional dwellings corresponds with periods of governmental change or of economic stability.

### **3.3.1.1 County additional dwellings**

County projected housing needs were obtained from online perusal of the West Midlands RSS projection figures for housing (2006 to 2026), Shropshire Housing Trajectory (2008 to 2013), Shropshire Council Five Year Housing Land Supply statement (2015) and SAMDev (2015). Herefordshire's housing needs were also taken from the RSS projections. Their Core Strategy (2011 to 2031) Local Plan - Core Strategy (2015). County commitments to build were obtained online from the Authority Monitoring Report (AMR) for Shropshire (2018) and the AMR for Herefordshire (2018).

### **3.3.1.2 Parish additional dwellings**

The case study parishes have had their housing targets drawn up from either the LPAs projected needs outlined in their development plan, from agreed growth rates in the county's five year plan, or set in their Neighbourhood Plan (where in place) based on locally assessed needs. Prior to the NPPF housing needs were determined by conducting a Local Housing Market Assessment, since 2014 LPAs undertake an assessment of land availability. However, the assessment does not in itself determine whether a site should be allocated for development. It is the role of the assessment to provide information on the range of sites which are available to meet the local authority's (or, where relevant, elected Mayor or combined authority) requirements, but it is for the development plan itself to determine which of those sites are the most suitable to meet those requirements (MHCLG, 2015).

The NPPF requires LPAs to undertake an objective assessment of housing need in their domain which identifies, the projected household growth and the historic under-supply, to give the number of additional dwellings that are required to meet needs over a specified period, called Full Objectively Assessed Housing Need (FOAHN). Whilst the FOAHN in itself does not represent a housing requirement, once identified it will form the basis upon which a housing requirement is identified for the LPA and its Development Plan, this being the right homes for the right places (DCLG, 2017a). A Strategic Land Availability Assessment (SLAA) formerly known as the Strategic Housing Land Availability Assessment (SHLAA) is a technical assessment of the suitability, availability; and achievability (including viability) of land for housing and employment development. Although the SLAA provides information which aids investigation into locations where future housing and employment growth will occur, it is not a means of allocating land specifically for these purposes.

### 3.4 Sample parish data collection and filtration

The third element of data collection was at parish level and required a more comprehensive and detailed approach, to ascertain commitments to additional dwellings as this information is not readily or publicly available either in printed form or online.

Data collection involved the examination of all the planning applications made to the two case study planning authorities via their 'Planning Search' databases for each of the eight case study parishes for the ten year study period. Followed by a sifting and filtration exercise using predetermined algorithms to discount and exclude planning applications which did not relate solely to new housing build or existing building conversions into dwellings (See Fig. 3.3).

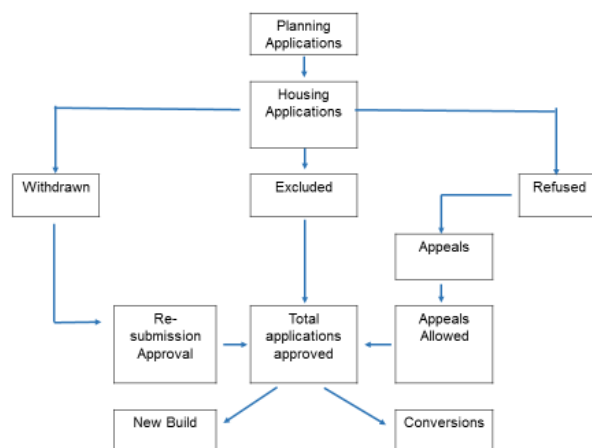


Fig.3.3 Flowchart of filtration exercise arriving at the number of approved New Build and Change of Use for residential planning applications between 2007 and 2017. In the Shropshire sample parishes of Church Stretton, Longden, Much Wenlock and Kinnerley and the Herefordshire sample parishes of Bromyard, Kington, Wellington and Leintwardine. Source: Authors own design (2017)

The algorithms used for exclusions were: - applications for housing extensions, erection of out-buildings, cosmetic building enhancement or landscaping and applications which had previously been submitted and subsequently adjusted in some way. It was deemed necessary to also record data on dwelling applications which had been withdrawn, or refused which consequently may have been subject to appeal, thus the application was still open and under consideration. As a result of the exclusion exercise, the total number of approved planning applications was attained, which was sub-divided to produce the

numbers of applications, pertaining to new build and CoU. The numbers of committed dwellings from approved planning applications for new build and CoU were compared against set targets (See Chapter 5) in order to address the question of whether LPAs can be deemed to be fulfilling their OAN's and acting sustainably.

The aim of this research focuses on the efficacy of parishes adopting a Neighbourhood Plan but this was not an available option prior to April 2012 until the introduction of the NPPF. It was decided for reasons of consistency to have April 2012 as a median point in time, (hereafter for calculation purposes referred to as being pre or post NPPF) of the ten year study period between the 1<sup>st</sup> April 2007 and 31<sup>st</sup> March 2017.

To determine the number of potential additional dwellings which could have been realised over the ten year period from withdrawn and refused planning applications, required harvesting the recorded data from purposively constructed bespoke data sets, using Microsoft Excel spreadsheets (See Appendices 3 to 7). The information contained in these data sets also formed the base lines, for various subsequent analysis and served to provide and preserve consistency in research data usage. These datasets not only enabled the observance of commonalities and differences between the two case study LPAs, but also provided comparatives for each of the sample parishes and assisted towards providing answers to fulfilling the research objectives. Supporting where applicable, their individual hypotheses. Whilst constructing the data sets, it was deemed prudent to segregate all data between pre and post NPPF, so that comparisons of data between Neighbourhood Plan and non-Neighbourhood Plan parishes were an available option.

Appendix 3: Contains details of planning application refusals for all of the sample parishes; giving the planning reference, the date of decision, the proposed activity and the scale of development, the address or location of the development and status of any appeals. Also provided, is the reason for refusal.

Appendix 4: Contains the local planning policies cited in all of the Planning Officer and Committee reports in their decision making process, towards approved planning applications in the Shropshire sample parishes. It provides details of the planning reference number, the decision date, the nature and scale of development and the material consideration.

Appendix 5: Has a similar content to Appendix 4, but relevant to the Herefordshire sample parishes.

Appendix 6: Contains conditions which have been applied to planning application approvals in the Shropshire sample parishes. Providing details of the planning reference number, date of decision, the nature of the application, the number of dwellings involved, the address or location and the conditions as advised by the Planning Officers reports.

Appendix 7: Has a similar content to Appendix 6, but relates to the conditions applied to the Planning Officers reports, for the approvals from sample parishes in Herefordshire.

Appendix 8: Provides the scoring mechanism of study areas being deemed appropriate and feasible within the research content and objectives.

Appendix 9a: Street survey questionnaire presented to individuals in the case study sample parishes.

Appendix 9b: Additional questionnaire presented to individuals in retail and service outlets within the case study sample parishes.

#### **3.4.1 Case study: Planning application refusals**

To assess how positive planning helps to achieve sustainable rural housing development (as covered and discussed in Chapter 6), by compliance with an LPA's 'Developments Plan' policies and NPPF guidelines, an investigation and examination all of the Planning Officers reports and Planning Committees recommendations were recorded with the key criteria for the decisions taken. The reasons for refusal of planning applications were entered onto a bespoke database (See Appendix 3), together with details of any appeal lodged and their ultimate decision where known. The purpose of which, was to determine the category of planning policy being instrumental in the reason for refusal and results of any appeals and ultimate outcome e.g. if the appeal was dismissed or allowed (See Table 3.2). Investigation and amalgamation of the reasons for refusals was initially hampered by inconsistencies in terminologies used, in the Planning Officers reports, particularly during the years from 2007 to 2012. It was also observed that the categorisation and coding of core strategy principles frequently changed over time (due to policy updates) and were also subject to title amendments, therefore a certain amount of conjecture was required when ascertaining where similarities of policy subject occur both within and between LPAs. It was decided for the purposes of this research that a more encompassing and universal method of categorisation and coding was required, which would enable any comparative analysis to be made, and help dispel any ambiguities. Followed by an amalgamation of reasons for refusal; in line with the main policies set out in each of the county's Development Plan. The reasons were then allotted to their realm of topicality e.g. sustainable design and landscape or development requirements and coded into the main strategy policies. The frameworks of which, are linked to a presumption in favour of sustainable development and are commensurate with the guidelines of the NPPF.

Table 3.2 Summary examples of refused planning applications with reference decision date, development type and location, appeal status and reason for refusal.

<i><u>Planning Reference</u></i>	<i><u>Decision date</u></i>	<i><u>Proposed development</u></i>	<i><u>Address</u></i>	<i><u>Appeal status</u></i>	<i><u>Reason for refusal</u></i>
DCN081915/F	27/10/2008	Convert Chapel to nine Apartments	Old Wesley Chapel, High Street	Appeal Refused	Over intensification of development
P160306/F	10/03/2016	Erect one Bungalow Dwelling	Land at Croftlands, Wallstych Lane		Unsustainable development of open countryside

Source: Data examples extracted from Appendix 3 (Kington case study)

### 3.5 Applying sustainability to decision making

Examining the planning applications and the key reasons for the decisions made, enabled the identification of how the sustainability of rural housing was determined by Planning Officers and Committees in the target areas. The extent to which, compliance to county Core Strategies and planning policies is being achieved could also be assessed. In turn, this determined the extent to which targets or indicators on other issues such as access to services and facilities, capacity of local infrastructure, landscape and natural environment impacts, social cohesion and scale are all considered to be relevant in the control and delivery of additional dwellings.

As the planning references had already been ascertained this provided an opportunity to undertake a deeper examination of the reasons for planning refusals in the sample parishes and to assess the extent and type of policies stated against the refusals. These policies were added to an extra column in Appendix 3.

Given that this research had noted reasons for and aspects of planning refusals, it was logical to conduct a similar undertaking for planning approvals. Linked to planning policies are 'material considerations' which are applied to the decisions made on planning applications, and are designed to protect and enhance both the historic and present built and natural environments. Identifying which policies and material considerations are consulted and applied to planning approvals involved further specific investigation of the Planning Officers and Committees reports. By re-visiting both county's planning application archives, enabled the population of two further data sets: one for each LPA, for Shropshire (See Appendix 4) and for Herefordshire (See Appendix 5). The policies and material considerations stated in the Planning Officers reports were entered onto the data sets in alignment with each approved planning application reference, annotated under each specific policy. The policies were then assembled together to give a representation of the dominance in reasons cited in the approval of planning applications for both pre and post NPPF. The majorities were tested for their reasonableness, on subjects such as the effect

on listed buildings and conservation area, layout and density of buildings and nature conservation.

This prompted an opportunity to obtaining a hitherto unconsidered plan of plotting an overview of each of the applications, enabling the identification of the position or location of all the proposed development applications within the parishes. This was accomplished by a further investigation of both county's planning application archives, to ascertain where applications were referred to within the parishes. The collation of these locations was achieved by interrogation of each of the actual planning applications and obtaining a visual location of the development site and transferring the location, by the interjection of positional markers within parish boundaries, onto OS maps supplied by 'Digimap' sponsored by the University of Edinburgh as an online facility.

### **3.5.1 Case study: Planning application approvals with conditions**

To further assess the positivity of planning's role in achieving rural sustainability through practises required by the NPPF guidelines, another investigation was carried out in order to identify the 'Conditions' imposed upon planning application approvals. This was achieved by consulting the county planning archives and reading the Planning Officers reports for each of the approved planning applications. The conditions imposed upon the approvals were entered onto bespoke databases; for Shropshire sample parishes (See Appendix 6) and for Herefordshire sample parishes (See Appendix 7). The conditions stated in the reports were aligned to each of the individual approved planning application references and allotted to the ten main elements which were predominant in the reports. The ten main elements being: - Designation of time period when work must commence, Requirement of detailed plans, Samples of materials, Evidence of external design, Surface water runoff considerations, Foul water and drainage considerations, Archaeology aspects, Ecology aspects and surveys, Highways and means of access and Restrictions of working hours.

### **3.6 Collection of primary data**



Another of the prime objectives of this research was to gain an understanding of people's perceptions of the planning process, how the planning system and process shapes their community and the levels of past, current and future housing development within their community. The rationale for these investigations was to determine how actions taken by LPAs and individuals in regards to levels of housing development can impact upon a community and can influence an individual's sense of well-being and social inclusion. A qualitative approach was deemed to be the most advantageous method in collecting this information, in the guise of holding Focus Groups and by conducting a survey via the use of a questionnaire.

As stated previously as a result of the literature review, there appeared to be a lack of published information regarding housing targets and approved housing development. There was also limited information on sustainability assessment in planning decision making processes, which prompted the need for the collection and recording of secondary data. The absence of any recent well-being surveys presented an ideal opportunity to conduct a new empirical research geared to the research questions and study objectives.

A review of the viability of conducting interviews was undertaken. Firstly to gain knowledge of theoretical stances of the strengths and weaknesses of predominant methodologies and secondly, to determine if any of the academic sources from the literature review, would demonstrate a theoretical framework for this research. A similar review was undertaken with respect to conducting Focus Groups to understand their merits and limitations and how these methods would benefit the research aim, its objectives and help provide answers to the research question.

### **3.6.1 Research method: Interviews**

Conducting any interview involves direct interaction between the researcher and the respondent as Trochim (2006) recognises, in that the researcher is a unique individual and that all research questions may be essentially biased by each researcher's individual perceptions. Limitations of accuracy may also exist or be encountered with un-structured or non-recorded interviews based on verbal responses, as these response do not offer any supportive evidence (Trochim, 2006). If interviews are not documented they cannot be considered as analytically quantifiable data or used towards converging evidence, because as (Yin, 2009 p.108) states, 'interviewees responses are subject to the common problems of bias, poor recall, and poor or inaccurate articulation'.

This research endeavoured to remain unbiased and impartial, paying special attention not to compromise the integrity of any individual, company or organisation and although

references have been made to certain political or philosophical doctrines, there were no pre-conceived opinions or biases intended within the writings.

During the early stages of the research, two informal semi-structured interviews were conducted with senior Planning Officers; one from a county Unitary Planning Authority and one from a separate Unitary New Town Planning Authority within the same county. The divergence of the two Authorities was intentional, to determine if commonalities or differences occur between the two in respect to planning policies. These interviews were solely intended as a means of the author gaining an understanding of local planning procedures and some of the problems facing the LPAs in respect of delivering housing development. The interviews took place on the LPA's premises and presented the interviewees with an opportunity to unofficially air their views on the opportunities and restrictions of the planning system. No formal records of the interviews were kept, as there was no intent to include any of the responses in the research summary.

### **3.6.2 Research method: Focus Groups**

It is evident from undertaking the literature review, that conducting Focus Groups is a popular and invaluable technique in gathering public perceptions and thoughts. It is used extensively as a tool to provide in theory an opportunity for people to contribute to a debate, whilst to certain degree retaining anonymity, and as (Scott, 2011 p.692) observes, that Focus Groups "have considerable potential as participative tools for rural policy making."

Some of the strengths or advantages of conducting Focus Groups are that they are insightful into interpersonal behaviour and peoples motives (Bryman and Bell, 2007; Yin, 2009), they are adaptable and can enable the following up on ideas and feelings (Bryman, 2016). Focus Groups can take place in a natural setting of the individual's choice and can include various social groupings. Gaining immediate feedback is a predominant advantage recognised by (Krueger, 1988; Flowerdrew, 2005), other strengths including that attendees are willing to participate and gain benefit being part of the proceedings and by group interaction can challenge other people's views (Bryman and Bell, 2007). The group benefits from interaction between facilitator and participants (Saunders *et al.*, 2007) they can enable the interviewing of more than one person at a time focusing on one topic (Bryman and Bell, 2007), interviewees can raise their own questions and concerns (Bryman, 2016).

Some of the weaknesses or limitations of Focus Groups are that they may be biased due to participatory manipulation according to Flowerdrew (2005), where some individuals may feel inhibited as observed by Saunders *et al.* (2007). Also that they are difficult to organise, time consuming to perform and analyse, as the results are only of the group and not the

wider population (Bryman and Bell, 2007), added to which is the cost of travelling (Yin, 2009).

On reflection of these strengths, the author considered the factors of benefit as being that the Focus Group should potentially be of specific and consistent content and relatively easy to organise. This was in the assumption that participants are willing to take part, in a venue of their choice and at date and time of mutual agreement. Also that there is a high level of probability of only involving one visit to participating communities. Possible problems envisaged were considered as being securing the suitable venue, recruiting a sufficient mix and number of participants, the logistics of providing refreshments and having sufficient methods of recording the proceedings to enable transcribing the responses and results.

Recruitment for the Focus Groups involved telephoning as a means of initial introduction and followed by sending both an e-mail and letter to each of the case study Parish Clerks, outlining the purpose of the Focus Group, offering the opportunity to contact the author direct to discuss any concerns, or any clarification required. Both e-mails and letters included a request for the display of a poster (See Appendix 9) inviting public participation offering interested participants the opportunity to contact the author direct to discuss a suitable date, time and venue. The Focus Groups took place during the day at an agreed location and in conjunction with the questionnaire survey, they consisted of a set template of open questions to encourage a freedom of responses. The results of which feature in Chapter 7.

### **3.6.3 Research method: Survey via a Questionnaire**

In order to establish a sample of residents' perceptions about the scales of recent and planned housing development and the impacts that these were having on their community and surrounding environment, it was decided to undertake a survey in all eight sample parishes. The survey would include a means of ascertaining residents understanding of the planning system, their opportunities for involvement and general satisfaction of the system. It was also intended that the survey could offer indications of 'Social Conscience' amongst residents in their considerations towards the wider community.

In exactly the same way as determining the merits of Focus Groups, a further exercise was undertaken in order to ascertain the perceived strengths and weaknesses of conducting questionnaires or surveys within the case study parishes, by looking at both the theoretical stances and academic sources from the literature review.

A case study "is an empirical enquiry which investigates a contemporary phenomenon in depth and within its real-life context, especially when the boundaries between phenomena

and context are not clearly defined or evident and is the difference from other research methods such as experiments or data gathering” Yin (2009 p.17).

The use of cross sectional case studies being used, is useful to explain the extent to which phenomena occurs in a set of people at one point in time in a small number of settings. The choice of using case studies to obtain information by an individual is also recognised by Blaxter *et al.* (2010); who propose that a case study is ideally suited to the needs and resources of the small-scale researcher, being used to illustrate problems or indicate good practices because the information is drawn from peoples experience and can provide a data source from which qualitative analysis can be made. Being people led in research methods is recognised as an important facet to research method by Tonin and Turvani (2007), because understanding people’s attitudes and perceptions is an important element in research, as this determines how people process information when making decisions.

This consideration of people and their attitudes or ‘ethnography’ as coined by Jankowicz (2005), aims to describe the social experience of the groups being studied from their own point of view, presenting an account of which they consider to be meaningful and in a scale of importance. This consideration is further endorsed by Valentine in Flowerdrew and Martin (2005), in that people attribute an importance of criteria to their lives and it is thus important to treat participants in a survey as people, and not solely as a research subject. Had the research criteria called for the testing of a hypothesis of a certain response such as an attitude survey in a large population to ascertain a distinction of opinion or belief, then consideration could have been made opting for a patterned response survey, which count numbers of people in particular categories with particular characteristics.

When using a questionnaire as a means of survey, there is a danger that respondents have a tendency of wanting to please the interviewer by giving the perceived required responses as presented by Parfit in Flowerdrew and Martin (2005). This can be because human beings are not isolated individuals but interact with each other as social beings. There is a danger of a certain amount of ‘attitude forcing’ because the questionnaire creates or obtains a response by means of embarrassment from the responder. The concept and danger of subliminal coercion is echoed by Yin (2009), who also suggests that interviews and questionnaires have weaknesses and may be biased due to poorly articulated questions or responses, or that the respondent gives what the interviewer wants to hear and so interviews are guided conversations rather than structured queries. However, as Silverman (1993) observed that there is also an opportunity for the respondent taking part in questionnaires, to raise issues of ethical considerations of their own concerns on the subject matter.

A summary of the strengths of questionnaires and surveys concluded that the questions can be targeted at the interviewee by focusing directly on the study topic (Yin, 2009;

Bryman, 2016). This can facilitate a capture of an individual's motives and feelings (Bell, 1999), and can direct response to other areas required (Flowerdrew, 2005), by adaptability to follow up on ideas (Silverman, 1995; Bell, 1999). Other strengths are, that they are quick to administer and the interviewer obtains immediate results (Bryman, 2016). They are relatively cheap to administer in time and cost possibly conducting at two of the locations in succession, if close to each other (Saunders *et al.*, 2007).

A summary of the weaknesses included a danger of bias (Bell, 1999; Flowerdrew, 2005; Bryman and Bell, 2007; Yin, 2009) and are mainly due to poorly articulated questions (Yin, 2009). Dependent upon the distance of the survey from the researchers base, this may prove to be time consuming in travelling (Bell, 1999; Flowerdrew, 2005; Saunders *et al.*, 2007) and other difficulties can arise associated with the selection of a suitable venue (Flowerdrew, 2005; Saunders *et al.*, 2007), together with the unwillingness of people to participate (Saunders *et al.*, 2007). Other difficulties include low and non-response rates (Flowerdrew, 2005; Bryman, 2016) where individuals rarely challenge the questions (Bryman, 2016), and poor recall and inaccuracies on behalf of the interviewer (Yin, 2009).

#### **3.6.4 Administration of survey methods**

The following stage was to determine how to administer the survey within the scope, capability and budget of the research, which resulted in three options. The first option considered was by either a blanket or random posting of questionnaires to addresses in the case study parishes, this was considered to be financially prohibitive in terms of initial posting and return postage costs. An alternative to return posting was the consideration of personal visit to the addresses to pick up the questionnaire but this was also deemed to be too costly and recognised that a poor response rate is also highly probable, as many people simply discard unsolicited mail and where responses are available there is a strong risk of a very biased response (Babbie, 2016).

The second option was a door to door blanket or randomly selected personal visit to addresses in each of the case study parishes. This was also rejected for the following reasons; firstly, that a blanket door to door interview was not a feasible consideration, due to physical restraints which would be outside the capability of the author, as some of the parishes cover a large geographical area. Secondly, this method would also be extremely time consuming for a potentially low response rate, as many people view such action as an invasion of their privacy as indicated by Babbie (2016). Thirdly, that a mix of participants may be jeopardised if only certain areas are included, and valuable data lost by the exclusion of other areas.

After careful consideration, it was decided that the third option available, that of direct public contact by conducting a survey at street level, via a questionnaire was deemed to be advantageous by having the potential to yield immediate responses and being subject specific. Allowing participants to consider the questions or raise questions, plus having a consistency of content and format for all locations, would aid in the amalgamation and analysis of data. This was deemed to outweigh the weaknesses of possibly being costly in time and money, especially if repeated visits were necessary to the case study sites for no guaranteed outcome or low response rates.

### **3.6.5 Conducting the survey**

When contacting the Parish Clerks of the sample parishes as a matter of courtesy, confirmation was sought that there were no objections to the author undertaking a survey in the parish; all eight Clerks confirmed their agreement. Two of the Clerks expressed an interest in receiving a resume of the findings when these were available.

The first step in developing a plan to gather the primary data from conducting a survey via the use of a questionnaire was by returning to the 'Ishikawa' model (See Fig 3.2) and shortlisting the topics, into areas of compatibility for inclusion into the survey. This action enabled a formulation of potential questions for participants to respond to, and statements for participants to indicate their levels of agreement or disagreement with. After several attempts to construct a questionnaire in a logical and progressive user friendly format, it was decided that a mixture of single point questions, multi-choice questions and opinion poll questions, with opportunities for respondents to add their own comments, would maximise validity and reliability. The questionnaire was carefully composed with the intention of minimising bias, and remaining subjective to only obtaining the personal views of the interviewee.

To pre-test the questionnaire design, the author engaged with fellow researchers of differing interests and research stages, resulting in some necessary changes being made to improve the layout, question type and subject content. The re-designed questionnaire was then subject to a pilot study on local residents of a rural community and not related in any way to the intended case study parishes of the research. This was to test if the questionnaire was user friendly to the general public and would facilitate meaningful responses, ultimately with the potential of yielding better opportunities of subjective data analysis. Following the pilot test, some adjustments were made to the questionnaire by adding more details of the author, contact details and purpose of the survey and repositioning of the sequence of some of the questions (See Appendix 11).

In all instances of potential survey positions, permission was sought from either the owner or proprietor of businesses where applicable, or local authority establishments. Having determined a suitable place to conduct the survey to gain maximum footfall, each visit took the same format and procedure; this was to approach every third adult passing after the completion from a previous respondent. Each case study parish was surveyed both on a weekday and a Saturday in an effort to gain a mix of age, employment status, social attitude and gender. Although each visit was planned to take place on fair weather days for the sake of respondents, four of the scheduled surveys were abandoned due to unforeseen and inclement weather restrictions and had to be re-scheduled.

The surveys took place between May and October 2017 and in some locations where permissible and possible, a chair and table was provided for the comfort of respondents to complete the survey, particularly in each of the smaller parishes taking place outside the Post Office/General store, where the proprietors were also invited to take part in the survey. Similarly, for the larger parishes which have a selection of retail and service outlets, the personnel within these outlets were also invited to take part, however their questionnaires also contained an extra elements appertaining to employment, trading details and travel methods (See Appendix 10). Each outlet was approached uniformly and not systematically, as in the street level survey, and after formally introducing myself and giving a brief account of the reasons for my presence, confirmation was requested for an agreement in personnel being willing and able, to take part in completing the survey. On receiving such confirmation the personnel were given a choice of four ways to complete the survey, if appropriate and convenient doing so at that particular time (with or without the authors help), leaving the questionnaire with them and the author returning to pick it up another time or day, completion by electronic means or alternatively by returning the questionnaire in a pre-paid addressed envelope to the author when convenient to them.

As a way of thanking respondents for taking part in the survey, everyone was given a free raffle ticket (uniquely numbered) for entry into a prize draw, where one winner would be in receipt of a £100 gift voucher. The raffle draw was performed by an independent member of Harper Adams University (HAU) staff and the winning ticket holder informed directly. A letter was duly sent to all of the sample Parish Clerks informing them of the winning ticket number, requesting that they make the winning ticket number known by either display on the parish notice board or parish magazine where applicable.

All data and information gleaned from the questionnaires irrespective of completeness in content, was transferred onto a Microsoft Excel spreadsheet and subject to a series of computations using SPSS statistical data analysis, the results of all the questionnaires are presented and discussed in Chapter 7.

### **3.6.6 Ethical considerations**

At every stage of this research and in particular the case studies and subsequent interviews, it was endeavoured to conduct all actions with care and sensitivity, as the foremost consideration is to protect the human subjects as recognised by Yin (2009). This involved gaining informed consent from all persons involved in intended procedures and striving towards protecting their privacy and confidentiality. It was never intended that any vulnerable groups of people e.g. children would be involved in the research and the intentions and aims of the research were made clear to everyone taking part from the outset. Individual names and positions within companies or organisations have not been included, unless they have given their consent to do so, nor has any reference been made which might cause embarrassment to individuals or organisations. All field work and site visits were completely of the authors own volition and no attempt was made to enter into any restricted or denied access area, nor causing or attempting to cause any damage to property belonging to individuals or Local Authorities. At all times, all activities were undertaken with due care and diligence to ensure safe and responsible actions which included the wearing of protective clothing where necessary e.g. High-Viz vest and Hard-hat whilst on contractor's sites and observed strict protocol when conducting the survey with people in open view and stress free environments, in all locations.

### **3.7 Methods of analysis**

A main feature of this research involved making comparisons between data from pre and post NPPF therefore there was a need to test for independence between the two eras. Other comparisons were necessary to assess statistical similarities or differences between other variables e.g. planning application numbers or differences between data on Neighbourhood Plan and non-Neighbourhood Plan parishes.

The chosen method was to undertake a Pearson's' Chi-square non-parametric two sample T-test, to see if there was a relationship between the variables, assuming a specified normal distribution. This test operates under a Null hypothesis ( $H_0$ ) that the variables are statistically independent and have no statistical association, against the alternative hypothesis ( $H_1$ ) that the variables are dependent and associated with each other. An advantage of using a non-parametric test is that it compares ranked data with nominal by comparing the medians of samples of data to determine if samples are significantly different.

An alternative non-parametric testing method could have been using a Wilcoxon-Mann-Whitney test, between the groups of variables which do not assume a normal distribution of anticipated results. However, as this test is deemed best employed on ongoing continuous sets of data rather than a one off goodness of fit test, it was not considered to offer any advantage above the simple T-test chosen.



## Chapter 4 Case Study profiles

Shropshire and Herefordshire are adjoining counties situated within the West Midlands geographical zone of England (See Fig 4.1). Both counties that form the 'Marches' are bordered to the west by Wales, and are ranked by the ONS (2011) to be the third and fourth respectively least populated counties in England.



Fig. 4.1 Geographical position of the sample counties Shropshire and Herefordshire and positions of sample parishes. Source: Courtesy of Digimap 2019 (Not to scale)

Both Counties were formerly under the jurisdiction of the West Midlands Regional Spatial Strategy (RSS) until 2009, the RSS's in England were revoked in May 2010. Herefordshire was one of the first rural counties to become a Unitary Authority in 1998 and Shropshire in 2009. Within Shropshire, sits a stand-alone Unitary Authority (UA) that of Telford and Wrekin (a designated New Town), this Authority became separated in 1998 and the figures for this Authority are not included in the Shropshire demographics, nor in any of the results or findings of this study. A comparison of the County profiles and demographics (See Table 4.1) show that there are many proportionate differences between the two counties. These differences are especially significant in respect of population and the numbers of dwellings taken from the 2011 Census, where Herefordshire's population and dwellings both equates to 60% of those in Shropshire, and Herefordshire's land coverage is 68% that of Shropshire.

Table 4.1 Comparison of Shropshire and Herefordshire profiles and demographics

	<u>Shropshire</u>	<u>Herefordshire</u>
Population @ 2011	306,129	183,477
County coverage in hectares	320,000	217,973
Number of dwellings	135,645	82,549
Areas of Outstanding Natural Beauty (AONB)	1	2
Special Areas of Conservation (SAC)	6	4
Sites of Special Scientific Interest (SSSI's)	123	77
Natural Nature Reserves (NNR)	0	3
Local Wildlife Sites (LWS)	550	773
Geological Sites	300	131
Listed Buildings	6849	5899
Scheduled Ancient Monuments (SAM)	437	263
Registered Historic Parks and Gardens	34	24
Conservation Areas	120	64
Land within Flood Zone 2 (low to medium risk)	7%	10%
Land within Flood Zone 3 (high risk)	3%	9%
RAMSAR sites	16	0
World Heritage sites	2	0
Registered Battlefield	1	0

Source: (ONS, 2011; Herefordshire Local Plan - Core Strategy, 2015; SAMDev, 2015)

Shropshire's total population (excluding Telford & Wrekin) in the 2011 census was 306,129 and figures released by the ONS (2018), give an estimated total population of the same criteria for mid-2017 as being 317,500 thus witnessing a 1.037% increase in six years. Herefordshire's population in the 2011 census was 183,477 similarly figures released by the ONS (2018), give an estimated population for mid-2017 as being 191,000 thus witnessing a 1.04% increase in six years. These almost identical growth rates in both county populations post 2011 are surprising given the disparity of the populations at 2011, as one might expect a higher proportionate increase from Shropshire's larger population.

In England, a measuring system exists whereby all areas are categorised according to their scales of deprivation of local services and are ranked accordingly. The criteria for assessment include levels of household overcrowding, homelessness and housing affordability. The geographical considerations include road distances to a General Practitioner, a food shop, a Primary School and a Post Office. In the English Indices of Multiple Deprivation (IMD) issued by DLGG (2015c) Shropshire has nine areas, and

Herefordshire has twelve areas among the top 20% of most deprived areas in England. One of these areas lies within Bromyard which is one of the sample parishes in this research.

#### **4.1 Alignment of LPA and NPPF planning policies**

There is a legal framework which underpins the 'Planning System' in England to promote sustainable development and growth under the NPPF, by LPAs undertaking strategic policies, which must also reflect international obligations and statutory requirements. Strategic policies should set out an overall strategy for the pattern, scale and quality of development, and make sufficient provision for:-

- 1) Housing (including affordable housing), employment, retail, leisure and other commercial development
- 2) Infrastructure for transport, telecommunications, security, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat)
- 3) Community facilities such as health, education and cultural infrastructure
- 4) Conservation and enhancement of the natural, built and historic environment, including landscapes and green infrastructure, and planning measures to address climate change mitigation and adaptation.

Strategic policies should look ahead over a minimum 15 year period from adoption, to anticipate and respond to long-term requirements and opportunities, such as those arising from major improvements in infrastructure. These policies should provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs over the plan period, in line with the presumption in favour of sustainable development (MHCLG, 2012).

Shropshire LPA has 20 key Core Strategy policies to determine their LDF to achieve their 12 strategic objectives, most of their policies being cross-cutting in nature and delivery. By differentiation Herefordshire LPAs Local Development Scheme (LDS) formerly their LDF, have their general planning policies divided into three main subject areas of social progress, economic prosperity and environmental quality.

Although all planning policies are geared towards achieving sustainable development, this research concentrated on the policies which the case study LPAs assign to decisions on planning applications for additional dwellings, and their predominant potential social, economic and environmental impacts whilst primarily addressing planning applications for additional dwellings. Therefore, there was a need to align the policies adopted with the case study LPAs to the closest proximity of the 12 core land use core planning principles set out

in the NPPF (See Table 4.2). Because of cross over between content of principles this resulted in 9 major areas of policy content for the purposes of this research.

Table 4.2 Alignment of case study Local Planning Authorities and their strategic policy content, with the core National Planning Policy Framework principle objectives to achieving sustainable development.

<u>Case Study LPA Policy content</u>	<u>NPPF Core principles</u>
Sustainable Development	Plan led to enhance where people live
Housing	Market signals on land prices & availability
New housing	Affordability
Town and retail considerations	Driving economic development
Rural aspects	Protect, support local strategies for health and social well-being
Design and landscape	Improve high quality design & standards
Services and Facilities	Support business and other development
Transport and Movement	Manage transport means, walking & cycling
Environmental and Historical aspects	Protection of green belt and heritage sites

#### 4.2 County case study one: Shropshire Local Planning Authority

Between 1996 and 2011 and up until reorganisation away from the RSS Shropshire was divided into five separate local and structure plan policies. The five districts all had plans local plans covering different periods prior to SAMDev of 2015, these were Bridgnorth District Local Plan (1996-2011), North Shropshire Local Plan (2000-2011), Oswestry Borough Local Plan (2000-2006), Shrewsbury and Atcham Local Plan (2001-2011) and South Shropshire Local Plan (2004-2011 together with joint strategies on minerals and waste provision.

Shropshire's Core Strategy in planning for the County's future was set out for the period from 2006 to 2026, producing their Development Plan Document (DPD) in 2011. The DPD provides plans for the county with a simple sustainable community strategy vision which is achieving 'A Flourishing Shropshire'. The Site Allocations and Management of Development (SAMDev) Plan of 2015 provides the policy detail for day to day management, alongside and in support of the Core Strategy (CS), which provide overarching policy strategies of the Shropshire Local Development Framework (LDF). Although all CS policies bear relevance to planning strategy and decision taking in assessing planning applications, and supporting sustainable development, for the purposes of this research it was considered that the

following major CS policies dominate the scale and distribution of development from the period 2006 to 2026:-

- 1) Control of new development in open countryside, by examination of the scale and distribution of development in relation to OAN and future requirements (Policy CS5).
- 2) Sustainable design and dwellings, to respond positively to local design in terms of visual appearance reflecting landscape design and how a place functions (Policy CS6).
- 3) Type and affordability of housing to ensure a mix of housing to meet the differing needs of the community (Policy CS11).
- 4) Sustainable environmental networks, open space, biodiversity, historic and natural environments and water management (Policy CS17).

From 2015 onwards, the corresponding SAMDev policies apply and those being relevant to this research are:-

MD1: Scale and Distribution of Development

MD2: Sustainable Design

MD3: Delivery of Housing Development

MD6: Greenbelt and safeguarded land

MD7a and MD7b: Management of General and Housing Development in the Countryside

MD8: Infrastructure provision

MD10a and MD10b: Managing Town and Rural Centre Development

MD12: Natural Environment

MD13: Historic Environment

There are also 18 Settlement Policies in place which cater for the planning and decision making processes for 17 Market Towns and Key Centres, 28 Community Hubs and 139 Community Cluster Settlements in the County.

#### **4.2.1 Shropshire case study Parishes**

Of the two hundred and two parishes in Shropshire, only two have fully adopted Neighbourhood Plans (as of May 2018). There are six more in the adoption process two of which are at referendum, which is the final stage. The four parishes purposively chosen for investigation are the two which have adopted a Neighbourhood Plan and two which have so far chosen not to do so (See Fig. 4.2).

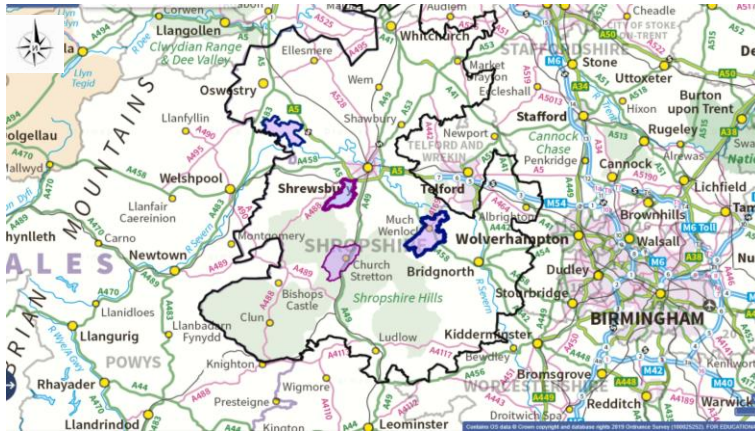


Fig. 4.2 Positions of Shropshire case study parishes within the county. Source: Map courtesy of Digimap 2019 (Not to scale)

Church Stretton (Market Town) is the largest by population and number of dwellings in this research and have decided not to adopt a Neighbourhood Plan. The parish was formerly under the South Shropshire Council and is the largest of only two towns (the other being Clun), being completely surrounded by a designated Area of Outstanding Natural Beauty (AONB). Being situated in the South Shropshire Hills the town is divided by the A49 which stretches from Shrewsbury (the county's Unitary Authority) in the north, through Ludlow in the south and carries on to Herefordshire. The town is used as a popular base for a range of outdoor pursuits therefore has some reliance on tourism to maintain its economy. The parish includes two adjoining areas of, All Stretton and Little Stretton (Church Stretton town Website, 2019).

The other sample parish being without a Neighbourhood Plan is Longden (Community Cluster Settlement) which is located 5 miles south of Shrewsbury. This parish has been predominantly a rural and agricultural settlement populated since the mid-16<sup>th</sup> century. The Parish comprises a number of settlements the largest of which is Longden (with a shop/ Post Office, primary School, pub, village hall and recreation ground. The smaller villages are Annscroft and Hookagate which have links to local colliery mines in the 19<sup>th</sup> century. It was formerly under the jurisdiction of Shrewsbury and Atcham Borough Council (Longden Parish Council, 2019)

Much Wenlock (Market Town) which was one of the first parishes in England to adopt a Neighbourhood Plan, and the first in Shropshire in 2013 was formerly under Bridgnorth Rural District Council. The Neighbourhood Plan's principles align with Shropshire Council LDF adopted Core Strategy. The plan's vision being to cater for local employment and

**Commented [GU6]:** e.g. The Parish comprises a number of settlements, the largest of which is Longden with a shop (post office), primary school, pub, village hall and recreation ground. The smaller villages of Annscroft and Hook-a-gate are largely linear settlements within the Parish but there are also a number of smaller hamlets within the Parish...

**Commented [GU7]:** I wouldn't delete this text (other than maybe the colliery reference) and similar for other Parishes - they provide context. I think the irrelevant information was a lot of that in the list of data that was then never used.

**Commented [c8R7]:** Thank you, I also considered that the supplied information was relevant to understanding the nature and history of the Parish samples. Again I was unclear of the examiners requirements and could only make an uneducated guess.

deliver affordable housing whilst addressing green space designation and protection of flood attenuated areas, together with the re-use of land to improve community facilities, with a set scale of up to an extra 500 new dwellings between 2006 and 2026.

It is a medieval town and was where the Olympian Games began in 1850, a precursor of the modern Olympic movement. The parish boasts Abbey ruins which date to around 680 A.D. and is situated adjacent to Wenlock Edge a 19 mile natural limestone escarpment, which is listed as a Site of Special Scientific Interest (SSSI) because of its geology. The town is situated in a natural gully and is prone to flooding, therefore restricting many forms of additional development. The parish also includes the villages of Bourton, Homer, Wyke and Atterley (Tourist information and visitor guide, 2019).

Kinnerley (Community Cluster Settlement) is the smallest of the sample parishes, who gained their Neighbourhood Plan status in 2015 in line with the introduction of SAMDev, and were formerly under the North Shropshire Council jurisdiction.

In their Neighbourhood Plan, Kinnerley Parish Council declare that their community needs and priorities are the provision and planning for young people, and assistance for the elderly. Also addressing local road problems both in and around the parish and providing improvements to village amenities, whilst addressing housing and development and environmental issues.

During WWII the land surrounding the village was used as a bomb storage depot, the site being chosen for its central positioning in the UK and because it had a direct rail link, the railway ceased operation in 1963 under the restructuring of the rail system. The parish has the remains of a Motte and Bailey castle at Belan Bank north of the Kinnerley village, and also includes the settlements of Dovaston and Pentre (Kinnerley Parish Council, 2019).

Cumulatively the four sample parishes represent 3% (9,922) of the County's population with just under 4% (3,335) being owner occupiers of the 3% (4,538) total number of dwellings, within an 8% (10,906) of the county's Hectare coverage. Unemployment is low at 3% (231) in comparison to the County total. The 16 to 29 age band is 3% with a similar 3% being in the 20 to 64 age band, but the 65 to 94 age band results in being just under 5% of the county's total population.

#### **4.3 County Case Study two: Herefordshire Local Planning Authority**

Herefordshire having been a Unitary Authority since 1998, adopted their revised Unitary Development Plan in 2007. The main planning policies in place at this time were: Policy S3 which was for overall housing concerns and H1 for the development and decision

making processes in planning application considerations of the 6 Market Towns, H5 for the 48 main Villages and H6 for the 34 smaller settlements as Community Fc. Following the revocation of the West Midlands RSS in 2010. Herefordshire produced their 'Local Plan' Core Strategy for a future period from 2011 to 2031 which was formally adopted in October 2015. The main Planning Policies under consideration being Policies DR1 (Control of new development), DR2 (Sustainable design and landscape), S1 (Sustainable environmental networks) and S2 (Development requirements).

In their Local Plan - Core Strategy of 2015 their vision statement is that "Herefordshire will be a place of distinctive environmental, historical and cultural assets and local communities with sustainable development fostering a high quality of life for those who live, work and visit there. A sustainable future for the county will be based on the interdependence of the themes of social progress, economic prosperity and environmental quality with the aim of increasing the county's self-reliance and resilience" (Local Plan-Core Strategy, 2015). The Core Strategy's main purpose is to contribute towards the achievement of sustainable development, by utilising land use policies which avoid or minimise adverse impacts on the environment at the same time providing necessary dwellings, for employment space and appropriate infrastructures. As a means of achieving consistency with policy alignment with Shropshire, it was considered that the following major policies dominate the scale and distribution of development because under the Local Plan - Core Strategy (2015) as a condensed statement policy Rural Area 2 (RA2), housing development in parishes outside Hereford city and other market towns, will be permitted where the following criteria are met.

From 2015 onwards, the corresponding Herefordshire LPA Local Plan - Core Strategy policies being relevant to this research and the NPPF are:-

H1, H2, H3, H4: Scale and Distribution and delivery of Development

SD1, LD1: Sustainable Design

OS1, OS2, OS3: Greenbelt and safeguarded land

SD1, LD1: Management of General and Housing Development in the Countryside

SC1, H1, H3: Infrastructure provision

H2, SC1, LD1, Managing Town and Rural Centre Development

MT1: Promoting sustainable Movement and Transport

LD1, LD2, LD3, LD4: Conserving and enhancing the Natural Environment

LD1, LD2, LD3, LD4: Conserving and enhancing the Historic Environment

#### 4.3.1 Herefordshire case study Parishes

In contrast to Shropshire, out of the one hundred and forty nine parishes in Herefordshire, there is a completely different Neighbourhood Plan status observed where thirty five parishes have adopted a Neighbourhood Plan (as of May 2018), with a further seventy five in the adoption process and three at referendum stage. As with Shropshire the

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four parishes purposively chosen to be represented for investigation are also two who have adopted a Neighbourhood Plan and two which have not (See Fig 4.3).

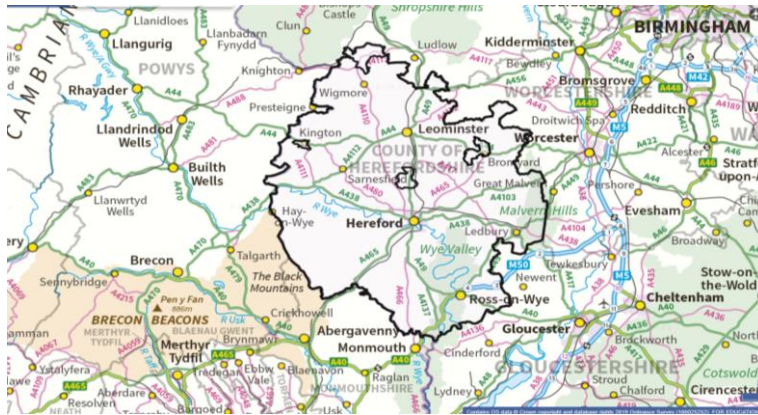


Fig 4.3 Positions of Herefordshire case study parishes within the county. Source: Map courtesy of Digimap 2019 (Not to scale)

Bromyard (Market Town) the largest of the sample parishes in terms of population and numbers of dwellings, who were (as of May 2018) are at the consultation stage of their Neighbourhood Plan. The town is situated near to the border of Worcestershire and dates back to at least 840 A.D. and was formally founded in 1125. The town has seen several architectural revivals and in the 1950's and 1960's the town underwent substantial housing development schemes both Council and private ventures. The town boasts many historical buildings many of which are blue plaque status, and the parish include all the town centre and the sparsely populated village of Winslow In the 1970's a by-pass of the town was built (A44) which made enabled a direct access from Oxford to Aberystwyth in Wales (Bromyard information booklet, 2019).

The other non-Neighbourhood Plan adoptive parish was Kington (Market Town) the second largest of the parishes, who have submitted a joint area draft Neighbourhood Plan awaiting an examiners report (as of May 2018). The town is bordered to the west by Powys (Wales) which is 2 miles away. It is situated on Offa's Dyke path, a route which roughly follows the border between England and Wales, which is popular with walkers and other outdoor activities, thus the local economy relies heavily on tourism. The town dates back to Anglo Saxon times and was noted for its wool trading facilities. During WWII it housed various establishments connected with the repatriation of wounded troops and displaced European personnel. The parish consists of the town centre as the surrounding areas are included separate rural designated parishes in their own rights (Kington Tourist information, 2019).

Wellington the second smallest sample parishes in terms of population and number of dwellings, gained their Neighbourhood Plan status in 2016. Their Neighbourhood Plan's vision is to cater for locally identified issues and objectives to ensure that local people have a continuity and improvement of local infrastructure, facilities and services to enhance resident's quality of life. This is to be achieved by managing the number, location and design of new dwellings to retain the rural character of the parish, where new development attracts new residents to promote an all-inclusive community promoting sustainable development (Wellington Parish Council, 2016). The Parish is situated 5 miles North West of the city of Hereford (which is the Unitary Authority) and contains very important archaeological sites, which have been proven to date to early Neolithic activity 4,000 to 3,500 B.C. There are also the remains of late Iron Age and Roman settlements which range from 100 B.C. to 50 A.D. and various Norman architectural reflections still presiding. In the 19<sup>th</sup> century the area was economically important in the provision of clay extraction for the brick making industry. Today it is a progressive rural community keen to embrace the changes that modern planning practices have to offer, to conserve the rurality of the location and is considered by many of the residents as an ideal retirement retreat (Wellington Parish History Society, 2019)

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Leintwardine was the smallest parish of the Herefordshire sample parishes, who adopted a Neighbourhood Plan in 2017 and whose demographics are very similar to Wellington. The vision of their Neighbourhood Plan is to safeguard the environment and heritage, maintaining the rural character of the parish. This is to be achieved by ensuring sufficient housing is scaled to meet local needs including affordable housing, and encouraging new residents and businesses into the parish to provide employment opportunities and enhance local facilities including additional green space (Leintwardine Parish Council, 2017).

The Parish is situated 11 miles Northwest of Leominster which is the second largest town in the county. It was a Roman village called '*Bravonium*' and also commands 13/14<sup>th</sup> century Saxon past, it is flanked on either side of the parish by the Roman sites which at present are not under excavation. It is the most northerly of parishes in Herefordshire bordering Shropshire and is situated midway between Kington and Church Stretton in Shropshire (Explore Mortimer Country, 2019).

## Chapter 5 Rural housing requirements and targets

It is reasonable to accept that there is an increase in the need for the supply of additional housing or dwellings due to changes in household growth, such as more people opting to live alone and an increase of an ageing society. These changes are factored into estimates of natural population increases as indicated by the ONS (2016) in their housing trajectory forecasts. The challenge for planning is to achieve this growth in a most

sustainable way as possible. Hence the NPPF issued in 2012 and has an ethos of a 'Presumption in favour of Sustainable Development' which recognises the need for additional dwellings wherever they are considered sustainable. Although there are some caveats relating to rural areas this is considered a significant change from the previous restructure on housing policy. This becomes a particular issue where LPAs have older development plans and/or are not seeing enough homes being delivered, through their 5 year supply.

Increases in the need for housing; imposes various pressures upon the existing built and natural environment, thus impacting on sustainability levels being achieved. New dwellings can be realised by three main activities; by either refurbishing or improving current unoccupied premises, by the Change of Use (CoU) of a building status e.g. transforming former industrial premises to residential use or by new build development on either Brownfield or Greenfield sites. With no national targets as such it is for LPAs in their Development Plan to establish the number of new houses through an OAN and then develop policies to ensure these are delivered. Neighbourhood Plans introduced in 2011 were designed to try and incorporate community acceptance of new development, but cannot be used to reduce levels of housing provision.

### **5.1 Aim**

Whilst LPAs collect data on delivery of housing across their domain this is rarely broken down to specific areas, hence it is difficult to see patterns between rural and urban delivery. The aim of the study presented in this chapter; was to investigate if targeted numbers of additional residential dwellings are being maintained and are commensurate with LPAs and localised requirements and needs, and to determine if the existence of a Neighbourhood Plan presents any difference to the extent of approved or refused planning applications at parish level.

### **5.2 Objectives**

Achieving this aim involved undertaking detailed investigations into residential planning applications for new build and conversions of existing buildings into dwellings, for ten years from 2007 to 2017, by means of the following five objectives.

Objective 1: To establish how figures of national housing stock have changed over the ten year period between April 2007 and April 2017.

This was to provide an indication of how the national provision of additional dwellings may have altered due to changes in government housing targets, recommendations and planning policies.

Objective 2: To investigate case study LPA's performance in respect of supplying additional dwellings, against both legacy targets i.e. RSS, and updated requirements between April 2007 and April 2017.

The rationale for undertaking this investigation was to provide a comparison in rates of providing additional dwellings by LPA's in line with changing policy principles, namely the NPPF.

Objective 3: To determine the numbers of additional dwellings which have been committed from approved planning applications annually over the ten year study period.

This was undertaken to provide evidence towards testing to see if the sample parishes' additional dwelling commitment figures are commensurate with the County's OAN's.

Objective 4: To determine the number of planning applications, approvals and refusals for additional dwellings at parish level, for both pre and post NPPF.

This was undertaken to provide evidence towards establishing if and how rates of planning applications, approvals and refusals may have changed as a result of the NPPF.

Objective 5: To ascertain if there is a difference between parishes with a Neighbourhood Plan and non-Neighbourhood Plan parishes in respect of planning applications, approvals and refusals, and numbers of additional dwellings post NPPF.

This last objective was to gain an indication if having a Neighbourhood Plan presents an opportunity for a parish to have a greater level of autonomy in decision making processes, with regard to localised housing development.

### **5.3 Methods**

Investigations concentrated on the two purposively selected case study sample counties and eight parishes as outlined in chapter four. Full details of methods used are presented in Chapter 3 Section 3, but the following may act as an aid memoire. Data for presenting National housing figures were obtained from the Office of National Statistics (ONS). Data for County and Parish level was collected from the LPA's public domain

databases as a result of investigating each of the individual planning applications, and harvesting sets of preselected information required.

**N.B.** The ONS does make a differentiation between housing starts and housing completions; within this study where actual completions are considered to be reliably recorded, by county and national sources in any given year, these are stated as such. Because completions at parish level cannot be emphatically verified, for the purposes of this study, the terminology of committed additional dwellings is used.

## **5.4 Results from objectives**

### **5.4.1 National housing stock levels**

When calculating housing stock for any given year, the figures released by the ONS refer to national dwelling completions in that year, added to the previous year's estimated stock levels, upon which the Ministry of Housing Communities and Local Government (MHCLG) base their future additional dwelling requirement projections. However, there is a caveat statement in the introduction page of House building: New Build Dwellings, England: March Quarter 2017 issued by the MHCLG "The 'new build dwelling' figures are based on building control inspection data, submitted to the department by local authorities, the National House Building Council (NHBC) and other independent approved building control inspectors" MHCLG (2018). The same criteria applies to the case study County data and therefore references made are based on recorded yearly completions.

Objective No.1 of this study was to determine how figures of national housing stock have changed over the ten year period between April 2007 and April 2017. In 2007, the dwelling stock in England stood at 22,288,000 and by the 2011 census this had risen to 22,976,066 (ONS, 2011), an increase of 688,066 equal to 172,016 additional dwellings per annum. The Government issued a recommendation for future additional dwellings to be set at an annual rate of 210,000 dwellings per year over a 25 year period, to meet projected population increases (DCLG, 2012.b). In April 2012, at the onset of the NPPF, dwelling stock levels were recorded as being 23,111,000 and as of the end of March 2017 are stated as being at 23,950,000 by ONS (2018), thus a net increase of 839,000 dwellings has been achieved over a five year period. This would indicate five year period of 2012 to 2017 the projected requirement has realised a cumulative national shortfall of 211,000 additional dwellings or an 80% achievement rate against the recommendations. However, an exception to this trend is the 2016/17 (See Fig. 5.1), which has witnessed an achievement of the

recommendation at a net increase of 217,000 additional dwellings (ONS, 2018) or 7,000 above target for that year.

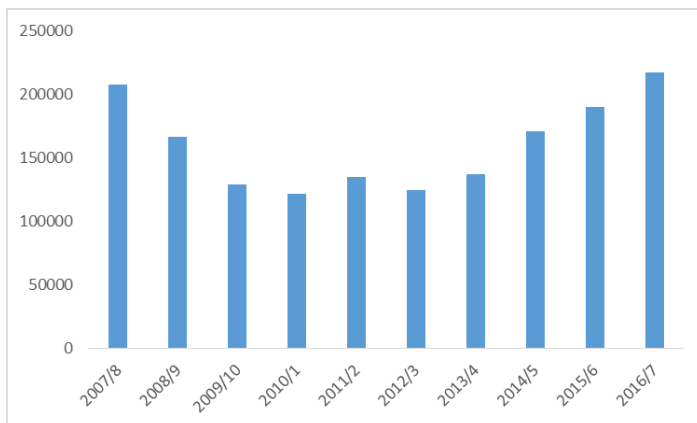


Fig.5.1 Net additional dwellings delivered in England during the period 2007 to 2017

Source: ONS: Annual Housing Supply released online by DCLG, 2018

There has been a national shortfall observed in the delivery of additional dwellings as presented in Fig. 5.1 for England in the period from 2007 to 2011. A plausible reason for the delivery of additional dwellings steadily decreasing annually, is that the whole of the UK along with many other economies was in official recession (ONS, 2018). Post 2011 has witnessed an annual increase in national delivery of additional dwellings, 2013 being the official end of recession as declared by the ONS (2018). When assessing the study results, it is observed that there is still an overall national shortfall in the delivery of new or additional dwellings in England, which in the period from March 2011 to March 2017 is estimated to be achieving a rate of 77% against the projected requirements of 80%, according to figures released by the ONS (2018).

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#### 5.4.2 Local Planning Authority (LPA) housing targets

Objective No. 2 was to investigate case study LPA's performance of additional residential dwellings against both legacy targets i.e. RSS 2007 to 2010, and new requirements as a result of LPA development plans under the NPPF.

Prior to 2011, Shropshire and Herefordshire were included in the West Midlands Regional Spatial Strategy (RSS) and referred to as the 'Rural West'. In section 8.143 of the RSS

revised Panel Report (2009), it was stated that the whole of this sub region is somewhat divorced from the metropolitan core of the region. The West Midlands RSS conducted a questionnaire on 'Spatial Options' with their regional and local partners and stakeholders giving them a choice of stating their preferred levels of future development. The contents of the options were contained within three phases: Phase One; Urban renaissance was a strategic environmental assessment towards developing Major Urban Areas so that they can increasingly meet their own economic and social needs. Rural renaissance also featured economic and social needs, but included 'enhancing the unique qualities of towns and villages and the surrounding countryside.'

Phase two; Concentrated on gaining opinions on four main topics of housing, employment, transport and waste. The options for additional housing in Major Urban Areas ranged from 180,000 to 260,700 in the twenty five year period 2001 to 2026. The choice for Shropshire was between 24,800 and 29,100 additional dwellings over the same time period and for Herefordshire the choices were between 16,000 and 20,500 additional dwellings.

Phase three; Focusing on preferred levels of rural services, the provision for gypsies and travellers, recreational provision and quality of the environment.

The RSS's were revoked in 2010 but both Shropshire's and Herefordshire's housing targets, which were set in 2004 and revised in 2006 (being approved in 2008) under the RSS, remained extant until both Counties produced their own Core Strategies. Shropshire's Core Strategy was introduced in 2011 and retained the same overall housing targets as set by the RSS. Herefordshire incorporated saved policies from their previous Unitary Development Plan (UDP, 2007) and produced their Local Plan Core Strategy in 2011 which was formally adopted in 2015. The 2006 RSS 'Preferred Option' targets were set to cover projected additional dwelling requirement from 2006 to 2026, and the RSS Panel Report (2009) recommended an overall 8% increase of Preferred Option (2006) targets for both counties. For Shropshire, this would equate to additional dwelling requirement totals set at 27,500 and 18,000 for Herefordshire over the plan period. The basis on which Shropshire arrived at their Core Strategy target of 27,500 dwellings was on the emerging revision of the RSS, which was never actually adopted but due to its late stage at the time of the Core Strategy examination, this figure was accepted by the Planning Inspector.

Shropshire adopted their Core Strategy planning policies in February 2011 and their SAMDev in December 2015. Within their Core Strategy they have retained the overall RSS Target figure for the twenty year plan period of 27,500 additional dwellings but have modified the five year supply annual requirements to suit their own planned projections, in line with their development plan (See Table 5.1). Herefordshire have not retained the RSS target figure in their 'Local Plan - Core Strategy' (2015), which covers a period spanning

**Commented [GU16]:** As I think I have raised previously I am not quite sure of the relevance of this? Yes you need to refer to the RSS but why these options? it doesn't seem to relate to anything else? better to surely highlight the urban renaissance policy included and the limits placed upon housing outside of the main urban areas that will have had a significant impact upon shropshire and herefordshire?

**Commented [GU17]:** I have drafted a few notes for you in a separate file.

**Commented [GU18]:** I am pretty sure we have had this conversation before, so my apologies - I thought the Localism Act revoked the RSS, as this was enacted in 2011 should this not be the date?

**Commented [c19R18]:** I am under the impression that although the RSS was revoked in 2010 it was as a precursor of future events and was not formalised until 2011 with the localism Act, but perhaps I am mistaken.

**Commented [GU20]:** RSS approved in 2008?

from 2011 to 2031 and have reduced the envisaged additional dwellings from 2011 to a total of 16,500 (See Table 5.1) over the same time period.

Table 5.1 Comparisons of Regional Spatial Strategy additional dwelling targets and case study County Core Strategy targets, covering 2006 to 2031 and showing five year Total target figures.

Dwelling targets	2006-11	2011-16	2016-21	2021-26	2026-31	Total
Shropshire RSS	4,125	6,050	8,250	9,075	N/A	27,500
Shropshire Plan	5,950	6,950	6,950	7,650	N/A	27,500
Herefordshire RSS	2,700	4,000	5,400	5,900	N/A	18,000
Herefordshire Plan	2700	3,000	4,250	4,500	4,750	19,200

Source: West Midlands RSS (2006), Shropshire Core Strategy (2011), Shropshire SAMDev (2015), Herefordshire UDP (2007), Herefordshire Local Plan - Core Strategy (2015)

Both of the case study LPAs have had targets set for additional dwellings over their 'Local Plan' period as presented in (Table 5.1). Both LPAs produce an annual Authority Monitoring Report (AMR), which is designed to monitor the effectiveness of adopted planning policies, covering a range of housing, employment, retail and environmental issues (DCLG, 2012). These reports are intended to form an evidence base for reviewing the Local Plan and use indicators to measure county performance.

In respect to housing, the indicators used are the number of dwellings completed, and the number of dwellings approved but may still be outstanding as commitments. Unfortunately the sample LPAs do not publish any data or information defined at village or parish level. This study sought to remedy this situation at least in respect of the sample parishes. This involved investigation of the planning applications to obtain numbers of planning approvals and refusals, together with the numbers of committed additional dwellings involved for each of the sample LPAs and in the eight sample parishes.

#### 5.4.2.1 Shropshire LPA additional dwelling targets and commitments

Objective No.3 was to determine the numbers of additional dwellings which have been committed from approved planning applications annually over the ten year study period, and to test if the additional dwelling commitment figures are commensurate with the LPA's OAN.



For the period between April 2007 and April 2017, investigation of the county case study targets and additional dwelling commitments (as the result of planning application approvals) revealed that for Shropshire LPA pre NPPF there were two cases of marginal excess of targets 2007/8 and 2009/10 (See Fig.5.2). However, in general post NPPF targets have not been exceeded by commitments until 2016/17.

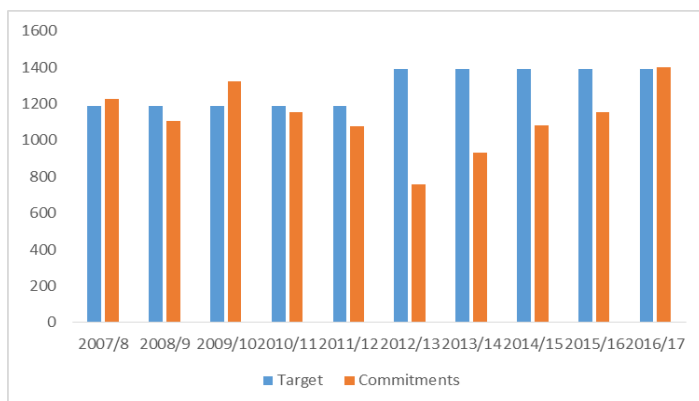


Fig 5.2 Shropshire county additional dwellings targets and commitments between April 2007 and April 2017. Source: West Midlands RSS (2006), Shropshire Core Strategy (2011), Shropshire online Planning database, ONS (2018).

As can be seen in (Fig. 5.2) commitments were in line with additional dwelling targets set by the RSS during the five years prior to the NPPF. The five years post NPPF has witnessed a gradual increase in the number of commitments for additional dwellings. However, an amalgamation of data reveals that the cumulative negative status in additional dwelling commitments against target figure, has been steadily increasing until 2016/7 (See Table 5.2) matching Shropshire’s trajectory.

Table 5.2 Cumulative status of additional dwelling commitments from planning application approvals and additional dwelling targets in Shropshire Local Planning Authority between April 2007 and April 2017.

	2007/8	2008/9	2009/10	2010/1	2011/2	2012/3	2013/14	2014/5	2015/67	2016/7
Commitments against target	38	-84	75	-37	-115	-632	-458	-311	-235	12

Cumulative difference	188	104	179	101	-14	-646	-1104	-1415	-1650	-1638
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Source: Shropshire Core Strategy (2011), Shropshire online Planning database.

Shropshire's delivery of commitments for additional dwellings demonstrates that prior to 2016/17, commitments against targets were consistently not being met. The Shropshire AMR (2018) states that the increase in additional dwelling completions recorded for 2016/17 as being above target, is because it is considered that this reflects current market conditions and the advanced stage of the Development Plan.

#### 5.4.2.2 Herefordshire LPA additional dwelling targets and commitments

For the same time period April 2007 to April 2017, results for Herefordshire LPA projected targets and commitments (See Fig.5.3) reveals that from 2007 to 2011 the commitments exceeded the targets set by the West Midlands RSS in 2006. However, for Herefordshire post NPPF there has been an under-achievement of commitment to additional dwellings against core strategy targets.

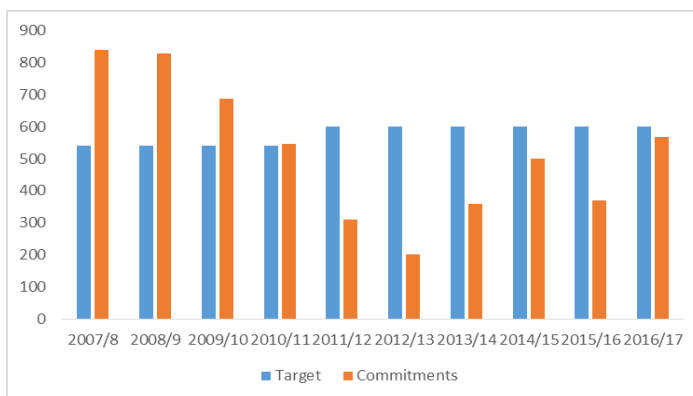


Fig.5.3 Herefordshire county additional dwelling targets and commitments between April 2007 and April 2017. Source: Herefordshire Core Strategy (2007), Herefordshire online Planning databases.

An amalgamation of data reveals that there was a cumulative positive status in additional dwelling commitments, prior to NPPF from 2007 to 2012. Although, the totals were falling steadily there has been a varying negative amount of additional dwelling commitment (See Table 5.3), taking place post NPPF between 2012 and 2017, although as with Shropshire an upsurge is noted in 2016/17.

Table 5.3 Cumulative status of additional dwelling commitments from planning approvals against addition dwelling targets in Herefordshire between April 2007 and April 2017.

	2007/8	2008/9	2009/10	2010/1	2011/2	2012/3	2013/14	2014/5	2015/6/7	2016/7
Commitments against target	300	289	149	7	-290	-400	-240	-100	-230	-33
Cumulative difference	300	589	738	745	462	62	-178	-278	-508	-541

Source: Herefordshire Core Strategy (2007), Herefordshire online Planning databases.

The Herefordshire AMR (2018) states that the overall shortfall in delivery of additional dwellings from 2011 to 2013 was due to the fact that although Herefordshire was deemed to have a five year housing land supply, in subsequent years they had not and were operating with policies that were out of date, as was the case for Shropshire. The five year housing land supply is addressed by the NPPF which states "*Where the local planning authority cannot demonstrate a five year supply of deliverable housing sites, with the appropriate buffer, or where a Housing Delivery Test indicates that the delivery of housing was substantially below less than 75% of the housing requirement over the previous three years, then granting permission is expected,*" (Footnote 7. NPPF, 2012).

As a result of the lack of a five year supply prior to 2015, Herefordshire council issued an Interim Statement paper on housing delivery in September 2016 setting out its current position. The position is that in order to increase the delivery of new housing in the county, Herefordshire Council positively encourages developers to come forward with proposals for suitable and sustainable housing developments to meet the county's needs. This definitive statement could be construed as an admission that the LPA had got things wrong, and were now attempting to make amends for their housing shortfall by reviewing their planning policy structure.

### 5.4.3 Case study Parishes: Planning applications, approvals and refusals

Determining the number and rates of planning applications, approvals and refusals for additional dwellings at parish level, for combined pre and post NPPF was undertaken to provide evidence towards satiating Objective No. 4, which was to establish the number of refused and approved planning applications submitted for each parish. This undertaking also provided indication of the number of dwellings associated with those applications, and resultant or potential increases to dwelling stock for each parish (See Table 5.4).

Table 5.4 Sample Parish results, the number of dwellings pertinent to these planning applications made between April 2007 and April 2017 per parish.

	Planning <u>Applications</u>	Housing	<u>Approvals</u>	<u>Refusals</u>
<b>Church Stretton</b>	1410	170	35	33
<i>Number of dwellings</i>			151	102
<b>Longden</b>	274	62	21	14
<i>Number of dwellings</i>			50	67
<b>Much Wenlock</b>	483	41	28	1
<i>Number of dwellings</i>			87	4
<b>Kinnerley</b>	307	66	17	26
<i>Number of dwellings</i>			41	58
<b>Sample Totals</b>	2474	339	101	74
<i>Number of dwellings</i>			329	231
<b>Bromyard</b>	458	94	33	27
<i>Number of dwellings</i>			131	588
<b>Kington</b>	384	100	29	15
<i>Number of dwellings</i>			140	25
<b>Wellington</b>	521	56	21	4
<i>Number of dwellings</i>			86	52
<b>Leintwardine</b>	257	25	14	9
<i>Number of dwellings</i>			88	36
<b>Sample Totals</b>	1620	275	97	55
<i>Number of dwellings</i>			445	701
<b>Grand Total</b>	4094	614	198	129
<i>Number of dwellings</i>			774	932

Source: Shropshire and Herefordshire Planning Application databases and Data extracted from Appendices 3, 6 and 7. Authors own design

This was accomplished by an amalgamation of the planning application data contained in Appendices 3, 6 and 7 collected from the LPA planning databases covering the ten year period from 1<sup>st</sup> April 2007 to the 31<sup>st</sup> March 2017.

Results presented in (Table 5.4) indicate that planning application refusals could have materialised a further potential 231 dwellings for Shropshire LPA over this ten year period thereby reducing the County target shortfall by 14% to a cumulative of 1,407 by 2017 with the reasons for planning application refusals and approvals are presented in Chapter Six. Similarly, Herefordshire LPA could have materialised a further potential 701 dwellings, which could have negated the overall county target shortfall and realised a surplus to targets by 160 dwellings.

#### 5.4.4 County committed additional dwelling annual trends

A graphical representation of each parish showing annual trends of committed additional dwellings are shown below for Shropshire (See Fig. 5.4) For Herefordshire (See Fig.5.5).

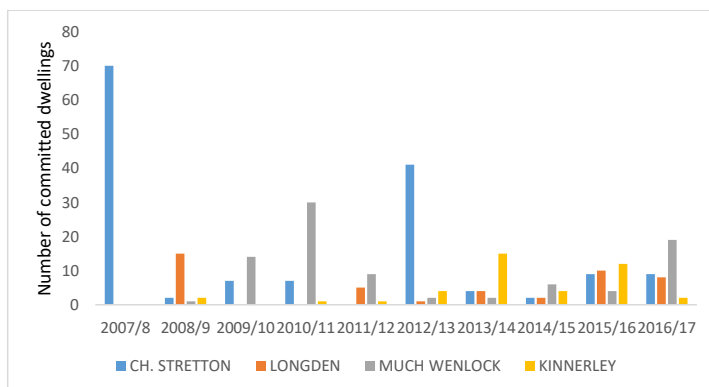


Fig 5.4 Number of additional dwellings committed for Shropshire case study parishes between 2007 and 2017. Source: Shropshire planning applications dataset

All Shropshire LPA sample parishes have had an upsurge in planning applications for dwellings, in the post NPPF period 2012 to 2017. Church Stretton in comparison to the other parishes, witnessed a substantial amount in the number of dwellings approved and committed in the 2007/08 period. Investigation of the planning application approval matrix (See Appendix 6) reveals that this is due to two planning approvals; one of 26 affordable dwellings and one of 42 affordable dwellings. A similar increase in dwelling numbers is observed for the 2012/13 period where approval was granted for a further 26 dwellings which incorporated 7 affordable dwellings.

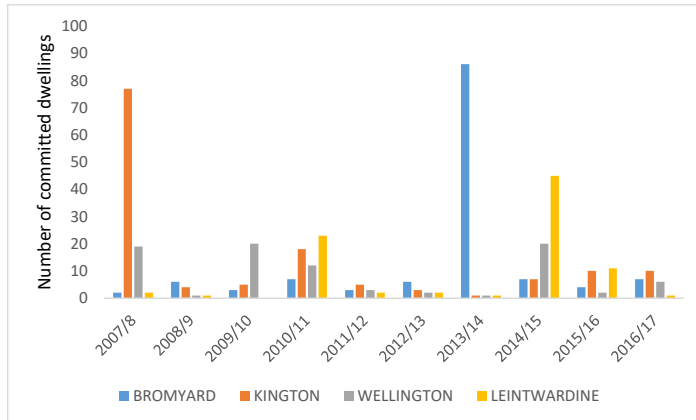


Fig. 5.5 Number of additional dwellings committed for Herefordshire case study parishes, between 2007 and 2017. Source: Herefordshire planning applications dataset

All Herefordshire LPA sample parishes have had erratic rates of planning applications in the same post NPPF period (See Appendix 7). Kington witnessed a substantial increase in the 2007/08 period of two relatively major approved housing developments; one of 12 affordable dwellings and one of 58 approved dwellings. Bromyard also reveals that major dwelling approvals were in the 2013/14 period which consisted of 76 dwellings; of which 27 were affordable. A further substantial approved number of dwellings can be observed in Leintwardine; in an approval of 45 dwellings allowed on appeal from an initial application of 59 dwellings in 2014/15.

#### 5.4.5 Pre and post NPPF planning application decision comparisons

To make a detailed comparison between pre and post NPPF data per parish, an assimilation of data from Table 5.4 and Appendices 3, 6 and 7 was necessary to provide a means of testing four separate categories. The categories were the number of planning applications approved and the number of dwellings consented and similarly the number of applications refused and their corresponding numbers of dwellings.

The category data was subject to a Pearson's Chi-square test analysis of variance to produce the comparative test results (See Table 5.5). The analysis periods were pre NPPF from the 1<sup>st</sup> of April 2007 to 31<sup>st</sup> of March 2012 inclusive, and post NPPF from the 1<sup>st</sup> of April 2012 to 31<sup>st</sup> of March 2017.

The Null Hypothesis ( $H_0$ ) is that there is no difference in the number of housing planning application resulting in approvals, refusals and proposed dwellings for pre and post NPPF

periods. The Alternative Hypothesis ( $H_1$ ) being that there is a difference between the two periods.

As there were only two series of data in each of the variable tests, it was decided to use one degree of freedom would give a confidence interval of 95%, thus giving a an alpha level of 5% where a known standard critical p-value of 3.841 is used for testing purposes (Holcomb, 2017). The criteria being, that if the test resulted in being small or less than 3.841 this would mean rejecting the Null hypothesis, and accepting the Alternative hypothesis that there is a difference between the two periods pre and post NPPF.

Table 5.5 Presentation covering each of the case study parishes for pre and post National Planning Policy Framework, of Chi-square test values for numbers of planning applications approvals, refusals and dwellings. Figures in bold represent where results are within the critical test value of (3.841)

Case Study Parish	Number of Approvals	Number of Dwellings	Number of Refusals	Number of Dwellings
Church Stretton	<b>3.682</b>	6.785	<b>1.316</b>	25.000
Longden	9.941	<b>1.000</b>	5.818	55.250
Much Wenlock	<b>3.556</b>	13.364	<b>1.000</b>	4.000
Kinnerley	6.231	29.432	14.727	43.472
Bromyard	3.857	72.009	9.000	30.976
Kington	13.444	213.333	<b>1.000</b>	5.444
Wellington	<b>3.125</b>	18.581	4.000	52.000
Leintwardine	<b>0.667</b>	17.067	<b>3.571</b>	30.118

Source: Data extracted from Table 5.4 and Appendices 3, 6, 7 and 8

These results indicate that half of the parishes have witnessed significance in variance in the numbers of planning approvals for pre and post NPPF periods as they are outside of the critical test value. Similarly results are observed with regard to refusals where half of the parishes have witnessed significant changes. Therefore, testing the null hypothesis has neither been supported nor refuted, as having a large Chi square more than the critical value suggests that the outcome is likely to be by chance, and as they are strongly significant we can reject the ( $H_0$ ) with confidence (Burns and Burns, 2012). This shows that there is no difference in the number of housing planning applications resulting in approvals, refusals and proposed dwellings for pre and post NPPF periods.

##### 5.5 Post NPPF and the influence of Neighbourhood Plans

As stated in the research aim (Section 5.1), there was a need to identify if there are any significant differences post NPPF in the target and commitment number of additional

residential dwellings, the number of planning applications, refusals, approvals occurring between parishes who have adopted a Neighbourhood Plan and those who have not, thus providing the rationale for Objective No. 5 of this study.

As the adoption of an Neighbourhood Plan was not an option prior to 2011 when the Localism Act was ratified in November of that year, it was decided to utilise a slightly later date of April 2012 (the introduction of the NPPF) as a median point for assessments, recognising that the first Neighbourhood Plan was not made in the sample LPAs until 2013.

### 5.5.1 Targets and commitments of additional residential dwellings

The post NPPF yearly targets and commitments for additional residential dwellings are presented (See Table 5.6), and give a representation of the cumulative negative or positive outcome per parish. Parishes with a Neighbourhood Plan in place are denoted with an (\*) against their name in the first left hand column.

Table 5.6 Post National Planning Policy Framework yearly targets and commitments (Com) of additional dwellings for each case study parishes 2012 to 2017.

Parish	2012/3		2013/4		2014/5		2015/6		2016/7	
	Target	Com	Target	Com	Target	Com	Target	Com	Target	Com
Church Stretton	22	41	22	4	22	2	22	9	22	9
Longden	5	1	5	1	5	5	5	15	5	8
Much Wenlock *	10	2	10	2	10	6	10	4	10	19
Kinnerley *	4	4	4	15	4	4	4	12	4	2
<i>Total</i>	<i>41</i>	<i>48</i>	<i>41</i>	<i>22</i>	<i>41</i>	<i>17</i>	<i>41</i>	<i>40</i>	<i>41</i>	<i>38</i>
Bromyard	25	6	25	86	25	7	25	4	25	7
Kington	10	3	10	1	10	7	10	10	10	10
Wellington *	4	2	4	1	4	20	4	2	4	6
Leintwardine *	3	2	3	1	3	45	3	11	3	1
<i>Total</i>	<i>42</i>	<i>13</i>	<i>42</i>	<i>89</i>	<i>42</i>	<i>79</i>	<i>42</i>	<i>27</i>	<i>42</i>	<i>24</i>

Source: Targets obtained from Shropshire SAMDev (2015) and Herefordshire Local Plan-Core Strategy (2015). Number of dwellings committed from planning application approvals extracted from Appendices 6 and 7.

Results from this study reveal that in the Shropshire sample parishes there was a cumulative target of 205 dwellings. The total commitments from planning approvals were 165, thus realising an 80% achievement. Individually, the non-Neighbourhood Plan parishes of Church Stretton were (59%) and Longden being 25% over target. However, the



Neighbourhood Plan parishes of Much Wenlock was (66%) and Kinnerley, which was above target by 231%.

Results for this study on Herefordshire's targets and commitments differ in that overall, the sample parishes are 9% in excess of targets. Non-Neighbourhood Plan parishes of Bromyard (the largest sample parish by population) had realised an 88% commitment rate and Kington had commitments of 62% against target. The two Neighbourhood Plan parishes have exceeded their targets with Wellington realising 155% above target level and Leintwardine realising a 400% increase, in both cases from 2014/15 onwards.

An amalgamation of the four non-Neighbourhood Plan parish from both LPAs reveal that the target figures post NPPF were a total of 310 additional dwellings; commitments were a total of 236, thus achieving 76% of targets. In contrast, the Neighbourhood Plan parishes had a combined target 105, the commitments were 161 thus being 53% above target.

### 5.5.2 Shropshire sample parishes post NPPF planning applications

An assessment of post NPPF number of processed planning applications for Shropshire sample parishes (See Fig. 5.6) reveals that overall the combined Neighbourhood Plan parishes (54) are below that of the combined non-Neighbourhood Plan parishes (68).

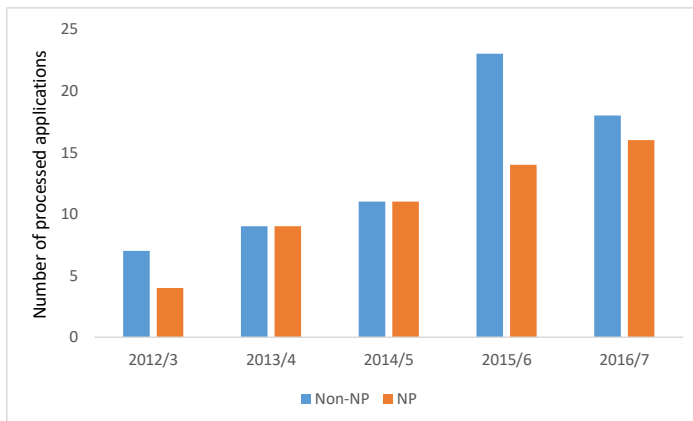


Fig. 5.6 Shropshire case study parishes indicating differences between the numbers of processed planning applications post National Planning Policy Framework, for combined Neighbourhood Plan and non-Neighbourhood Plan parishes. Source: Appendices 3, 6, 7

A similar exercise was undertaken to determine if a difference in the number of approved planning applications existed between combined case study Neighbourhood Plan and non-

Neighbourhood Plan parishes (See Fig. 5.7). The results reveal that overall trend Neighbourhood Plan parishes were 79% of those in non-Neighbourhood Plan parishes.

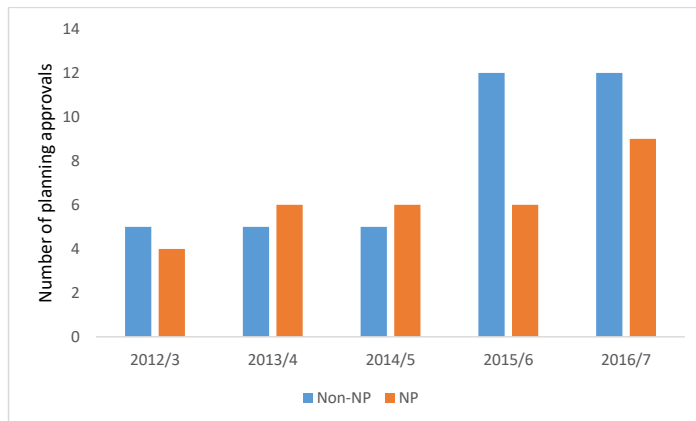


Fig. 5.7 Combined Shropshire case study parishes indicating the differences in the number of planning application approvals for Neighbourhood Plan and non-Neighbourhood Plan parishes post National Planning Policy Framework. Source: Appendices 6 and 7

A further exercise was undertaken to determine the difference between application refusals between combined sample Neighbourhood Plan and non-Neighbourhood Plan parishes (See Fig. 5.8). Results reveal that overall trend Neighbourhood Plan parishes were 79% of those in non-Neighbourhood Plan parishes.

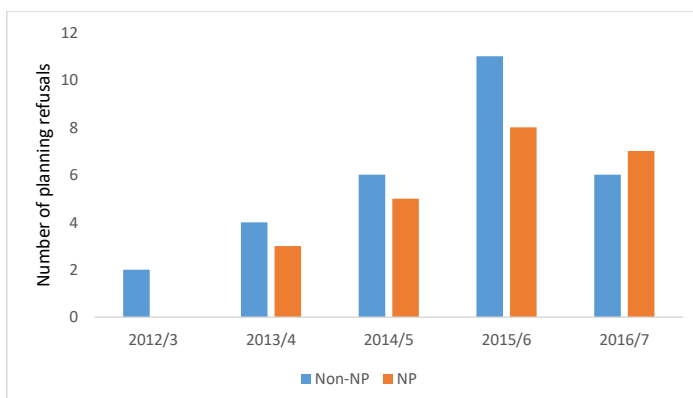


Fig. 5.8 Combined Shropshire case study parishes indicating the differences in the number of planning application refusals for Neighbourhood Plan and non-Neighbourhood Plan parishes post National Planning Policy Framework. Source: Appendix 3

When assessing the number of dwellings committed from the approved applications post NPPF (See Fig.5.9), this presented a similar result to application approvals and refusals whereby overall Neighbourhood Plan parishes are 78% of non-Neighbourhood Plan parishes witnessed. However, the high proportion of commitment in 2012/13 is as a result of a large scale development in Church Stretton.

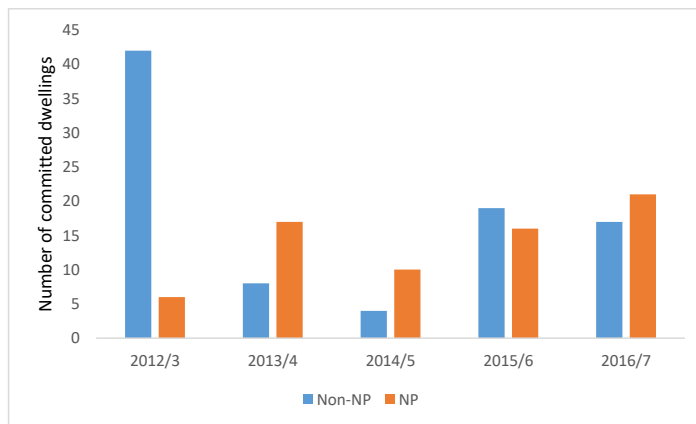


Fig. 5.9 Combined Shropshire sample parishes indicating the number of committed dwellings from planning application approvals for both Neighbourhood Plan and non-Neighbourhood Plan parishes post National Planning Policy Framework. Source: Appendices 6 and 7

### 5.5.3 Herefordshire sample parishes post NPPF planning applications

An assessment of post NPPF number of processed residential planning applications for Herefordshire (See Fig.5.10) reveals the combined Neighbourhood Plan case study parishes (25) are 52% of non-Neighbourhood Plan parishes at (48).

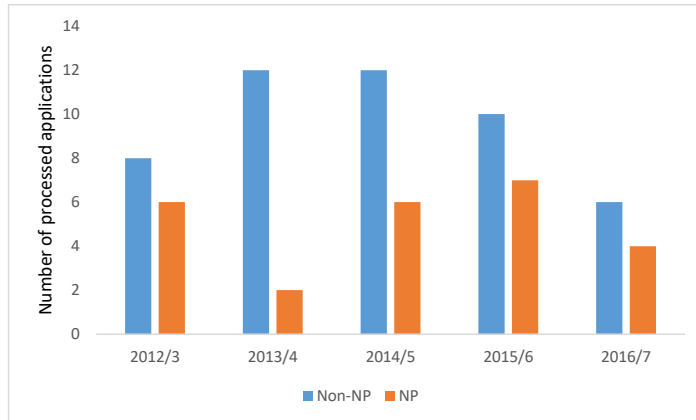


Fig. 5.10 Combined Herefordshire sample parishes indicating the annual differences of processed planning applications submitted for Neighbourhood Plan and parishes without a Neighbourhood Plan post National Planning Policy Framework. Source: Data extracted from Appendices 3, 6 and 7

For the combined parishes there were 114 planning application approvals post which 61% were for Neighbourhood Plan parishes (See Fig. 5.11).

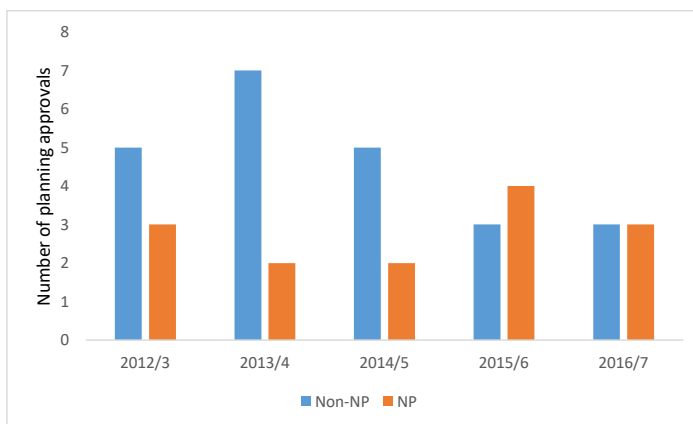


Fig. 5.11 Combined Herefordshire sample parishes indicating the annual differences in the number of planning approvals for Neighbourhood Plan and non-Neighbourhood Plan parishes post National Planning Policy Framework. Source: Appendices 6 and 7

A further exercise was undertaken to determine the difference between application refusals between combined sample Neighbourhood Plan and non-Neighbourhood Plan parishes

(See Fig. 5.12). Results reveal that overall trend Neighbourhood Plans parishes were 61% of those in non-Neighbourhood Plan parishes.

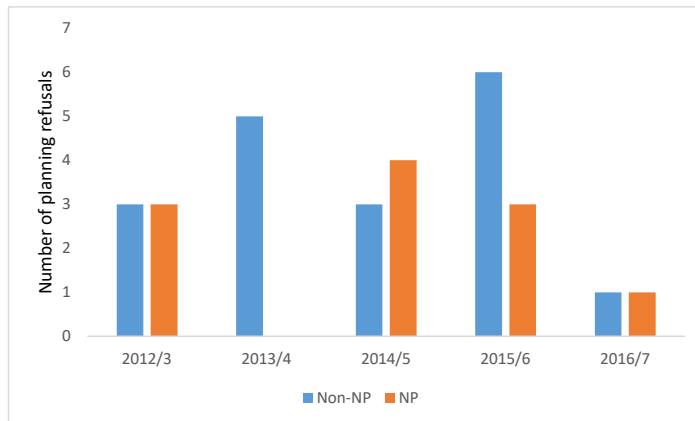


Fig.5.12 Combined Neighbourhood Plan and non-Neighbourhood Plan case study parishes Indicating planning application refusals post National Planning Policy Framework.

Assessing the number of additional dwellings committed from approved applications, over the same study period presented a more erratic distribution of results (See Fig. 5.13). Whereas the study years 2013/14 can be considered as being the most anomalous because of a zero occurrence in one parish, the overall combined difference was that Neighbourhood Plan parishes were 165% above that of refusals in non-Neighbourhood Plan parishes.

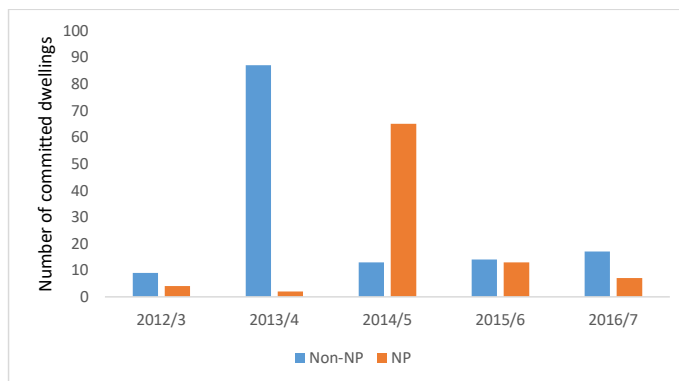


Fig.5.13 Combined Herefordshire sample parishes indicating the annual number of dwellings committed from planning approvals post National Planning Policy Framework for Neighbourhood Plan and non-Neighbourhood Plan parishes. Source: Data extracted from Appendices 6 and 7

In order to ascertain if significant variances exists between sample parishes with a Neighbourhood Plan and those sample parishes without a Neighbourhood Plan, a Chi-square test were undertaken using the data derived from the study years 2012/13 to 2016/17 inclusive. Assuming a one degree of freedom, gave a confidence interval of 95% thus giving a standard critical value of 3.841 for testing purposes.

The test result for Shropshire (2.882) being within the critical value for combined numbers of planning applications processed indicates that there is no variance between parishes with a Neighbourhood Plan, and those parishes without a Neighbourhood Plan. The test results for Herefordshire (11.021) being outside the critical value, indicates that there is difference between the parishes.

The test results for combined numbers of planning approvals indicate that there is also no variance between Neighbourhood Plan and non-Neighbourhood Plan parishes at (2.065) for Shropshire. Whereas, test results for Herefordshire at (18.286) indicates there is a variance.

The test results for planning refusal between Neighbourhood Plan and non-Neighbourhood Plan parishes were Shropshire (1.565) within the critical value, thus indicating no variance. The test value for Herefordshire (4.455) outside the critical value indicating that there is a difference in variance.

The test result of combined numbers of committed dwellings were (5.714) for Shropshire sample parishes and (26.385) for Herefordshire sample parishes, indicating that there is a variance between Neighbourhood Plan parish status.

## **5.6 Discussion**

Up until 2010, regionally derived housing targets were set as part of Regional Spatial Strategies (RSS) or approved by Central Government based upon projections of national household interest via the ONS (Sturzaker and Shucksmith, 2011; Gallent 2011; Lau, 2014). LPAs were required to find enough land for housing projects, mostly from the private sector, which might deliver sufficient housing against targets. The setting of targets as identified by Gallent (2013) were expressed in terms of how much housing should be built by the end of a plan period, with annual building rates incorporated into LDF's at that time.

Many authors such as (Gallent *et al.*, 2013; Morphet and Pemberton, 2013; Allmendinger, 2013) when commenting on previous national planning systems, consider that prior to the Localism Act (2011), housing development targets which were set by regional authorities was a result of having a demonstrably 'Top down' hierarchal central government doctrine. The Localism Act resulted in regional tiers of planning and set housing targets being abolished as recognised by Bradley and Sparling (2017), and this was the trigger point to changing the planning system throughout England. It was however, the NPPF issued by the

Government a year later in 2012, which would potentially re-shape the planning system and require LPAs to be responsible for setting their own targets. LPAs are committed to produce a development plan which establishes additional housing requirements and introduces a presumption in favour of sustainable development via a five year housing supply within the areas of their jurisdiction via an OAN. A post Localism investigation of five independent LPAs dispersed throughout England by Gallent (2013), revealed that three of his case study LPAs were continuing to use previously set RSS housing targets, as a basis for their local plan, and the other two case study LPAs by moving away from RSS housing target driven concepts, considering themselves being better able to gauge housing output against current requirements. However, with plans approved in 2011 both Shropshire and Herefordshire had adopted plans in place that would continue to run well beyond the start of localism.

Evidence from this study indicates that prior to 2011 Shropshire's additional dwelling commitments were in line with the RSS housing targets (See Table 5.2). By contrast, the Herefordshire commitments for additional dwellings far exceeded the RSS targets (See Table 5.3). Furthermore this study indicates a level of concurrence with the findings of Gallent (2013) and McGuinness and Mawson (2017) in regards to the retention of RSS targets by some counties and their LPAs, as Shropshire have retained their RSS targets but Herefordshire has delivered new targets through their local plan based on their own OAN.

Results from the two sample case study LPAs over the ten year period 2007 to 2017 reveal that the Shropshire sample parishes demonstrate a 77% achievement rate against their additional dwelling targets whereas Herefordshire sample parishes have a 67% achievement rate against their targets.

These prima facie results indicate that both National and County targets for additional dwellings are not being achieved. Concerns have been raised that the target figures were initially set too high and therefore unattainable and projections of extra dwellings needed are over-estimated. As an example, a report from the Campaign for the Protection of Rural England (CPRE) of 2015 propose that with LPAs there is a tendency to base targets on aspiration, rather than one of need. CPRE (2015) also suggest, that nationally HMAs are a victim of incompatible supply and demand rates where productivity of housing supply cannot be produced or maintained within agreed timescales sustainably as a result of having a lack of available resource (land allocation for housing) or as a result of economic recession.

Some authors, for example (Gunn and Hillier, 2014; McGuinness and Mauser, 2017) consider that being solely target driven is counterproductive, as this focuses too closely on a definitive achievement of numbers rather than concentrating on sustainability aspects. Other authors such as (Singh *et al.*, 2009; Turcu, 2012; Poveda and Young, 2015) consider that where overall targets are ill defined, the use of predetermined indicators are of substantive

evidence in support of measuring that sustainability is being maintained, particularly in respect of small scale developments.

Observing the case study parish approval rates of additional dwellings against targets in this study reveal that Shropshire parishes showed a marked decrease in 2011/2 and again in 2014/15 ( a time when they failed to achieve a five year supply) but maintain a more uniform approval rate for other years within the study period. However, when observing the Herefordshire sample parishes, although the yearly target figures are virtually the same as Shropshire, the approval figures for additional dwellings are somewhat erratically distributed. From 2011 to 2013, the approval rates are considerably below target but swing to being excessively above target in 2014 and 2015. Consideration was given to a plausible explanation for these anomalies of erratic housing delivery against target as a result of the adoption of a Neighbourhood Plan in some of the case study parishes, but there were no consistencies observed with the timings of such adoptions in relation to the anomalies taking place. Examination of the data in Table 5.6 reveals that in Shropshire, the parish of Kinnerley only experienced an above target rate of approved dwellings in 2013/14 and again in 2015 when they adopted their Neighbourhood Plan. In respect of the Herefordshire parishes, Wellington have realised an above target approved dwelling rates over the last three years 2014 to 2017 having adopted their Neighbourhood Plan in July 2016, and Leintwardine who experienced an increase of approved dwelling numbers in the years 2014/15 and 2015/16 but did not adopt their Neighbourhood Plan until 2017. Therefore, there is insufficient evidence to reach a conclusion that having a Neighbourhood Plan has had a discernible effect on the delivery of additional dwellings, in the short term. The timings of increases in planning applications can possibly be attributed to an official end of economic recession in 2013, encouraging and revitalising the building trade in general.

## **5.7 Conclusion and recommendations for further work**

If we accept that the ideal of sustaining housing development is to maintain a balance or equilibrium, in satisfying present and future needs this may be theoretically achievable by the setting of reasonable targets and some means of monitoring and indication that those targets are being achieved. Singh *et al.* (2008) argue that in order to find a steady state, then planners should be striving to achieve a balance of successful planning processes, in order to achieve sustainability. Their argument is based upon the work of Counsell (1998), who advocates that the planning process is designed to balance conflicting views and interests and provide a level platform on which planning policies may be best administered. Planning for the provision of future stocks of rural housing for short and long term needs of current expanding populations, is established with targets for additional dwellings being set geared to an OAN determined by LPAs. Where targets are not exceeded or being under-



achieved could lend towards a hypothesis that, whereas LPAs are seen to be acting sustainably in accordance with their local plan by not entering into excessive amounts of housing development, they are striving to achieve sustainable development by restricting housing development.

The study undertaken and presented in this chapter has concentrated on planning applications for additional dwellings, the numbers of approvals and refusals relating to those applications and the number of dwellings involved. By focusing directly on sample parishes and their housing application, has provided an opportunity to consider how the development of smaller parishes contribute to the LPA's overall development plan.

The concept of understanding localised planning requirements is investigated further in Chapter six and looks not only at the actual planning applications for additional dwellings, but also delves into the decision making process which LPA's policy agendas and planning officers reports, can contribute towards achieving sustainable rural housing development.

The adoption of Neighbourhood Plan is still in its relevant infancy and there is a disparity between the numbers of available suitable parishes in each of the case study LPA. On the results presented, it is conceded that there is inconclusive evidence to suggest that Neighbourhood Plan adoption has had any significant affect or impact upon the planning approval rates of the case study parishes, as the additional dwelling targets and delivery rates show too wide a variance.

Recommendations are, that any further studies would benefit from undertaking a wider sample size of parishes both temporally and spatially. As a temporal means, extending a study period would enable existing Neighbourhood Plans time to mature, and provide opportunities to engage in other areas awaiting an adoption of their plan. A spatial means could involve areas from elsewhere in the country, which are considered to have more or less remoteness from potential urban influences. These recommendations could enable the construction of more comprehensive data-sets upon which further or more detailed comparative analysis could be undertaken.

## **Chapter 6 Sustainability in decision making**

### **6.1 Introduction**

In order to determine if sustainability practices are applied to the assessment of planning applications, the study presented in this chapter reviews the most pertinent national and local planning policies consulted and cited by Planning Officers and Committees for housing development. The study also identifies the contributions that the employed local strategic planning policies make towards the LPA's decision making process, when determining the acceptability of the planning applications being received for housing development. Further interrogations of the planning applications identified in Chapter 5 were undertaken in order to identify the number, type, size and tenure of refused and approved housing developments within the eight case study sample parishes. The results presented also consider the range of material considerations applied in the decision making process. These are presented as both the reasons for refusal of housing development considered to be unacceptable, and the types of conditions included with planning approvals to ensure that additional housing is being delivered sustainably. Collectively, the results also provide evidence of differences occurring between five years of pre and post NPPF, and between parishes with and without a Neighbourhood Plan in place post NPPF in respect of material considerations and conditions cited in application decisions and the scales of additional dwelling development.

#### **6.1.1 Study framework**

The view of the UK government was that the introduction of the 'Localism Act' (2011) and subsequent NPPF (2012), would have both the design and propensity to deliver and impart greater localised autonomy in planning activity (DCLG, 2012a). The objective of the Localism Act was to reform the planning system thus being more democratic and effective by abolishing regional spatial strategies and housing targets, enabling LPAs to make their own decisions on housing needs.

As set out in the Background and Literature Review, the Localism Act further increased the autonomy of local communities in the form of an opportunity for parishes to adopt their own Neighbourhood Plan, thus the community being able to determine the level, types and location of development in their community. The conceptual framework for the research in this chapter is based on the premise that if greater autonomy is realised from having a Neighbourhood Plan then one might expect to find differences in development trends between parishes with a Neighbourhood Plan and those without between pre and post NPPF eras. The rationale for this train of thought being, that having a Neighbourhood Plan in place with local residents being actively involved in decision making processes, enables the delivery of more tangible and discernible contributions towards achieving local sustainable housing development. This development would be geared to catering for local

needs and requirements, rather than county or national aspirations. The presumption in favour of sustainable development introduced in 2012 had the potential to increase the rates of housing development, but with uncertainty as to what the presumption looked like in practice, its influence can only be determined by decisions made over time.

The challenge for rural LPAs is to manage and balance the need for an increasing number of additional dwellings, for both the present and future residents, alongside the need to deliver sustainable development. This raises two questions: Firstly, are LPAs taking sufficient attention to sustainability aspects of planning policies in their decisions in rural housing developments? Secondly, does having a Neighbourhood Plan in place have any significant impact or provide any evidence of being idealistically autonomous, whilst providing assistance towards LPAs achieving sustainability of development?

### **6.1.2 Study aim and objectives**

The aim of the study presented in this chapter was twofold. Firstly to determine how LPAs factor the ethos of sustainability through administering policies and practices into their decision making processes in regard to planning applications submitted for additional dwellings, and whether there is any indication of change post NPPF. Secondly to make comparative observations of parishes with and without a Neighbourhood Plan. In order to achieve these aims there was need to facilitate and undertake a total of five objectives.

Objective 1: To identify the locations of planning applications for additional dwellings which were either refused or approved within each sample parish.

This was undertaken to provide an indication of how the decision making process by LPAs can contribute towards the enhancement or sustainability of a community or location, by providing an element of protection to natural and historic environments.

Objective 2: To identify the ranges in scale for proposed development of additional dwelling numbers for each sample parish for both pre and post NPPF.

This was to determine if proposed development scales have changed from pre to post NPPF, for example is there a predominance of single dwelling rather than multi-dwelling developments planning applications being approved or refused.

Objective 3: To determine the strategic policies employed in the reasons for refusals and identifying any differences between pre and post NPPF planning applications.

This was to establish whether the 'Local Plan' policies are being followed and favoured, or if the presumption in favour of sustainable development and other policies in the NPPF are becoming more influential.

Objective 4: To determine the number and types of material considerations used to vindicate the reasons for the conditions set on planning approvals within each sample LPA and parishes, for pre and post NPPF.

The purpose was to determine if any changes or trends of material considerations and conditions exist over time, and the extent to which they enhance the sustainability of the development, geared to LPA policies.

Objective 5: To determine instances of re-use and recycling of PDL and premises, as opposed to new build in parishes with and without Neighbourhood Plans, for both pre and post NPPF.

It is widely accepted that we should make efficient use of land. Therefore, wherever possible development should take place on either PDL where available or through CoU on existing buildings before Greenfield sites are released. The purpose of this objective was to test if the target of 60% for new build on PDL originally set in 1998 and re-iterated under PPS3 in 2006, but was presumably removed in 2010/11 as it was not specifically included in the NPPF, whether its removal has led to any significant change in instances of PDL development.

## **6.2 Methods**

A detailed account of the methods and techniques engaged for this study are contained in Chapter three. However, acting as a re-cap, the following is a brief resume of the salient points of how the results presented in this chapter were acquired. The objectives were facilitated by a series of sequential interrogations of both Shropshire's and Herefordshire's LPA planning application decisions, via their online planning portals.

In conducting this study, locations of residential planning application refusals and approvals were plotted onto a map of each of the case study parishes, to indicate location in relation to historic or natural environment considerations. Data was extracted from Appendices 3, 4 & 5 also on the scales of proposed dwellings, in order to ascertain any changes pre and post NPPF. Examination of the decision notes from Planning Officer reports in planning applications, enabled a summary of policies stated and predominant material considerations cited in planning application refusals, also the conditions applied to planning application approvals, pre and post NPPF. Further information on the nature of the proposed residential development site was extracted from Appendices 3,4 and 5 in respect of whether it is new build or CoU, where the latter providing a summary of the former use of those premises.

## 6.3 Results of study objectives

### 6.3.1 Planning approvals and refusals within sample parishes

In order to fully satisfy Objective 1: Identifying the locations of planning applications was considered to be advantageous in supplying the reader with a map of each of the sample parishes studied, fulfilling two purposes. Firstly, by giving a visual sense of proportion of the existing built environment of each sample parish. Secondly, to give an indication of the positional relationship and proximity of both approved and refused planning applications in relation to historical and natural environments requiring protection.

The following maps were all produced by outlining the parish boundary onto Ordnance Survey maps supplied by Digimap (2019), showing the topographical composition of the parish and its surrounding area. Each 'Red' marker represents an approximate location of a refused planning application, each 'Green' marker representing the approximate location of an approved planning application.

Church Stretton Parish is almost entirely surround by an AONB, The Shropshire Hills. Immediately East of the town is a steep natural barrier the Long Mynd preventing any large development opportunity, to the West is Caer Caradoc hill formations also restricting any major development taking place. A majority of planning successful planning applications in the town have been for single new build dwellings, with two exceptions of multiple residential dwellings to the north of the town, which is predominantly in agricultural use. To the South of the town development opportunity is restricted to small plots adjacent to the main arterial road thoroughfare and railway line (See Fig.6.1)



Fig. 6.1 Church Stretton Parish Shropshire locations of planning application approvals and refusals. Source: Map courtesy of Digimap 2019, application locations Shropshire planning applications datasets. (Not to scale)

Longden Parish although in close proximity to the major county town of Shrewsbury, is situated in a primarily agricultural setting (See Fig.6.2). There are no planning restrictions in place corresponding to environmental concerns or historic considerations. However, a majority of planning refusals have been deemed as inappropriate development of open countryside or as a contravention of the village design statement. Planning application approvals have been predominantly for single dwelling new build and CoU, with the exception of one development of 13 dwellings to the North of the village situated on a PDL site.



Fig. 6.2 Longden Parish Shropshire locations of planning application approvals and refusals. Source: Map courtesy of Digimap 2019, application locations Shropshire planning applications datasets. (Not to scale)

Much Wenlock Parish being situated in a natural gully is prone to flooding. As a result, this has is reflected in instructions towards surface runoff featuring heavily in the conditions imposed on a majority of the town area based planning application approvals. Boasting several historic buildings and the fact that the town is in direct contact with a large area of SSSI, is reflected in a high number of the corresponding material considerations cited in conjunction with the protection of environmental and historic assets throughout the parish.

The town has witnessed only one case of planning refusal over the ten year study period (See Fig.6.3) however, of their 28 planning approvals over the study period 5 were for five or more dwellings, mostly within the vicinity and grounds of a former nursing home and hospital complex.

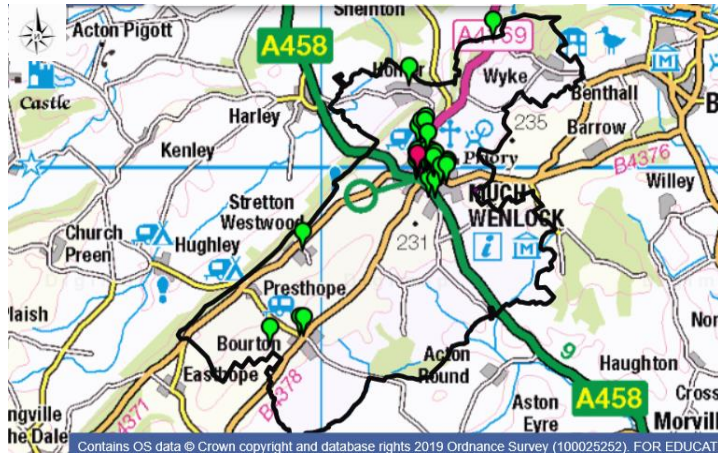


Fig. 6.3 Much Wenlock Parish Shropshire locations of planning application approvals and refusals. Source: Map courtesy of Digimap 2019, application locations Shropshire planning applications datasets (Not to scale)

Kinnerley Parish is a predominantly parish of agricultural surround, with links to both medieval and 20<sup>th</sup> Century military activity. Many of the planning application refusals are centred upon inappropriate rural rebalance and development within the open countryside, with one exception, that of a listed building the village Public House (See Fig. 6.4). The Parish has experienced mostly single growth over the study period 2007 to 2017, with two instances of more than ten dwellings being approved in the centre of the village, on previous meadow land.



Fig.6.4 Kinnerley Parish Shropshire locations of planning application approvals and refusals. Source: Map courtesy of Digimap 2019, application locations Shropshire planning applications datasets (Not to scale)

Bromyard Parish consists of a compacted Market Town and its centre which contains many historic buildings, the town underwent substantial development in the 1950's and 1960's consisting of both private and social housing. Subsequently there is not much scope for further major development to take place, and a majority of the supply of additional dwellings is either of small scale development with 27% being as a result of CoU from existing premises. Pre NPPF planning application refusals consisted on mainly as a result of detriment to visual amenity and problems associated with run-off and waste foul water, post NPPF refusals have been predominantly because limitations and inadequate means of access. However, one major development has taken place to the North East of the town on a former agricultural site, the proposed development was initially for 175 dwellings and eventually after several refusals was approved at 76 dwellings, 26 of which were classed as affordable. The North and West of the Parish is predominantly agricultural land, as is the external South of the Parish (See Fig. 6.5). To the West is 114 Hectares of registered Common Land known as the Bromyard Downs being subject to stringent rules and regulations for its use.

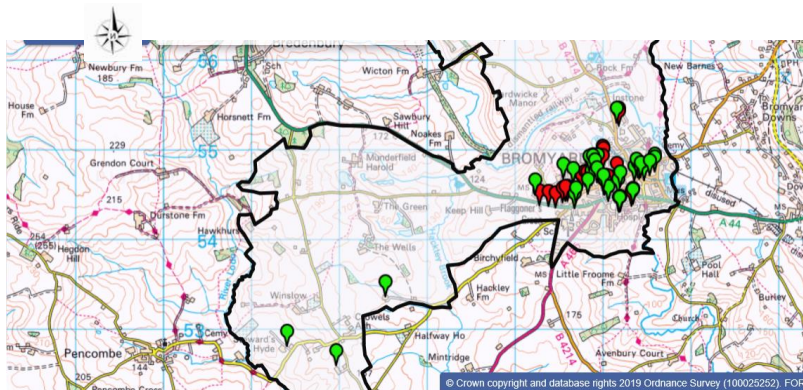


Fig. 6.5 Bromyard Parish Herefordshire locations of planning application approvals and refusals. Source: Map courtesy of Digimap 2019, application locations Herefordshire planning applications datasets (Not to scale).

Kington area has two separate Parishes one serving the town and the other serving the surrounding rural areas. The Town Parish has been the focus for this study, it is a Medieval Market Town which has undergone considerable refurbishment over the last 200 years. This is reflected in the reasons for refusals of many planning applications for new build dwellings, predominantly stated as having concern for the sensitivity of Heritage sites, detrimental to the character and appearance of Green Space and conservation area. These



material considerations are also apparent in the conditions applied to the approved planning applications, in respect to insistence on suitable materials and design of building together with concerns regarding surface water run-off and restrictions to highway access. Out of a total of 29 approved planning applications 14 were related to CoU from previous buildings along the high street however, one major housing development has taken place consisting of 58 dwellings in 2007 situated southeast of the town's high street main thoroughfare. Other physical restraints to building of additional dwellings include to the West of the town lies the Hergest Croft garden Estate, and Hayward Common (See Fig. 6.6). To the North is Hergest Ridge a natural elongated hill separating England and Wales. Skirting the town from East to South West is the river Arrow, and the town is also a convergence for several British National long-distance walking trials including Offa's Dyke which is also of Archaeological importance.



Fig.6.6 Kington Parish Herefordshire locations of planning application approvals and refusals. Source: Map courtesy of Digimap 2019, application locations Shropshire planning applications datasets (Not to scale).

Wellington Parish has only had four planning applications refused over the study period 2007 to 2017. One of which was for an additional 45 dwellings and was refused being situated to the Northwest of the village, and was deemed to jeopardise future mineral extraction and the area being vulnerable to flooding and a loss to natural landscape. Other physical restrictions to housing development include existing sand gravel works to the East, marshland to the South and Wellington Wood to the North. A total of 31 planning applications have been approved 4 of which were for 10 or more dwellings (3 pre and 1 post NPPF) all situated central to Wellington village (See Fig. 6.7), where 25% of the additional

dwellings were classed as affordable under the control of new development policy, the developments were on former glebe associated lands the Church it being a listed building, The remaining majority of approvals were for single dwellings, the major conditions being applied to their approval are that building materials and appearance are sympathetic to existing structures.

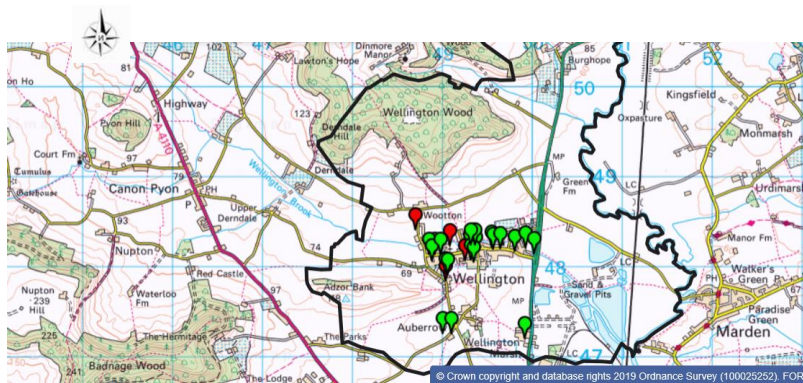


Fig. 6.7 Wellington Parish Herefordshire locations of planning application approvals and refusals. Source: Map courtesy of Digimap 2019, application locations Shropshire planning applications datasets (Not to scale)

Leintwardine Parish is situated in a small narrow valley, where the natural topography in the East West and North of the parish present challenges towards development. A majority of housing applications have therefore been concentrated within this narrow valley, with most approved applications occurring either at the immediate Northerly entrance to the main village, or where the village opens out to a wider and flatter terrain towards the south where the river Teme flows (See Fig. 6.8). Further south of the river is predominantly of agricultural use. The entire East side of the Parish has not seen any development due to the existence of remains of a Roman settlement, which is currently not under excavation. The central thoroughfare forming the backbone and majority of the built environment of the village has also evidence of medieval constructions. Of the 14 planning approvals 3 were for 10 or more dwellings, the largest of which was for a reduced application for 45 dwellings in the southeast of the parish from an original application being for 57 dwellings, which was successful on appeal. No conditions were imposed in the supply of affordable housing as the Planning Inspectorates view was that a previous development of 20 affordable dwellings satiated the 5 year supply requirements. Conditions applied to other approvals were associated with the use of appropriate materials and complementary design. Reasons stated for planning application refusals on smaller or single developments were mostly

associated with detrimental impact upon rural landscape and the scale and setting within a conservation area.

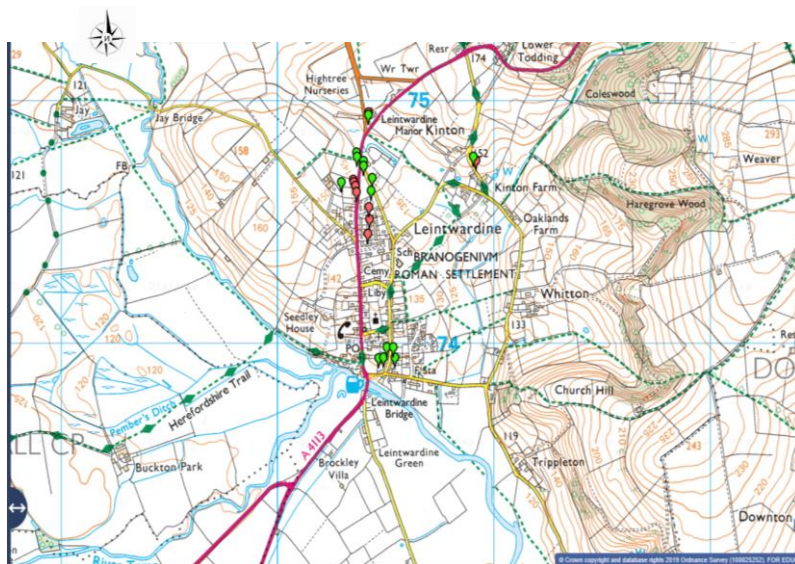


Fig. 6.8 Leintwardine Parish Shropshire locations of planning application approvals and refusals. Source: Map courtesy of Digimap 2019, application locations Shropshire planning applications datasets (Not to scale)

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### 6.3.2. Scales of dwelling development

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The official definition of a minor development is 'one where the number of dwellings constructed is between 1 and 9 inclusive. Where the number of dwellings to be constructed is not given in the application, a site area less than 0.5 hectares should be used as a definition of minor development' (MHCLG, 2015a). In order to satisfy objective 2 of this study, all planning applications in the case study parishes were scrutinised to ascertain the number of dwellings intended for development, to identify ranges of scale.

#### 6.3.2.1 Scales of refused dwelling development

In this study there were 127 net refusals registered across both sample LPA's between 2007 and 2017. A combined number 80 (62%) were applications for single dwellings (See Table 6.1), proposed development of two to five dwellings accounted for 32 (25%), developments of six to ten dwellings were 3 (2%) and proposed development of ten or more dwellings accounted for 12 (10%) of refusals, 2 (1%) of the refusals had unspecified

**Commented [GU24]:** across?

quantities of dwellings. Within the 10% of applications for ten or more dwellings, four were pre and eight were post NPPF. These were all refused for reasons appertaining to the control of new development and sustainable design and landscape in line with current planning policies; MD3 and MD7A for Shropshire and SC1 for Herefordshire.

Table 6.1 Scales of residential schemes per refused planning applications for pre and post National Planning Policy Framework in each of the sample parishes.

<i>Shropshire Parish</i>	<i>Single dwelling</i>		<i>2 to 5 dwellings</i>		<i>6 to 9 dwellings</i>		<i>10 or more dwellings</i>	
	Pre NPPF	Post NPPF	Pre NPPF	Post NPPF	Pre NPPF	Post NPPF	Pre NPPF	Post NPPF
Church Stretton	8	14	4	4	1	0	1	1
Longden	2	5	1	2	0	0	0	2
Much Wenlock	0	0	0	1	0	0	0	0
Kinnerley	3	12	1	8	0	1	0	1
<b>Total</b>	<b>13</b>	<b>31</b>	<b>6</b>	<b>15</b>	<b>1</b>	<b>1</b>	<b>1</b>	<b>4</b>
<i>Herefordshire Parish</i>								
Bromyard	10	4	5	3	0	0	3	2
Kington	4	9	1	0	1	0	0	0
Wellington	0	1	0	2	0	0	0	1
Leintwardine	2	6	0	0	0	0	0	1
<b>Total</b>	<b>16</b>	<b>20</b>	<b>6</b>	<b>5</b>	<b>1</b>	<b>0</b>	<b>3</b>	<b>4</b>

Source: Original secondary data obtained from Shropshire and Herefordshire County Council's planning databases, pertinent study data extracted from Appendix 3

Of the four post NPPF ten or more dwellings refusals in Shropshire, three were in parishes without a Neighbourhood Plan, where the Planning Officers reports or decision notices cited reasons for refusal as being two instances of open countryside re-balance and one of inappropriate development of open countryside. Of the three instances of post NPPF ten or more dwelling refusals in Herefordshire, two were from parishes with a Neighbourhood Plan equally there were two from parishes without. The specific reasons quoted from the Herefordshire Planning Officers reports or decision notices for the refusals included affecting rural re-balance, inappropriate development of open countryside, high density in a location of open space and detrimental impact on the character of the parish. Cumulatively, in the sample parishes post NPPF there were 51 refused planning applications for Shropshire 23 (45%) equated to parishes with a Neighbourhood Plan in place. For Herefordshire of the 29 refused planning applications 11 (38%) equated to parishes with a Neighbourhood Plan in place.

### 6.3.2.2 Scales of approved dwelling development

As an alternative to refusing a planning application, LPAs may grant planning permission subject to certain conditions being set so by applying conditions, the LPA is able to approve an application which would otherwise be refused (MHCLG, 2018).

Of the 198 approvals (Shropshire 101, Herefordshire 97) registered for the sample parishes between 2007 and 2017, a combined number 131 (66%) were planning applications for single dwellings. Proposed development of two to five dwellings accounted for 21% of the approvals, developments of six to ten dwellings were 2% and proposed development of ten or more dwellings accounted for the remaining 11% of approvals. Within the 21 approved applications for ten or more dwellings, twelve were pre and nine were post NPPF (See Table 6.2).

Table 6.2 Scales of residential schemes per approved planning applications for pre and post National Planning Policy Framework in each of the Shropshire sample parishes.

<i>Shropshire Parishes</i>	<i>Single dwelling</i>		<i>2 to 5 dwellings</i>		<i>6 to 9 dwellings</i>		<i>10 or more dwellings</i>	
	<i>Pre NPPF</i>	<i>Post NPPF</i>	<i>Pre NPPF</i>	<i>Post NPPF</i>	<i>Pre NPPF</i>	<i>Post NPPF</i>	<i>Pre NPPF</i>	<i>Post NPPF</i>
Church Stretton	9	17	2	3	0	1	2	1
Longden	2	12	1	4	0	1	1	0
Much Wenlock	4	15	3	2	1	0	2	1
Kinnerley	4	9	0	2	0	0	0	2
<b>Total</b>	<b>19</b>	<b>53</b>	<b>6</b>	<b>11</b>	<b>1</b>	<b>2</b>	<b>5</b>	<b>4</b>
<i>Herefordshire Parishes</i>								
Bromyard	7	13	5	7	0	0	0	1
Kington	12	3	5	4	0	1	3	1
Wellington	9	6	1	1	0	0	3	1
Leintwardine	6	3	1	1	0	0	1	2
<b>Total</b>	<b>34</b>	<b>25</b>	<b>12</b>	<b>13</b>	<b>0</b>	<b>1</b>	<b>7</b>	<b>5</b>

Source: Secondary data obtained from Shropshire and Herefordshire County Council Planning databases, and extracted from Appendix 6 & 7

Of the four post NPPF ten or more dwellings approvals in Shropshire, three were in parishes with a Neighbourhood Plan. In Herefordshire of the five instances of post NPPF of ten or more dwelling approvals three were also in a Neighbourhood Plan parish. Both case study LPAs have experienced a reduction of developments resulting in ten or more dwellings from pre to post NPPF and developments of six to ten dwellings account for a relatively small percentage of approvals. Development of between two and five dwellings has almost doubled for Shropshire whereas Herefordshire remains at a similar level from pre to post

NPPF. Single dwelling development for Herefordshire sample parishes have decreased by 27% whereas Shropshire sample parishes have experienced an increase of 254%.

### 6.3.3 The application of sustainability in planning policies

Objective 3 of this study was to identify the Key planning policies employed by LPAs in their decision making processes, which are considered paramount and necessary to embrace and deliver the concepts of sustainability.

Under article 38 part 6 of the Planning and Compulsory Purchase Act 2004 planning applications are decided upon in line with the policies in the development plan, unless other material considerations should indicate otherwise (ODPM, 2004b). Whilst decisions are made taking into account all national and local policies and that plans etc. need to be read as a whole, therefore this study has sought to highlight the key policies that relate to the principles of sustainable development.

In the last one hundred years, planning policies in the UK have undergone various changes and reform, as noted by many authors (Morphet and Pemberton, 2013; Murie and Williams, 2015; Nanda and Parker, 2015). Examples of relatively recent major reforms issued by the government were in the early 1990's, when the Planning Policy Guidance (PPG) series were issued but these were replaced from 1997 onwards by Planning Policy Statements (PPS). The planning principles held under both these series are now catered for under the NPPF in 2012. As this research covers a period from 2007 to 2017, the author deemed it appropriate to make comparisons between PPSs in use from 2007 to 2012, and the NPPF in use from 2012 to 2017 (See Table 6.3).

Table 6.3 Major policy objectives in use in England between 2007 and 2012

National Planning Policies	Shropshire LPA policies	Herefordshire LPA policies
PPS1: Sustainable Development	CS1	S1
PPS3: Housing	S1, H1	S2, S3
PPS4: Economic growth	H4, H5	S4
PPS5: Historic assets	P67	S7
PPS7: Rural areas	S1, H6, HS3	H1, H2
PPS17: Design & open spaces	H3, H4	DR1, DR2
PPS25: Flood prevention	H3, H4	DR4, DR7
PPG2: Green Belts	P67	S1
PPG13: Transport	CS4, CS11	S6, DR3

Source: Shropshire and Herefordshire County Council Databases. Authors own design

Whereas PPS1 set out the overarching planning policies on the delivery of sustainable development, a series of the PPSs are relevant to this research were the following; The

number, size, layout and external appearance of the proposed development, was in accordance with PPS3, which is to ensure that everyone has the opportunity to live in a decent home which they can afford in a community where they want to live. PPS4 set out the planning department's policies for economic development uses and was used to indicate how growth associated with such uses and could be accommodated and promoted in development plans. It sought to facilitate and accommodate economic growth in ways compatible with social and environmental objectives of sustainable development. PPS5 was the encouragement of 'stewardship' for our archaeological and built heritage. The proposed use of the development and the likely impact on the surrounding area delivered the requirement of PPS7 which was development in the countryside promoting an integrated approach to achieving sustainable development and quality residential environments. The infrastructure and means of access available e.g. roads and current services was a need to comply with PPS13, bringing together a wide range of services and resources.

Over the period of this study, there have been a number of changes in local planning policy notably when Shropshire became a Unitary Authority in 2009, which resulted in a merger of the previous County Council and five other Borough and District Councils. As discussed in Chapter 4 Herefordshire had already become a Unitary Authority in 1998 having formerly being co-positioned with Worcestershire, with a combined total of nine Districts.

Conducting on-line investigations of both sample LPAs under the designations of SAMDev (2015) for Shropshire, and Local Plan - Core Strategy (2015) for Herefordshire, reveals that the 'Development Plans' set out by each in 2011 have been updated. This update has resulted in a restructuring, re-naming and recoding of their planning policies (See Table 6.4) aligning them with the policies set out in the NPPF. Of the twelve Core Planning Principles laid down by the NPPF, it was decided that although all of the principles are considered as being paramount to the achievement of sustainable development *per se*, three of the principles did not fall directly in high agenda for this study. Therefore, the three omitted principles were: Supporting high quality communications infrastructure: Meeting the challenge of climate change and coastal change: Facilitating the sustainable use of minerals. However, the nine remaining principles included in the study were deemed to be of the most relevant and significant in the assessment of sustainable housing development. Of these remaining policies it must be stressed that a certain amount of overlapping of subject matter occurs, meaning that some relevant parts of one policy are also held as a consideration within other policies.

Table 6.4 Development Plan policies used in planning application decision making for Shropshire and Herefordshire Local Planning Authorities, post National Planning Policy Framework.

NPPF Objective	Shropshire LPA Policies		Herefordshire LPA Policies	
	2012-2015	Post 2015	2012-2015	Post 2015
Sustainable Development	CS1	MD1	SS1	SS1
Housing	CS11	MD2	SS1, SF1	H1, H2, H3, H4
New housing	CS5	MD3, MD7a	S2	SS2, SS3
Town & Retail	CS3	MD1, MD3	SS5	SS5
Rural aspects	CS4	MD1, MD3	SS2, HD1	H2, SC1
Design & Landscape	CS6	MD2	LD1, SD1	LD1, SD1
Services & Facilities	CS8, CS9	MD8	SD3	SC1, SD3
Transport & movement	CS7	MD10a, MD10b	SS4	MT1
Environment & Historic	CS17	MD13	SS1, SS6	LD1-4, SS6

Source: Shropshire and Herefordshire County Council Databases. Authors own design

The results presented in this section indicate that both case study LPAs have constructed their mandatory development plans, with a Core Strategy (2011) and SAMDev (2015) for Shropshire, and a Local Plan-Core-Strategy (2015) for Herefordshire and that the planning policies incorporated in their plans are broadly in line with the NPPF. Their policies are geared to their own differing county requirements but overall have had a different approach to plan making. Shropshire having become a Unitary Authority in 2009, has followed a very traditional approach of taking the 'old style' local plans from the former Districts. The strategic elements were replaced by the core strategy in 2011 and then in 2015 replacing old district policies, with new detailed policies in their SAMDev 2015, thus creating a two part county wide development plan. Herefordshire however, having adopted their Unitary Development Plan in 2007 chose to focus attention on strategic policy, replacing this plan in 2015 with their Local Plan-Core Strategy, although policies in this plan are more detailed than many strategic core strategies.

It is important to note that both LPA's post NPPF have a number of saved policies from prior to 2012, which have undergone amendment, refinement and update being better adjusted to current policies.



### 6.3.3.1 Material Considerations in planning application refusals

What constitutes a material consideration is not set out in legislation but must relate to the application concerned and as outlined in the NPPF, which can include but not exclusively be related to, the number, size, layout, design and external appearance of the proposed development, means of access, landscaping and the impact on neighbourhood and the availability of infrastructure (DCLG, 2012a). Other considerations are the need for development, public opinion, existing site uses, amenity matters, resources and economic matters, alternative sites and issues affecting human rights. The NPPF is itself 'a material consideration in planning decisions' (DCLG, 2012a) in particular in relation to 'a presumption in favour of sustainable development' as stated in DCLG (2012 para.14), and the policies relevant to achieving the LPA five year housing supply requirement.

Of the 21 pre NPPF refusals in Shropshire sample parishes the 17 National Policy references stated or related to were (5) of PPS1:Delivering sustainable development, (3) of PPS3: Housing, (9) of PPS7:Sustainable development in Rural Areas and (1) of PPG13: Transport issues. There were 5 instances where no national policy was referenced. There were 3 Local Policies referred to, these appertained to sustainable design, housing affordability and natural and historic assets. . Recurring themes in the comments from the Planning Officer reports consisted of a mixture of 'unjustified high densities of development which does not satisfy local needs'" and applications being considered as unsustainable within a rural area as identified by (ODPM, 2004).

In the 53 post NPPF refusals, there were 2 definitive references made to NPPF policies, these appertained to paragraph 55 (Pre-agreement of imposed conditions) and paragraph 101 (Policy on Green-space). The 123 Local Policies which were stated or inferred reasons for refusal were dominated by four main policies at 29% appertained to Rural aspects,18% appertaining to Town and retail considerations with an equal 18% stated as being pertinent to new housing requirements, and 14% being attributed directly to considerations of Sustainable Development (See Table 6.5) there were some instances where there were mixtures of multiple policy reasons stated included in the Local Policies.

Table 6.5: Shropshire Local Planning Authority post National Planning Policy Framework, number of occurrences of policies cited in planning refusals for additional residential housing applications in case study sample parishes, from 2012 to 2015 and 2015 to 2017 and their total percentage of contributions to decisions taken on those applications.

**Commented [GU25]:** why have you split this period? would you not be better having a table that has just amalgamated totals for this period but then also has the pre-NPPF data as well?

Planning Policy	2012-2015	2015-2017	Total	%
Sustainable Development	1	16	17	14
Housing	3	2	5	4
New Housing	7	15	22	18
Town and Retail	0	22	22	18
Rural aspects	14	22	36	29
Design	7	2	9	7
Services	0	0	0	0
Transport	0	0	0	0
Environment and Historical	11	1	12	10
	43	80	123	

Source: Data extracted from Appendix 3. Authors own design

The results from Table 6.5 demonstrate that for Shropshire policies CS4/MD1 (Rural aspects) feature highly in their LPAs decision making, by placing an importance on the intention of safeguarding rural amenities in the sample parishes. However, throughout the county in 2016-2017 according to the Shropshire AMR (2017), a majority of 239 planning applications refused by Shropshire Council 168 (70%) were refused on the grounds of being contrary to policy CS6 (Design and landscaping considerations).

Of the 55 total Herefordshire sample planning application refusals, there were 24 National Policy references for pre NPPF and 2 instances where policy was not referred to. Of the 24 stated or related reasons (8) were for PPS1: Contravening Sustainable Development (1) of PPS3: Housing, (1) of PPS5: Proximity to a historic monument, (8) of PPS7: Sustainable development of rural areas, (1) of PPG13: Transport and (5) of PPS17: Open spaces, sport and recreation issue. The recurring theme in the comments from the Planning Officers reports featured, were detrimental impacts to the character of locality and unsustainable development of open countryside. In the 29 post NPPF refusals, there were 3 definitive references made to NPPF policies, namely paragraph 109 (impact on highway safety), paragraph 113 (installation of electronic communications having impacts on historic and archaeological qualities) and paragraph 155 of the NPPF which covers flood risk from inappropriate development.

The 35 Local Policies were dominated by three main categories 28% were stated as being contrary to sustainable design and landscape, 26% were contrary to sustainable environmental networks, and a further 20% were associated with transport and movement considerations (See Table 6.6).

Table 6.6: Herefordshire Local Planning Authority post National Planning Policy Framework number of occurrences of policies cited in planning refusals for additional residential housing applications in case study sample parishes, from 2012 to 2015 and 2015 to 2017 and their total percentage of contributions to decisions taken on those applications.

Planning Policy	2012-2015	2015-2017	Total	%
Sustainable Development	3	0	3	9
Housing	4	1	5	14
New Housing	0	0	0	0
Town and Retail	1	0	1	3
Rural aspects	0	0	0	0
Design	5	5	10	28
Services	0	0	0	0
Transport	5	2	7	20
Environment and Historical	6	3	9	26
	24	11	35	

Source: Data extracted from Appendix 3. Authors own design

In contrast to Shropshire LPA policies stated, the results for Herefordshire LPA demonstrate that whilst their policy LD1/SD1 (Sustainable Design and Landscape) ranks highest in importance along with policy SS6 (safeguarding environmental and historic assets) it also appears that in Herefordshire there is a greater emphasis placed on the importance of policies SS4/MT1 (Transport and movement) rather than policies dedicated towards the control of new development and housing in determining sustainability as by Shropshire LPA.

#### **6.3.4 The application of Material Considerations towards achieving sustainability**

When determining the suitability of planning applications, LPAs are required to set out their reasons for any refusal of applications. Applications can be refused if they do not accord with development plan policies or if there are material planning reasons why it would not be appropriate to grant a particular application are outlined in the Town and Country Planning (Development Management Procedure), (England) Order (2015). Examples of inappropriate planning proposals are development, which is within an area which has been notified to the LPA by the Health and Safety Executive (HSE) for reasons relating to contamination of toxic substances, reasons relating to minerals extraction or flood risk from the Environment Agency (DCLG, 2017a).

##### **6.3.4.1 Material Considerations in planning application approvals**

Examination of all the Planning Officers reports for additional dwellings in the parish case study planning applications provided the range and type of Material Considerations in

planning application decision making processes. An assessment of the numbers of dominant policies taken from Appendices 4 and 5 was undertaken to identify the stated reasons for approvals used by each LPA for both pre and post NPPF.

#### 6.3.4.2 Shropshire Local Planning Authority Policies

For Shropshire LPA, the exercise was reasonably straightforward as policies have remained relatively unchanged and consistent in nature and subject content, and are cited in the reports as either being in concordance with either national or local policies (See Table 6.7). These results reveal that in all instances, there has been an increase in the number of local stated policies in the reasons for approvals being granted, along with some instances of saved or legacy reasons also being stated.

Table 6.7 Shropshire Local Planning Authority major policies in use between 2007 and 2012 Planning Policy Guidelines (PPG's) and Planning Policy Statements (PPS's), showing the number of cited corresponding Local Policies in planning application approvals for additional residential dwellings within the case study sample parishes pre National Planning Policy Framework.

National Planning Policies	Number of citations 2007-2012
PPS1: Sustainable Development	25
PPS3: Housing	10
PPS4: Economic growth	1
PPS5: Historic assets	6
PPS7: Rural areas	6
PPS17: Design & open spaces	16
PPS25: Flood prevention	0
PPG2: Green Belts	0
PPG13: Transport	0

Source: Data extracted from Appendix 4 Authors own design

As previously stated post NPPF witnessed two changes of policy title and coding (See Table 6.4) which invariably involved some mergence in policy objectives. One notable feature from the Planning Officer reports is that reference is only made to Core Strategy policies (2011) rather than the re-coded policies (MD Series) quoted in SAMDev 2015 (see Table 6.8).

Table 6.8: Shropshire Local Planning Authority post National Planning Policy Framework objectives (2012 to 2017), the Local policies cited in planning application approvals for additional residential housing in case study sample parishes, showing their percentage of contributions in the decision making process.

Planning Policy title	Policy codes	Number of citations 2012-2017	%
Sustainable Development	CS1	11	4
Housing	CS4/11	58	19
New Housing	CS11	43	14
Town and Retail	CS3	5	2
Rural aspects	CS5	35	11
Design	CS6	57	19
Services	CS8/9/18	42	13
Transport	CS7	5	2
Environment and Historical	CS17	49	16
		305	

Source: Data extracted from Appendix 4. Authors own design

Drawing a comparison between Tables 6.7 and 6.8 the number of citations of local policies, reveals a number of major changes from pre to post NPPF eras in regard to local policies cited, Whereas, the number of general references to sustainable development concept principles have decreased, there has been a considerable increase in specific considerations and the importance of their individual roles towards achieving a presumption of sustainability. The predominant policies cited pre NPPF were under a broad umbrella of sustainable development incorporating design and open spaces, housing requirements and equal considerations for concern for rural areas and historic assets. Under these policies there would appear to be a fairly even mix of considerations for housing requirements, their design and landscaping, together with concern for environmental and historic assets and the need for new housing with supportive services geared to rural perspectives. One possible explanation for these increases of individual policy commitment in decision making processes, may be attributed to the need being placed upon LPAs for greater transparency and accountability firstly as a commitment to requirements of the NPPF procedures, and secondly from the Localism Act offering a chance of greater increase in public awareness of local and national planning procedures and operations.

#### **6.3.4.3 Herefordshire Local Planning Authority Policies**

Herefordshire LPA was constrained by the same major RSS policy objectives in use between 2007 and 2012 (PPG's and PPS's) as Shropshire LPA. However, a differing dominance in cited Local Policies from Planning Officers decision reports has occurred

between the two LPAs. This is largely because Herefordshire LPA cite their own local policies rather than the national policies, See Table 6.9).

Table 6.9 Herefordshire Local Planning Authority major policies in use between 2007 and 2012.

National Planning Policies	Number of citations
PPS1: Sustainable Development	42
PPS3: Housing	24
PPS4: Economic growth	28
PPS5: Historic assets	53
PPS7: Rural areas	122
PPS17: Design & open spaces	85
PPS25: Flood prevention	6
PPG2: Green Belts	23
PPG13: Transport	36

Source: Data extracted from Appendix 5. Authors own design

As seen in Table 6.9 the dominant Local Policies cited pre NPPF for Herefordshire LPA additional dwelling planning applications appertain to rural areas, design and open spaces and environmental/ historic assets. Instances in the need for further housing aspects to be under consideration feature fairly low in citations, this is possibly because during that time Herefordshire LPA had far exceeded commitments for additional dwellings, against set RSS targets (See Chapter 5 Fig. 5.3)

For Herefordshire LPA, there have been a number of changes occurring prior to their Local Plan - Core Strategy and its revision in 2015, in respect to the name and nature of policies especially the local policies also included within the Planning Officers reports, thus for the purpose of this exercise it was necessary to merge and combine policies of corresponding intent together (See Table 6.10).

To line up with planning policy requirements post NPPF required the amalgamation of planning policies, from the Herefordshire Local Plan–Core Strategy 2011- 2031 and revision of 2015. It must also be noted that the Planning Officers from this LPA also made several references to legacy policies, when quoting material considerations.

Table 6.10 Herefordshire Local Planning Authority post National Planning Policy Framework policies (2012 to 2017), and the number of citations to local policies from planning application approvals for additional residential housing in case study sample parishes, showing their percentage of contributions in the decision making process.

Planning Policy title	Policy codes	Number of citations 2012-2017	%
Sustainable Development	SS1	63	14
Housing	SS1, SF1, H1-4	32	7
New Housing	S2, SS2, SS3	77	17
Town and Retail	SS5	16	3
Rural aspects	SS2,HD1	32	7
Design	LD1, SD1	81	18
Services	SD3, SC1	13	3
Transport	SS4, MT1	50	11
Environment and Historical	SS1, LD1-4	89	20
		453	

Source: Data extracted from Appendix 5. Authorsown design

Drawing a comparison between Tables 6.8 and 6.9 the number of citations of local policies, reveals a number of major changes from pre to post NPPF eras in regard to policy references. The number of specific references to sustainable development concept principles have increased, but there would appear to be a considerable decrease in rural and economic considerations and the importance of their individual roles towards achieving a presumption of sustainability. Two of the dominant policies cited pre NPPF were under the broad umbrella of sustainable development incorporating design and open spaces, and a combined policy concern for environmental and historic assets, these have remained roughly the same. There would appear to be a considerable change in the recognition of the need for new housing with supportive services geared to rural perspectives, as local policies cited in support of approving applications has increased by over 450% from pre NPPF citations. One possible explanation for these increases of individual policy commitment, may be attributed to the under achieving of county additional housing commitments between 2011 and 2016 (See Chapter 5 Fig. 5.3)

When amalgamating all instances of local policies being cited irrespective of genre, there has been an increase in numbers of citations in both sample LPAs from pre to post NPPF. For Shropshire, the non-Neighbourhood Plan parishes rose from 53 pre NPPF citations to 148 citations post NPPF. The Neighbourhood Plan parishes rising from 29 citations pre NPPF to 137 citations post NPPF. For Herefordshire, the non-Neighbourhood Plan parishes rose from 168 citations pre NPPF to 234 citations post NPPF, and the Neighbourhood Plan parishes rising from 131 citations pre NPPF to 158 citations post NPPF. These increases may be indicative that LPAs are applying more stringent controls in their decision making processes in adherence to both their development plans and NPPF requirements of indoctrinating sustainability practices.

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#### **6.3.4.4 Conditions applied to planning approvals**

Conditions require aspiring developers to do or not to do certain things prior to, during or within the lifetime of any development. Ensuring good development should protect and reduce the possible impacts the development may have upon the environment and local amenity. Therefore imposing conditions are a means by which LPAs can enable the approval of a planning application which might otherwise have been refused due to unacceptable impacts.

This research sought to identify the conditions set against planning approvals for the eight case study parishes, and provide an assessment in the rate and range of most frequently used conditions, to test for differences in the case study LPAs when applied to applications and decisions for additional dwellings (See Table 6.11). There were a total of 247 planning applications approved for additional dwellings, in the case study parishes between 1<sup>st</sup> April 2007 and 31<sup>st</sup> March 2017. Of these approvals, 232 were for Full applications. Applications for 'Outline Permissions' are used to establish if the scale and nature of the proposed development is likely to be approved before a fully detailed proposal is submitted MHCLG (2018). In the Shropshire sample parishes there was one instance of an Outline planning application being approved, which was in 2008 for 13 dwellings of which 4 were stated as being affordable (See Appendix 6). This application was not fully submitted within the timescale of this research but is included in the data as the application has not been closed. Instances of 'Outline' planning permissions sought in the Herefordshire parishes were mostly for single or low scale developments. There were two exceptions, both being in the parish of Leintwardine post NPPF (See Appendix 7). These exceptions were one proposed development of 45 dwellings and further proposal of 10 dwellings; neither of these applications materialised into full application status in the timescale of this research and therefore are treated as still being open. When constructing Appendices 6 and 7, where there were instances of Outline permissions being re-applied as Full planning applications, the Outline application was discounted in favour of the Full planning application hence the majority of Full planning applications listed.



Table 6.11 Amalgamation of the number and type of conditions imposed for approved planning applications in each of the sample parishes from 2007 to 2017, with their Neighbourhood Plan status. (NP denotes parish with a Neighbourhood Plan)

Condition			NP	NP			NP	NP	
	Church Stretton	Longden	Much Wenlock	Kinnerley	Bromyard	Kington	Wellington	Leintwardine	Totals
Plans	22	18	24	14	31	25	13	10	157
Materials	16	14	23	7	24	24	16	10	134
Design	21	16	16	10	11	20	9	9	112
Run-off	9	8	20	12	21	17	3	2	92
Drainage	15	8	19	9	20	12	8	2	93
Archaeology	3	3	11	2	2	7	4	1	33
Ecology	9	12	12	8	6	8	5	5	65
Highway	7	10	10	5	20	13	8	4	77
Working Hours	2	7	4	0	11	7	6	4	41
Totals	104	96	139	67	146	133	72	47	804

Source: Data extracted from Appendices 6 & 7. Authors own design

On examination of the Planning Officers reports and decision notices, it is evident that the first and foremost condition applied, is that work shall commence within a specified timeframe from the decision date. It would appear that this is a statutory condition, therefore it has not been included in (Table 6.11). However, in every case of the Shropshire approvals the time condition was specified at being within three years. Herefordshire approvals revealed that 29% (10% of dwellings) of their approvals are specified as work commencing within one year (as in the case of the 45 additional dwellings previously stated) from the decision date. As can be seen in Table 6.11 of the total predominant conditions applied, 19% are attributed to requiring detailed plans being submitted, a further 17% are in connection with sample materials being required and a further 14% on development design. However, if the joint aspect of drainage and means of water runoff is considered then this equates to 23% of the conditions. A combined natural and historic environmental aspect of conditions, including Archaeological, ecological and aspects realise a further 12% of conditions. The remainder being Highway and access considerations at 10% and restrictions to working hours by developers at 5% of conditions imposed.

In Shropshire LPA decisions there were a total of 206 conditions applied to planning approvals, of which 97% were in Neighbourhood Plan parishes. However, by contrast in Herefordshire LPA planning decisions there were 279 conditions applied, 43% were in

Neighbourhood Plan parishes. These results could be indicative of less restrictions being applied to parishes who have adopted a Neighbourhood Plan.

#### **6.3.4.5 Public and Planning Committee involvement in planning proposals**

The Planning Portal note entitled 'Having Your Say' issued by DCLG in 2017 demonstrates an offer of involvement with planning authorities and the general public. This offer includes initial advice on the opportunity for people to be publically involved and to engage in the decision making process of planning proposals. The note also outlines the means of engagement which can be made available; including notification of planning proposals being issued by LPAs by posting notices, writing to individuals closest to the proposed development, advertising in the local press and the availability of documents such as architects' drawings being available online or held at Council Offices for general public inspection (DCLG, 2017c). Through these means of engagement, local objections to the planning proposals may be raised and lodged, which are material and relevant to planning with the authority. Under the 'consultation and pre-decision matters' guidance issued by MHCLG (2018) there is a recognition that where instances of public consultation take place, this offers a means of improving efficiency and transparency through direct dialogue and information exchange. This may be considered to be placing pressure on LPAs to conform to community involvement but ultimately LPAs have the power to refuse planning applications which they consider do not sufficiently address the requirements of their Development Plan and are hence not considered sustainable. Individuals and communities need to have access to information that supports the decision on a planning application, so that they can understand and analyse the application and draw their own conclusions upon the proposal. Planning Officers are often seen as 'Gatekeepers' of information (Sheppard *et al.*, 2015) especially in the case of commercially sensitive information, where full disclosure would not enhance the application but could be detrimental to the applicant, especially with regards to the applicants financial status or trading facilities.

Results from this study (column 8 in Appendices 4 and 5 ), indicate that out of the 101 approved planning applications in Shropshire sample parishes, pre NPPF there were 3 instances of applications being referred to a planning committee and 6 instances post NPPF. In Herefordshire sample parishes pre NPPF there was 1 instance and post NPPF there were 7 instances of planning committee referral.

### **6.3.5 Land development: Re-use and Re-cycle**

The concept of re-cycling and re-use is high on the agenda of many countries and individuals in an effort to safeguard finite resources (Anon), the same concept applies to the land development. It was the need to understand how LPAs determine the re-use or re-cycling of land or existing built assets, which prompted the need for the investigation of objective 5 of this study. This objective was intended to provide gain an insight towards life-cycles of how parishes, their businesses and dwellings may have changed over the study period, and establish what contribution those changes have made in providing additional residential dwellings, thus aiding sustainable housing development aspirations.

#### **6.3.5.1 Previously Developed Land (PDL)**

Item 40 of the NPPF declares that it is a key objective for LPAs to make effective use of land by re-using land that has been previously developed. The National annual target was originally set in 1998 by the Government in that 60% of new housing should be on (PDL) and previously developed sites, this target is no longer enforceable.

The results presented in this section of the chapter offer an indication of the extent of PDL usage in the case study parishes but exclude cases of permitted development for additional dwellings submitted per sample parish. There were only two cases of planning applications made within the case study parishes, one in Longden within the Shropshire LPA domain and one in Bromyard within the Herefordshire LPA domain. Therefore having only 2 PDL approvals from a total of 198 approvals realises a 1% rate of PDL usage for additional residential dwellings.

#### **6.3.5.2 Change of Use (CoU)**

Whilst examining planning applications it was evident that instances of PDL usage as stated, was an exception rather than a rule. However, what was apparent was that there were many opportunities and applications of applications for CoU. Therefore an investigation was undertaken with the intention of determining if there have been any changes in; application rates, approval and refusal rates for pre and post NPPF (See Table 6.12) and to determine levels of CoU taking place for both planning refusals and approvals.

Table 6.12 Approved and refused numbers of planning applications for Change of Use into additional residential dwellings per sample parish pre and post NPPF

<i>Sample Parish</i>	<i>Pre NPPF Approved</i>	<i>Pre NPPF Refused</i>	<i>Post NPPF Approved</i>	<i>Post NPPF Refused</i>
Church Stretton	5	3	15	1
Longden	2	0	6	0
Much Wenlock	2	0	7	0
Kinnerley	2	0	5	4
<b>Total</b>	<b>11</b>	<b>3</b>	<b>33</b>	<b>5</b>
Bromyard	4	1	9	1
Kington	14	3	3	6
Wellington	2	0	2	0
Leintwardine	4	1	1	3
<b>Total</b>	<b>24</b>	<b>5</b>	<b>15</b>	<b>10</b>

Source: Data extracted from Appendices 3, 6 and 7 Authors own design

Shropshire sample parish CoU approvals realised a 104% increase from the cumulative pre NPPF years 2007-2012 to the cumulative post NPPF years 2012-2017; all sample parishes witnessing an increase. The cumulative refusal rate increased by 60% but this may be due to an anomaly predominantly in the upsurge of refusals in the Neighbourhood Plan Kinnerley parish.

Herefordshire sample parishes realised a 6% decrease of CoU approvals from the cumulative pre to post NPPF. However, the cumulative refusal rate increased by 100%, this was predominantly due to the proportionately higher rate of instances in the non-Neighbourhood Plan parish of Kington.

A combination of all the sample parish results for approved CoU from pre (35) to post (38) NPPF indicate an increase of 9%, whereas the combined refusals of CoU and conversions from pre to post NPPF has increased by 87%.

The next step in the investigation was to determine if the numbers of additional dwellings from approved CoU constitutes an adherence to the previously set national target of 60% in respect of additional dwellings from re-usable sites post NPPF. Data was drawn from this research's Appendices 3, 6 and 7 to enable comparisons being made between the numbers of additional dwellings derived from new build against those of CoU (See Table 6.13)

Table 6.13 Numbers of planning applications for New Build (NB) and Change of Use (CoU) into dwellings per case study parish post National Planning Policy Framework.

<i>Shropshire Parish</i>	New Build		CoU		% Dwellings of CoU/NB
	Approvals	Dwellings	Approvals	Dwellings	
Church Stretton	14	46	8	19	41
Longden	11	16	6	15	94
Much Wenlock	11	26	7	7	27
Kinnerley	8	30	5	7	23
<i>Herefordshire</i>					
<i>Parish</i>					
Bromyard	12	98	9	12	12
Kington	6	23	3	7	30
Wellington	6	25	2	6	24
Leintwardine	5	58	1	2	03

Source: Data extracted from Appendices 3, 6 and 7 Authors own design

Calculating a mean of the percentage in dwellings of each county from column six of Table 6.12 reveals that for Shropshire, 46.3% of dwellings approved on CoU is realised post NPPF. For Herefordshire, the post NPPF there was an achievement mean of 17.25% being realised for approved dwellings by CoU, however this figure may be considered to be aggravated or skewed because of the two rogue anomalies in numbers of dwellings (98 and 58) in Bromyard and Leintwardine being outside of the median range.

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### 6.3.5.3 Identification of previous development uses

Whilst the re-use of PDL where applicable and alternatively CoU in buildings is usually seen to be a good and sustainable ideal, there are instances where such a focus can lead to the loss of key infrastructure or facilities.

This element of the study was undertaken to identify the previous uses of premises and structures (See Table 6.14) which were cited in the case study planning applications and was intended to demonstrate an indication of the nature of potential and actual changes in the life cycle of the built environment within the sample parishes, thus providing some evidence towards the perceived and actual losses of amenities. These findings could also affect an individuals' sense of place and social well-being which is assessed and discussed in Chapter 7.

Table 6.14 Number of CoU from the nature of previous developments for pre and post NPPF planning application approvals and refusals

	Pre NPPF Approvals	Post NPPF Approvals	Pre NPPF Refusals	Post NPPF Refusals
Agricultural Buildings	13	17	1	9
Business	3	4	1	0
Retail outlet	6	2	1	0
Office	2	1	0	0
Garage/workshop	5	6	1	3
Other building	3	5	1	1
Chapel	0	0	1	0
Public house	1	2	0	2
School	1	1	0	0
Bank	0	1	0	0
Meeting Hall	1	1	0	0
Hotel	0	0	2	0
Totals	35	40	8	15

Source: Data extracted from Appendices 3, 4 & 5. Authors own design

A majority of the CoU within this study involved parishes which are classed as rural and semi-rural locations and as such involve a predominance of applications relating to agricultural premises, these were not included in government targets. As one might expect, most conversions or CoU involved barn or agricultural outbuildings. The results of this study confirm this expectation (See Table 6.10) in that 41% of all approved and refused applications were related to these sort of premises.

Pre NPPF the number of stated agricultural buildings accounted for 37% of approved applications, this increased to 43% post NPPF. Whereas, refused applications for the same category were 12.5% of the applications pre NPPF rising to 60% post NPPF. A possible explanation for these upturns was the Class Q permitted development right introduced in 2014, which allows for the CoU of certain agricultural buildings and their curtilage to use as a dwelling house.

The next largest approval rate is within the 'Other Building' element. This consists of structures being understood to be similar or broadly related to agricultural use, such as store house or stable but not necessarily registered or defined as such. This element resulted in 14% of the approvals pre NPPF and 15% post NPPF. Contrastingly refusal rates for approvals in this element were 13% pre NPPF dropping to 7% post NPPF. Of the remaining

application approvals the other significant results were retail outlets at 17% pre NPPF and garage workshops at 15% post NPPF.

## **6.4 Discussion**

This chapter offers a lens through which observations may be made on how the case study LPAs apply national and local planning policies towards approving or refusing planning applications for the delivery of additional residential dwellings. It also examines how planning applications are determined in concurrence with sustainable development principles, and offers an indication of some of the differences or similarities that the policies may have impacted upon sample LPAs. It has identified how the physical positioning aspects relating to a planning applications can have direct implications on the outcome of that application, in respect of proximity to historic and environmentally protected sites. This chapter has also explored how the scale of development can affect planning decisions, and to what extent sustainability principles are incorporated into planning and decision making processes for both present and future generations.

### **6.4.1 Planning a community's sustainable future**

This study covers the period from 1<sup>st</sup> April 2007 to 31<sup>st</sup> March 2017, during which time there has been political change at both national and local level leading to changes in policy and legislation associated with planning. However, whilst the details may have changed over this time, the basic principles on which planning policy and decision making is based remains the same. The requirement is for the planning system to deliver new homes in as sustainable a way as possible, to meet the needs of present and future generations.

In 2008 the government issued their 'Town and Country Statement' that effective planning may help to satisfy social expectations, stabilise economies and protect the environment (DCLG 2008). It was envisaged that by endorsing and implementing actions which promote and enhance sustainability would also encourage a sense of well-being within the community (DCLG, 2008). Effective planning offers opportunities to investigate possible improvements, analytical tools and techniques used to determine effective planning procedures and land allocation as observed by (Singh *et al.*, 2009; Poveda and Young, 2015) to cater for the housing needs of an increasing population.

In order to achieve sustainability, LPAs need to firstly assess the needs and requirements of the areas under their jurisdiction under the NPPF guidelines. This is the key element of producing the 'Development Plan'. Once these needs are recognised and established, planning applications must be assessed for their contributions to the community, or alternatively how they may pose an adverse or detrimental impact upon the community, and its surrounding environments. The decision making process for additional dwelling

development in England is operated under a 'plan led' system (Parker *et al.*, 2015; Sheppard *et al.*, 2019) which Cullingworth (2015) sees as requiring comprehensive and up to date sets of national policies, regional strategies or local development plans. The stance of the government issued through the Planning Portal (2018) is that decisions upon planning applications should be made in accordance with the adopted development plan unless there are other material considerations which may indicate otherwise (DCLG, 2018).

Results obtained from this study indicate that planning applications are scrutinised in line with planning policies designed for the protection of historical and natural environments, and the likely impacts upon surrounding areas through the control of new development. The physical locations of planning application refusals within each sample parish are indicative of cases where material considerations have been taken into account, such as the number, size, design and external appearances of the proposed development so that the development will not be detrimental to the community and its residents. Where approvals have been granted, the conditions are set which help to combat known problems arising from the development and will not impact adversely on existing facilities or services, such as drainage restrictions or difficulty of access.

Whilst in the process of gathering the data for this study, it was apparent that LPAs may adapt and modify policies where beneficial to their localised needs in reaction to national planning policy change and reform. The main evidence for this adaption is manifested in the increases of some stated local policies being applied to planning approvals post NPPF.

In the case of planning application refusals there have only been a combined total of five instances of direct references made to NPPF policies. These being, mostly a mixture of control of new development, development requirement and sustainable design and landscape. Herefordshire has had 29% of their refusals referring directly to sustainable environmental networks, which given its land coverage area and natural attributes requiring consideration, one would expect this to be the case.

The conclusion of the objective undertaken, is that LPAs do consider many factors when undertaking decisions on planning applications. Not only are national planning policies taken into account but local policies and other material considerations are also consulted and investigated during the LPA's decision making processes. Where deemed necessary and appropriate, Planning Officers and Committees will impose conditions upon planning application approvals in line with material considerations.



#### **6.4.2 Scales of housing development**

Objective 2 of this study was to determine if proposed scales of residential applications have changed from pre to post NPPF, and to identify if the highest proportion of planning applications for both LPAs were proposed developments of less than five dwellings.

Refusals for single dwellings in Shropshire's sample parishes have seen an increase of 238% from pre to post NPPF and 185% increase in the two to five dwellings range. Refusals of proposed applications of more than ten dwellings were conclusive in their increase from one pre NPPF to four instances post NPPF. In contrast, Herefordshire's sample parishes have seen a relatively modest 9% increase for single dwellings and 154% increase of two to five dwellings. Refusals of more than ten dwellings rose from three instances pre NPPF to four instances post NPPF.

Approvals reveal a similar disparity, whereas Shropshire single dwellings have seen an increase of 254% from pre to post NPPF and a 55% increase in the 2 to 5 dwellings range. Herefordshire approvals show an 8% increase in single dwellings and a 54% increase in the 2 to 5 dwellings range. The approval rates of scales of development of more than 10 dwellings post NPPF for both LPAs have witnessed a reduction from those being approved prior to NPPF. These results would indicate that single or small scale developments are the preferred and acceptable options, as opposed to larger scale proposed developments which could be deemed to be unsustainable.

#### **6.4.3 Sustainable use of previously developed sites**

The utilisation and redevelopment of PDL is regarded as an essential component in the core objectives and strategies in achieving sustainable communities (ODPM, 2004a; Padiaditi *et al.*, 2005; Dixon and Doak, 2006; Power and Houghton, 2007) and sustainable regeneration, which also offers better protection to 'Greenfield' sites.

In 2003, the UK Government's Sustainable Communities Plan proposed large scale clearances of older and poorer quality property in former industrial areas (Power, 2010). The utilisation of former PDL areas was issued as a strategy statement by the ODPM (2004a), furthermore it proposed that recycling land and buildings or endorsing CoU could lead to a more sustainable environment.

The view of the Urban White Paper (UWP) of 2006 was that "The greening of previously derelict land removes blight and brings with it important and social health benefits. However, it is vital that once derelict sites have been brought back into use, maintenance regimes are put in place to ensure that these sites do not return to a blighted state" (ODPMWP, 2006,

p.33). A study in the industrial North East of England by McGuinness *et al.* (2018) proposes that the governments approach for the allocation of PDL for housing throughout the country is basically 'flawed and misguided' as the government assumes that everywhere is the same and that urban and rural areas face the same challenges.

The sample parishes used for this study were all classified as rural communities rather than urban or rural/urban fringe, which was reflected in the lack of potential and actual PDL sites often associated with urban environs. This could also indicate that the previous 60% target of PDL utilisation for housing from 1998 onwards, may not be high on the agenda of LPAs importance towards achieving sustainability.

Although there was only two cases of PDL utilisation, results from this study (See Table 6.12) indicate a wide range of differences in their percentages and numbers of CoU planning applications against the number of applications of new build, indicating an increase in both approval and refusals of CoU, these are mostly pertaining to agricultural building redevelopment.

#### **6.4.4 Neighbourhood Plans and planning policy**

A Neighbourhood Plan is non-mandatory but when completed becomes a statutory part of the plan-led system (Gallent and Robinson, 2011; Parker *et al.*, 2015) and the communities who have adopted a Neighbourhood Plan need to conform to planning policy at national level and within their Local Plan. Under the guidelines of the NPPF, a Neighbourhood Plan should not promote less development than set out in the Local Plan or undermine its strategic objectives (DCLG, 2012). However, Parker *et al.* (2015) maintain that there is a need for further clarity on what level of support Neighbourhood Plan communities should receive from LPAs, and questions whether having a Neighbourhood Plan makes any difference to levels of development. Fischer and Yu (2018) consider that there has always been an element of scepticism in the effectiveness of Neighbourhood Plans because of a lack of support from LPAs, especially in regards to rural financial incentives for development because as Sturzaker and Shucksmith (2011) concede that rural areas are often seen to be taken for granted in that they are fundamentally less sustainable than urban areas for building new homes.

Although not a specific objective stated for a study element in this chapter, the entirety of this research has been to assess, not only the sustainability of rural housing development but also to determine where possible the efficacy of communities adopting a Neighbourhood Plan.

Of the eight parishes in this research, four had adopted Neighbourhood Plans. The first of which was in 2013 the latest in 2017. Therefore, when considering whether or not 'Localism'

has had any impact on levels of empowerment in communities through the adoption of a Neighbourhood Plan, this research cannot specifically refute or support this debate. However, results do indicate that there is a difference between the Neighbourhood Plan and non-Neighbourhood Plan parishes in a range of variables tested in this research (See Table 6.15).

Table 6.15 Comparisons of variables tested between non-Neighbourhood Plan (Non-NP) and Neighbourhood Plan (NP) parishes post National Planning Policy Framework.

Variable	Non-NP	NP
Shropshire planning application refusals ratios	1.75	1
Herefordshire planning application refusals ratios	3.23	1
Shropshire material considerations stated ratios	2.10	1
Herefordshire material considerations stated ratios	1.38	1
Shropshire number of applied conditions	200	<b>207</b>
Herefordshire number of applied conditions	281	120
Shropshire number of approved single dwellings	29	24
Herefordshire number of approved single dwellings	16	9
Shropshire number of refused single dwellings	19	12
Herefordshire number of refused single dwellings	13	7
Shropshire refused applications of $\geq 10$ dwellings	3	1
Herefordshire refused applications of $\geq 10$ dwellings	2	2
Shropshire new build approvals	31	19
Shropshire new build approved dwellings	72	56
Shropshire CoU approvals	21	12
Shropshire CoU dwellings	43	14
Shropshire CoU refusals	<b>1</b>	<b>4</b>
Shropshire CoU refusal dwellings	0	<b>11</b>
Herefordshire new build approvals	23	19
Herefordshire new build approved dwellings	128	95
Herefordshire CoU approvals	20	5
Herefordshire CoU dwellings	33	12
Herefordshire CoU refusals	12	4
Herefordshire CoU refusal dwellings	20	2

Source: Amalgamation of data presented in Chapters 5, 6 & 7. Authors own design

Therefore, posing the questions of do Neighbourhood Plans assisting in achieving sustainable rural development? and is there a discernible difference in outcomes of

planning application variables between parishes with a Neighbourhood Plan and those without?, the comparisons between the 24 variables presented in Table 6.14 tested post NPPF unanimously show (bar three exceptions in bold figures) that parishes with a Neighbourhood Plan in place have lower values in variables than the figures for non-Neighbourhood Plan parishes.

These differences could provide some evidence to suggest that LPAs deploy a higher number of decision factors, relating to policy objectives towards achieving best levels of sustainable development for non-Neighbourhood Plan parishes, by protecting and enhancing both the local community and all of its built and natural environments. With regard to Neighbourhood Plan parishes, they often lack in planning expertise to provide this protection as identified by (McAreavey, 2009; Dixon and Woodcroft, 2013; Jacobs and Manzi, 2013).

A plausible defence against any scepticism of Neighbourhood Plans in operation, include authors such as (Davoudi and Madanipour, 2013; Parker *et al.*, 2015; Sturzaker and Shaw, 2015), in that Neighbourhood Plans are recognised as being new and as yet there are relatively few studies into how they have been produced and what results are available for detailed comparison.

## **6.5 Conclusion and recommendations for further work**

The aim of this study was of dual intent. Firstly, to determine if LPAs subjugate to the NPPF guidelines and apply national planning policies and principles towards achieving sustainable development. On the given understanding that policy is a course of action and legislation is the act of enforcing that policy, it is assumed that the two are inextricably linked thus forging and controlling the fundamental methodology. This linkage forms the basis of a plan led system where the primacy of local planning policy determine the many choices and decisions that planners have to make. The second intent was to determine if the presence of a Neighbourhood Plan in rural parishes has presented any tangible benefits since the NPPF and compare a range of variables deemed to be instrumental in providing sustainable housing development against parishes without a Neighbourhood Plan in place, by choice.

There is evidence in this study derived from the Planning Officers reports and decision notices that in each of the planning applications examined, material considerations are actively employed in the decision making processes whilst assessing planning applications. These considerations feature in the policies applied to planning applications, disallowing an avocation of un-sustainable practices.

This study adopted a speculative stance that the existence of a Neighbourhood Plan can affect and impact upon local decision making processes in respect of assessing planning applications, as this stance forms the theoretical framework for the whole of the research program. Although there is a disparity in the number of Neighbourhood Plans adopted in each of the presented case study LPAs the sample parishes chosen offer an example from which some comparisons can be made; Between those parishes with and without a Neighbourhood Plan, in relation to housing planning applications for both LPAs pre and post NPPF. Figures released in a Commons Library Briefing SN05838 issued by MHCLG (2018) indicate that there have been a total of 500 Neighbourhood Plans which have now been successful at the referendum stage in England, considerably more than when this research began. Therefore, there is a propound opportunity to further this empirical study by engaging in a continual re-assessment of similar or divergent investigation.

To fully adopt a Neighbourhood Plan is not a rapid process taking on average two years to complete (Locality, 2018). Therefore, undertaking a longitudinal study programme would provide a wider and more varied choice of sample parishes, as they become eligible for inclusion into a study. The parishes which have currently adopted a plan, over time will provide additional quantifiable data enabling better comparisons to be made on either this or future studies.

An alternative strategy could employ investigations into other neighbouring LPAs such as Staffordshire and/or Worcestershire, both of which were in the former West Midlands RSS with the current sample LPAs. Similarly, future studies could be undertaken on other LPAs elsewhere in England, for example Lincolnshire or Cambridgeshire which have similar rural demographics. Equally viable, could be LPAs in the North of England such as Northumbria or Cumbria, the latter having had the first Neighbourhood Plans to be adopted in March 2013 in the Upper Eden Valley.

## 7.0 'Social Attitude' towards rural housing development

In Chapter 5 of this research there was a study to investigate the tangible aspects in the delivery of additional rural dwellings. Chapter 6 was an account of the decision making processes linked to planning policies and other considerations, which prevail in the refusal and approval of planning applications for those dwellings. However, although the contents of these chapters involve a detailed exploration of secondary data available from LPAs, on the delivery of housing and the planning application decisions, there is a clear absence of any information on any social aspects in the decision making process. Therefore in the absence of any known published information regarding 'Social Attitude' towards rural housing development has led to the primary research that forms the basis for this Chapter. From a holistic train of thought it provides a theoretical symbiosis of three perspectives; these being a Community (its' planning and Governance), individuals who reside there and peoples moral and ethical stances which go towards producing a 'Social Attitude' (See Fig.7.1).

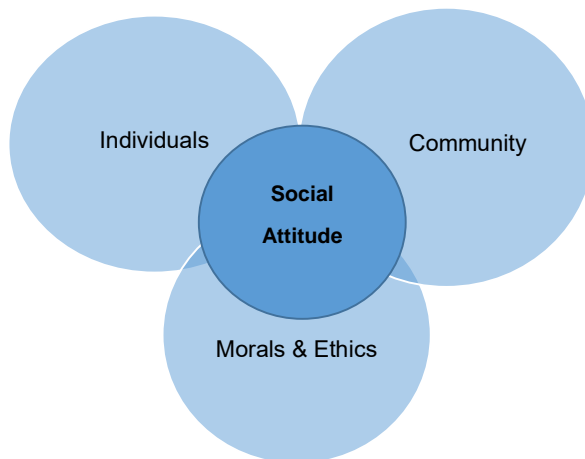


Fig. 7.1 Authors own Venn style diagram portraying the converging interactions between Individuals, their moral and ethical considerations and their community to create a 'Social Attitude'.

With regards to ethical any stances and debate upon the effects of social reform, there is a recognition that under a systems concept Bertalanffy (1951) identified that nothing operates in isolation. Therefore, the adoption of holism is integral to the theoretical framework of this research by determining and assessing the sample parish residents' perceptions on planning methods, and the levels of local housing governmental and development hierarchy, each of which may have a direct effect upon any perceptions of well-being from residing individual's.

### 7.1 Study aim and objectives

The aim of this element of the study was to conduct a pragmatic primary research to gain insights into the thoughts and perceptions of the residents of the case study parishes, on a range of subjects on planning and housing development in their parish and community. It was envisaged that the data collected could also provide a link to gaining an understanding, of how people themselves can and do make contributions towards maintaining rural housing sustainability rather than having total reliance on LPAs and their decision making processes, as outlined in Chapters 5 and 6, whilst creating a sense of individual and community well-being.

Objective 1: To ascertain local residents understanding and levels of satisfaction, regarding county and local planning decision making processes relating to future housing development in their community.

Gaining this insight provides an indication of levels of trust between the public and Local Authorities in relation to freedom of information, transparency and working towards the common good. It may also determine how community involvement in planning and decision making can relate to people's perception of their own and others levels of well-being.

Objective 2: To capture views and opinions of retail and service outlets personnel, regarding current and future housing development in the sample communities.

Retail and service outlets are integral to the perceived prosperity and success of communities, whilst the staff who work in their businesses have particularly good insight into people's views about housing development. However, personnel within those outlets rarely have their voices and opinions captured and by doing so it was considered that they would provide an insight into the contributions that those people and outlets make, towards maintaining and enhancing the perpetuity of rural locations.

Objective 3: To establish the perceptions of local residents about their community, the level and appropriateness of present and future housing development.

Gaining the views and opinions of local residents on housing needs, and the levels/standards of local facilities and services can contribute towards measuring an individuals' sense of personal satisfaction and well-being, together with levels of social conscience and attitude, shaped by morals and ethics in supporting commitment towards sustaining their community for present benefit to themselves and future generations.

## 7.2 Methods

A full and extensive explanation of the methods used to gather the primary data for this chapter, are contained in Chapter Three, so to avoid repetition the following is a brief outline. Following an initial desk-top study of potential case study parishes, a physical inspection of each chosen parish was undertaken to determine suitable venues and locations for data gathering, via a street survey and Focus Groups. It was envisaged that the data would provide the main body of evidence in achieving the objectives stated above, whilst providing evidence of any differences between parishes with a Neighbourhood Plan and those without. This was intended to be realised by three separate means.

- Street survey: Conducted in each of the case study parishes, four in Shropshire and four in Herefordshire
- Retail and service outlet survey: Two in Shropshire and two in Herefordshire
- Focus Groups: One in Shropshire and one in Herefordshire

## 7.3 Results

The following results were obtained from the mixed methods research approach outlined above. The field work was conducted between May and October 2017. Of the eight parishes, four had a sufficient retail and service outlet capacity to enable a separate survey to be completed. The total number of questionnaires offered for completion was 401, where 285 questionnaires were either completed on the day of the surveys, or returned soon after (See Table 7.1). One person opted for an electronic return of the questionnaire and 168 people opted for a postal return, each of these respondents were given a stamped addressed envelope to return the questionnaire to the author on completion, the number of returns were 116 which equated to 69% of the potential response method.

Table 7.1 Number and percentage of returned questionnaires by county. Neighbourhood plan (NP) and non-Neighbourhood Plan (Non-NP), in bold.

	Returns Qty.	Returns %
Questionnaires	285	71%
<b>NP parishes</b>	<b>151</b>	<b>53%</b>
Shropshire	81	29%
Herefordshire	69	24%
<b>Non-NP parishes</b>	<b>134</b>	<b>47%</b>
Shropshire	69	24%
Herefordshire	66	23%



Although each parish was given the equal opportunity to take part in a Focus Group, only two small groups came to fruition which were in one parish from each county which had a Neighbourhood Plan in place, these were Kinnerley in Shropshire and Wellington in Herefordshire. Nevertheless the contributions they provided served as an invaluable source of information, strengthening the results from the surveys. As the people who took part gave up their time in good faith of their voices been heard, then it has been the authors 'deontic duty' [as presented by Immanuel Kant (1724-1804) as an obligation] to present their feedback and opinions. The author has also coded the attendees, honouring a promise that complete external anonymity would be maintained. The coding used is S1 to S5 for the Shropshire Focus Group, and H1 to H4 for the Herefordshire Focus Group.

The Shropshire Focus Group consisted of five senior citizens and the Herefordshire Focus Group consisted of two senior citizens, one retail administrator and one young mother (approximately 30 years of age).

### 7.3.1 Objective 1: Democracy and planning

The first part of this survey was to ascertain if in general, people have a knowledge of the governing agencies which are responsible for decision making and local planning in their community. Respondents in the street survey were offered a multi-choice option by ticking one box only (See Table 7.2) to answer the first question posed:-

Table 7.2 Results from the survey where respondent's perception was sought to identify where residents recognise who has the responsibility for planning housing development within their community.

	Central Government	County Council	Parish Council	Local Community	Other	Don't Know
<i>N</i> = 266						
NP 151	2	91	41	4	0	13
Non-NP 115	4	73	15	2	2	19
Total	6	164	56	6	2	32
	(2%)	(62%)	(21%)	(2%)	(1%)	(12%)

The majority of respondents 62% opted for option two, this majority having resided within the community for an average of 22 years, where the County Council was cited as being responsible for housing development whereas 12% did not know. As 9% of the respondents from the parishes with a Neighbourhood Plan did not know, in comparison to 16% of respondents from parishes without a plan, could suggest that having a Neighbourhood Plan

is increasing residents awareness of planning and decision making in their community. As one might expect the respondents from Neighbourhood Plan parishes indicate that they also have their Parish Council, who have a valid input towards determining levels of development within their community. This is confirmed by the results from a statement posed later in the questionnaire (See Fig. 7.2) where ( $N = 244$ ) participants were required to indicate if they agree or disagree with the statement that, local people determine development within the community.

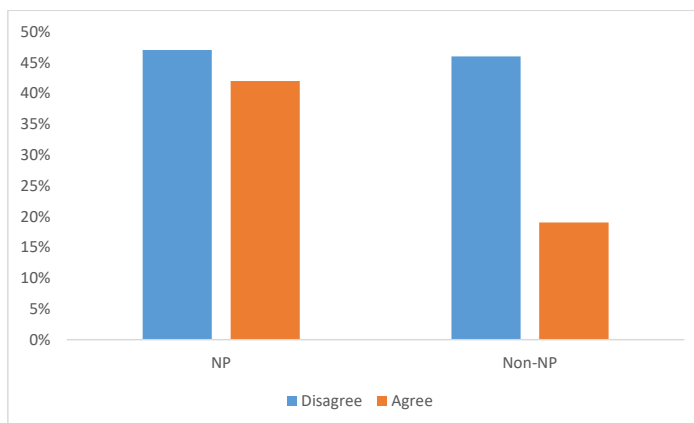


Fig.7.2 Percentage levels of agreement that local residents contributions count towards planning decisions being taken and comparison between Neighbourhood Plan and non-Neighbourhood Plan parishes.

Some authors such as (Davoudi and Madanipaur, 2013; Bradley and Sparling, 2016) recognise that the existence of a Neighbourhood Plan, can not only help to influence the future of the community but also increase an individual's sense of well-being through participation. The following statements (two of which W1 and W3 were from Focus Group participants in a Neighbourhood Plan parish, and B4 was a comment from a survey respondent, offer an insight into how some individuals perceive and question levels of power in planning and democracy as a result of the changes that 'Localism' was intended to deliver and also question the efficacy of community involvement through having a Neighbourhood or local plan. Not all of the comments were detrimental to local involvement in planning and decision making, as the following will testify:-

*"I am pleased that our Parish Council take a positive and inclusive activity, in discussing the level of development with the Local Authorities and the parishioners."* W1

*"The Parish Council and related groups did their utmost to consult parishioners on the County Led Plan, some folks don't participate or appreciate whatever is done,"* W3

*"Rarely do the people most in need of housing jobs etc. get actually involved in planning, due to lack of education, defeatism or the lack of social confidence to stand and be heard."*

B4

This mixture of both negativity and positivity from the respondents, neither indicates total dissatisfaction with localised governance, nor complete satisfaction and confidence.

Responses from the Focus Groups presented a different story. In the Shropshire Focus Group session where the concept of 'Localism' was vaguely understood, there was little evidence of participants having direct involvement with decision making on local issues. Whereas in the Herefordshire Focus Group, two of the participants were clearly from a more knowledgeable and professional working background. There was no apparent evidence that there exists any elements of elitism as suggested by McAreavey (2009) or dictatorial presence (Foucault, 1988; Flint, 2015) from the participants, however, it is recognised that this was only a small Focus Group held over a short space of time. What was apparent was that participants were keen to embrace the ideal of Localism as a means of administering a democratic future for their parish. The participants also recognised that whilst not being able to adjust the 'status quo' and legacies of centralised dominant power structures, as intimated by Sturzaker and Shucksmith (2011) there is a need to accept change and establish new grounds of governance.

Neighbourhood Plan and non-Neighbourhood Plan parishes are evenly conjoint in disagreement, that local people can control development. However, as one might expect 42% of the respondents from the Neighbourhood Plan parishes also agree with the statement, as they are potentially able to contribute towards their community governance. Non-committal responses together with don't knows also equate to 37% of all responses, would deem that these results are inconclusive. On reflection the author concedes that the statement may have lacked clarity, thus leading to some confusion in responses, especially from those respondents choosing to forward the survey by post and having no immediate means of clarification available. Alternatively the results just reflect the respondent's perceptions in that they genuinely don't know.

As a means of obtaining full verification of the subject matter, but not as a means of any distrust in any of the responses, another test (where  $N = 240$ ) evoked with a statement of 'development in my community is determined primarily by Central Government,' participants were again required to indicate their perception of the statement through a range of possible responses from completely disagree to completely agree (See Fig. 7.3).

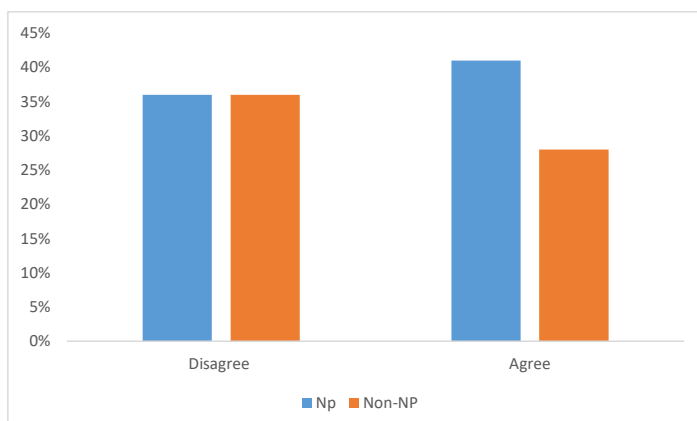


Fig.7.3 Indication of levels in respondent's agreement that Central Government primarily determines development within the community, and comparison between Neighbourhood Plan and non-Neighbourhood Plan parishes.

The results from this statement are also evenly supported, especially as the non-committal by 'neither agreeing' or 'dis-agreeing' and 'don't knows' equate to 41% of responses, again this could be down to misinterpretation of the statement or possibly just that the respondents do not have an opinion, or one that they are willing to share.

On a more positive note, when asked if development is determined primarily by the LPA, (where  $N = 236$ ) 57% of responses confirmed that this was the case. Comparing the level of agreement from this statement with the results from Table.2 yields more conformity, where 62% of respondents opted for County Council. In order to ascertain that these results are not as result of chance, a Pearson's Chi-square t-test was set at a 95% confidence interval with one degree of freedom, thus the variable test criteria thresh-hold is set at 3.841 (Holcomb, 2017). The test between 62% and 57% reveals a variance of 0.438 well within the variance thresh-hold of 3.841 thus concluding that there is a consistency in these two results, and they were not down to chance.

Respondents were then asked if they are given sufficient opportunity to be involved in the planning and decision making within their community. Out of 247 responses, the majority 63% confirmed that this was the case, 97 of these responses were from Neighbourhood Plan parishes and 59 from non-Neighbourhood Plan parishes.

The 156 respondents who confirmed involvement of some kind, were then given the opportunity to expand upon this by indicating the methods of personal involvement. This resulted in a total of 345 replies, with many of the respondents having been involved in more

than one activity (See Fig.7.4). Interestingly only 25% indicated that they were involved with planning applications, whilst 61% referred to various forms of plan making.

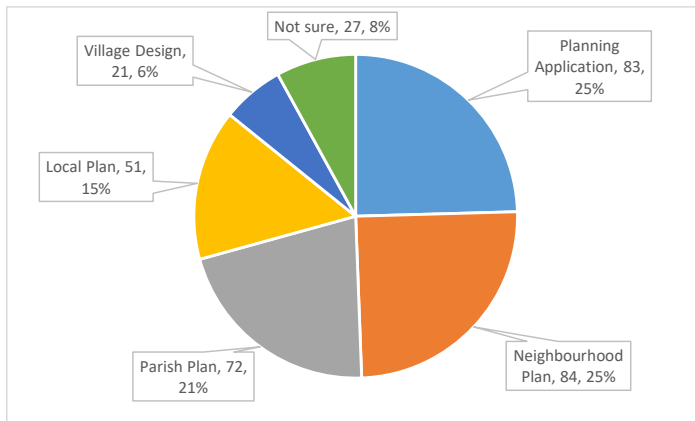


Fig.7.4 Indication of the proportions and breakdown of respondents previous involvement with planning within their community (where  $N = 345$ )

The remaining 7 instances of involvement were stated as being; with a Local Environmental Association (1), Parish Council (2), and Community Planning (2) Civic Society (2). Predictably the Neighbourhood Plan parishes quoted a total of 156 instances of involvement, which is a ratio of over 2:1 compared to non-Neighbourhood Plan parishes.

Indications from the sample parishes in this research are that, overall there has been a majority (63%) of respondents having had some involvement in contributing towards planning and decision making processes in their community. This engagement has been through Neighbourhood, Parish and Local plans or Village Design Statements. Although individuals and communities have been encouraged to be included in planning and proposed development debates, their views have not necessarily been taken into account in the decision making processes of planning matters with LPAs. Thus, there is a feeling of dis-satisfaction from 44% of respondents in this survey that they have kept to their part of the 'Contract' but the 'Authority' has not. This is indicated by some of the following comments from the survey:-

*"There is not enough consultation."*CS1

*"Our parish is in an AONB and so any planning for development has to be sensitively done, exhibiting a high design and build standard, which enhances the area and the town. Care has to be taken not to overdevelop this special area."* CS4

*"Being a community of predominantly OAP's I find that this community lacks development and innovation, to move the town forward into a more modern infrastructural system."*

*Furthermore gaining planning permission can be very difficult as the town isn't particularly accustomed to change."* CS9

*"We have had to fight the local planners over the last three years, to ensure our community is developed according to our Village Design Statement. We have attended many planning committee meetings, for all the good it's done."*Lo5

*"I believe that we have exceeded the number of new houses to be built, which we all agreed on. Many of us objected to a further 26 houses and this was taken up by the County Council, however a visiting expert from London over-ruled us all and authorised the new build."* Le8

However, these comments show that there is an element of participants in localised parish involvement having a sense of being let down by the 'system'. Some people take advantage of interviews, questionnaires and surveys as a means to vent their anger over a particular instance affecting just them as identified by Yin (2009), and may not necessarily indicate the feeling of the majority. Whereas, if these feelings were not aired it may seem like there is no discontent within the populous and a false picture would be observed.

This is identified in this study by the differences between results of Neighbourhood Plan and non-Neighbourhood Plan parishes. As previously indicated 39% of Neighbourhood Plan respondents considered that they are given sufficient opportunity for planning involvement in their community against 24% of non-Neighbourhood Plan parishes. Instances of actual involvement with the planning and decision making process revealed, that 45% of the respondents from Neighbourhood Plan parishes were given the opportunity for involvement, through their plan. Both of these results suggest that in Neighbourhood Plan parishes, not only might there be a better opportunity for involvement but one might assume that a higher level of involvement in parish decision making and development, is possible.

However, the results raise the question, 'is the community view taken into account, when planning decisions are made?' The ensuing comments would beg to differ from this assumption. The total response rate from both Neighbourhood Plan and non-Neighbourhood Plan parishes was 78% demonstrating both a lack of confidence in LPAs and a connectivity between LPAs and a sense of 'Social Contract' with local communities.

When asked if the community view was taken into account when planning decisions are made, the responses were discordant. As one might expect the respondents from Neighbourhood Plan parishes deem that their input and views are taken into account in decision making, because of increased opportunities through the development and adoption of their plan. On the assumption that having a Neighbourhood Plan might also be more indicative of increased autonomy in the community, and being able to steer decision

making. The majority of respondents were equally distributed between the two sets of parishes in that their views are only considered sometimes (See Fig. 7.5).

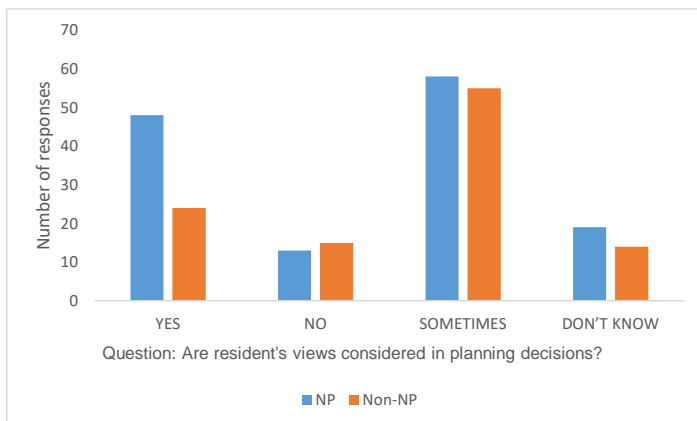


Fig.7.5 Distribution of responses from question on inclusivity of community views in decision making processes by Local Planning Authorities.

There were 35 freely given comments from the responders who thought that their views were not taken into account, alternatively only sometimes receiving consideration. The most pertinent comments consisted of:-

*'Arrogance of the Planners'*

*"They build where they want to, as they [Planners] are money driven"*

*"Councillors keep information to themselves"*

*"Ordinary people discouraged from talking at meetings"*

Whereas some respondent, were evidently critical about the planning system, there were also a small number of respondents who wished to make comments in the systems defence.

*"Planners actions are governed by the Planning framework"*

*"Local objections help to reduce proposed housing numbers"*

This range of emotive opinions would suggest that overall, the majority of respondents distrust Planners and are dissatisfied with the Planning System whereby people's thoughts and views may be encouraged, but not necessarily actioned upon or taken into account in the planning decision making processes.

If we accept the concept of the 'Social Contract' and the link between the government LPAs and the individual, this raises the question of, does an LPA have an obligation to assist in delivering a favourable form of governance in a community?

Authors who have posed similar questions propose that the role of planning can be seen as an instrument in delivering a duty or an obligation (Turcu 2018) through codes of conduct in planning legislation, policy and guidance. These codes are a duty of care towards a common or greater good, the conditions of which are morally right or wrong in society and determines levels of responsibility. Doheny and Milbourne (2017) maintain that moral consciousness is composed of a set of skills which help individuals understand and evaluate their social worth. At every level of planning there is a conflict between applying policies to achieve sustainability and increasing the supply of rural housing (Sturzaker and Shucksmith, 2011). However, the act of 'Participation' in governance or the involvement in community activities as seen by McAreavey (2009) is one which furthers the development and implementation of public policy.

A total of 167 (82%) of respondents from the survey in this research indicate that they have a knowledge of who is responsible for community decision making within their parish or community and the hierarchy of power in their local administration processes. A majority of those respondents also confirm that they have had sufficient opportunity to be involved in those processes. However, a majority of these respondents, were only moderately satisfied with the actual planning decisions made in their community. This is portrayed in some of the comments given in relation to residents distrust in their LPAs. Freely given comments received via the Street survey and from the retail/service outlets mirror this disappointment with localised decision making and the planning hierarchy:-

*"The people who make the decisions, are self-serving more than County serving."* CS5

*"Local communities should develop their own plans and Councils should respect these,"*  
Ky3

*"Even if local and County Councils reject planning, in line with the wishes of local residents, Central Government can overrule with no knowledge of local requirements."* MW4.

*"Decisions made at local Town Council level are often overturned on appeal at County level, despite having a Neighbourhood Plan in place."* MW5

*"It (planning) favours developers and those with influence and wealth."* W2

*"The County Council appear to be able to sway the local council on planning decisions, if your face doesn't fit there is no point in applying for housing"* Le6.



These comments indicate that there is a need for consistency and transparency as observed by (Sheppard *et al.* 2015), so that communities can have trust and confidence in the planning system. This is obtained through a deeper community engagement which can result in lower levels of opposition to rural housing development schemes, and reduce distrust of the LPA as a decision maker (Sturzaker, 2011; Tait and Hansen, 2013; Gallent, 2013).

As a means of assessing overall satisfaction with planning decisions in the community, the respondents of the street survey were asked to complete a Likert type scale question, where scoring 1 is the least satisfied and 5 is the most satisfied (See Fig. 7.6) These results indicate that a majority (78%) of respondents are predominantly satisfied with planning decisions in the community and by majority, the residents from Neighbourhood Plan parishes revealed better satisfaction levels than non-Neighbourhood Plan parishes.

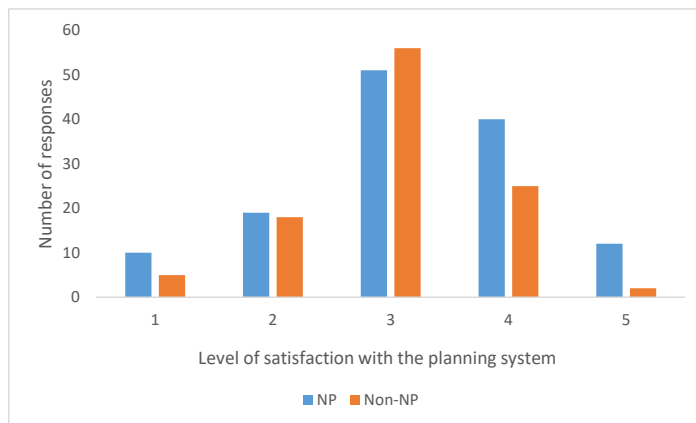


Fig.7.6 Levels of overall satisfaction with the planning system, where level 1 is least satisfied and level 5 is most satisfied and a comparison between Neighbourhood Plan parishes and non-Neighbourhood Plan parishes.

### 7.3.1.1 Localism and Neighbourhood Plans

Having identified people’s perceptions of the planning hierarchy and satisfaction of planning in their community, there was a need to gain their knowledge, understanding and perceptions of Localism and Neighbourhood Plans. This was to establish if residents consider that there have been any noticeable community benefits or detriments since adopting their plan.

As previously emphasised, a Neighbourhood Plan is not mandatory but a willingness by a community to adopt one, may help to provide an insight into how individuals engage as a moral obligation and to build social cohesion between individuals and their wider community.

Social involvement can arguably form a basis for personal and collective values so as to conduct oneself appropriately and do the 'right thing' in relation to others. This raises two questions firstly is there a symbiosis between social attitude and collective values? Secondly, can these values be attributed to perceptions of local planning, governance and collective decision making processes?

Indications from this study in some of the freely given residents comments suggests that there are a wide range of opinions, values and social expectancies which go partially towards answering these questions. With regards to collective and social values the following comments were received in responses from the survey: -

*"We appear to be having the dregs of other communities being dumped here, it is beginning to affect what was once a pleasant drug free town."* Kn15

*"I would like to see more grass-roots housing co-operatives or eco-housing groups, to either take over existing buildings, or acquire new sites to provide secure, low cost affordable ethical homes."* Kn4

*"There are too many large executive houses, roads cannot stand more traffic, parking is awful, and there is not enough housing for local young people or the elderly."* MW9

When considering whether social values can be attributed to perceptions of local planning and governance, comments from respondents in the survey suggest that some people consider that those in positions of decision making, may not be perceived to be doing the right thing for everyone.

*"Decisions right or wrong are taken too slowly"* Lo3

*"There is insufficient care in the planning system."* MW3

*"Proposals to sell off the School playing fields for housing is crazy, proposals to move the Library is crazy, proposals to close the swimming pool is short sighted."* CS10

*"I would expect planning to be black and white, not open to interpretation, and any form of corruption should be punished very severely."* MW2

*"Planners are either underfunded, have a lack of resources, or they are just completely incompetent."* Ky2

Personal persuasions may well determine how we react to situations, make decisions and realise a satisfactory governance of individuals and the community. What this study can offer are indications in the way that individuals can and do have a 'Social Conscience'. This is portrayed by their willingness to undertake community involvement which seems to indicate a belief in equity towards others.

None of the street survey questions broached the subject of Localism directly but the leading question posited on both the Focus Groups was simply:-

What does the word 'Localism' mean to you?

The responses from the Shropshire group who have a Neighbourhood Plan were:-

*"Well I am local and proud of it, so I do as much as I can to keep in touch with what goes on in the village." S1*

*"No, that's right we don't need anyone else telling us what we do and don't need, here there's too much interfering going on." S2*

*"I think that it is more to do with when we had those meetings in the Church Hall, remember? So that we could have our own plan of what to do round here, and maybe stop that big lot of new houses going up." S3*

H

By contrast, the same question brought an entirely different set of responses from the Focus Group in the Herefordshire parish, who also have a Neighbourhood Plan.

*"I am aware of the supposed opportunities that the Localism Act was intended to give, as I was just retiring when it was announced, and I thought that's good that'll give me something to do, I can get involved and have more of a say, in what happens in my village" H4*

*"Yes and me I have really enjoyed getting involved, even in just a small way with The Parish Council, it makes you feel really proud to be part of it all, I have lived here all my life and we all get on pretty well" H3*

What was immediately apparent was the enthusiasm with which both groups entered into the debate and understandably the knowledge of Localism varied between the two groups. Shropshire's group did not appear to contain anyone with planning knowledge, but showed a fervour towards maintaining their community at levels of their choosing. Whereas in the

Herefordshire group, H1, H3 and H4 participants had some first-hand knowledge of local government and planning procedures, as well as having experience of community involvement. Following on from this initial question, the Focus Groups were guided onto a more defined topic area, of how they perceive that having a Neighbourhood Plan has affected their community.

*"I can't say I noticed anything different really" S4*

*"I have not seen any real difference since we have had our Neighbourhood Plan, but its early days yet. We are trying to have more regular meetings now, which are growing in numbers and should help to improve things for everyone." H1*

*"Yes I agree there is a lot to be done to improve our services, we do make everyone welcome to our Parish meetings, so that the more they become involved, the more we can try to achieve and improve the quality of life for everyone, and build an even stronger community spirit" H4*

Complete agreement from H1, H2, and H3.

Perhaps surprisingly, neither of the Focus Groups considered that having a Neighbourhood Plan had made very much difference to their community. However, the Shropshire Focus Group were aware that some difficulties arising from local matters can be pursued for the good of the community in general, sometimes at the cost of other services, but there is a potential for improvement. The Herefordshire Focus Group appeared to take a more philosophical stance in understanding that things were not perfect, but there are still opportunities to move forward and deliver benefits to the whole community. The general consensus was, that it is far better to have one than not. When prompted to explain why? The following responses were noted.

*"I believe it was the Parish Council who managed to get that building application stopped, because of us having our plan, when they wanted to build those forty odd new houses down the back of the old orchard, near the graveyard, so that's got to be a good thing, we don't need all that sort of thing happening here" S3*

*"I bet old (name withheld) wasn't happy, I hear he lost out on over a million Pounds because of that." S2*

*"We had three defined development sites as a legacy from the old Herefordshire core strategy, but thankfully now we have our own Development plan, we can rely more on our*

*Parish Council, to audit and report on proposed developments, so that we can help to make informed decisions, on planning applications ourselves.” H4*

*“That is correct, unfortunately we didn’t have any say in the phasing of the legacy development sites, thankfully there is only one remaining. H3*

*“But surely we do also have to monitor self-build very closely, because being a relatively small old village interior, footpaths and means of access can cause serious Health and Safety issues, especially with young Mothers with pushchairs around the school area.” H4*

*“That’s true and on the subject of us young Mothers and children for that matter, speaking personally if it was down to the fact of us having our own plan, then I suppose one of the best things has been getting the library, I wouldn’t be without it. And the Council room, with toilets and a safe play area outside well away from the road.” H2*

These comments offer an indication of some of the perceptions of local residents on the benefits of adopting a Neighbourhood Plan. The Shropshire group saw that by doing so, gave the Parish Council some increase in its power, to determining the scale of local development. The Herefordshire group showed a more confident attitude towards having their Neighbourhood Plan, in accepting that a transition or meta-phase of change in the planning process is necessary before the full benefits of having a Neighbourhood Plan can be realised. Unfortunately this data is limited by the very small number of Focus Groups which took place.

### **7.3.2 Objective 2: Sample parishes with retail and service outlet facilities.**

Under the premise that retail and service establishments may rarely if ever be included in street surveys, it was decided that there was a unique opportunity to address this issue within this study. Therefore, a bespoke questionnaire which was limited to ten questions, was designed solely for completion by the personnel within these establishments. It was considered that the data collected would help to assess social and economic sustainability of the parish and give some indication of any changes in its perpetuity. Where there were instances of working personnel also residing within the parish, they were encouraged to complete the street survey should they wish to do so, as they may not necessarily be given an opportunity to take part in the survey.

Four of the sample parishes had a limited retail or service outlet comprising predominantly of a Post Office and shop combination, so these were deemed unsuitable for the street

survey research method, as the footfall would likely be random and sporadic. The four sample parishes chosen included in this study were because they were small rural Market Towns, with a range of outlets which had the potential of providing wide and varied responses. The demographic data was taken from the Census of 2011(See Appendices 1 and 2) and the geographical sizes and populations (pop.) were deemed varied. The Towns in Shropshire, were Much Wenlock (pop. 2,877) the only Parish in this element of study having a Neighbourhood Plan, and Church Stretton (pop. 4,671). In Herefordshire, they were Bromyard (pop. 4,236) and Kington (pop. 2,626).

There were no instances of electronic return of questionnaire and a total of 48 people opted for a postal return, of which 36 materialised. The final number of either partial or complete questionnaires was 126 from a total of 172 distributed, thus giving a response rate of 73%.

The employment status of respondents (where  $N = 125$ ) revealed that a majority of participants classed themselves as employees at 53% (See Fig. 7.7) and an equal number as either employer or self-employed at 43%.

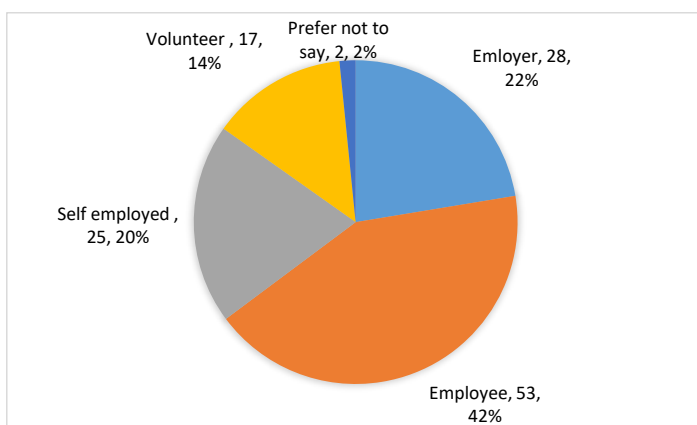


Fig.7.7 Distribution of employment status, shown in numbers of personnel from all of the four case study parishes with retail or service outlets.

When asked if they reside within the parish 64% confirmed that they did, thus 36% have to travel to their work place, over varying distances (See Table 7.3) below.

Table 7.3 Number of miles travelled by outlet participants to their workplace

N = 74	0-5 Miles	6-10 Miles	11-25 Miles	≥ 25 Miles
Result of N	39 (53%)	10 (14%)	24 (32%)	1 (1%)

In order to determine the impacts which the outlets may have on the transport and mobility infrastructure, both within the community and its surrounding environments, respondents were asked to provide an indication of all modes of transport used to attend their place of work (See Fig. 7.8).

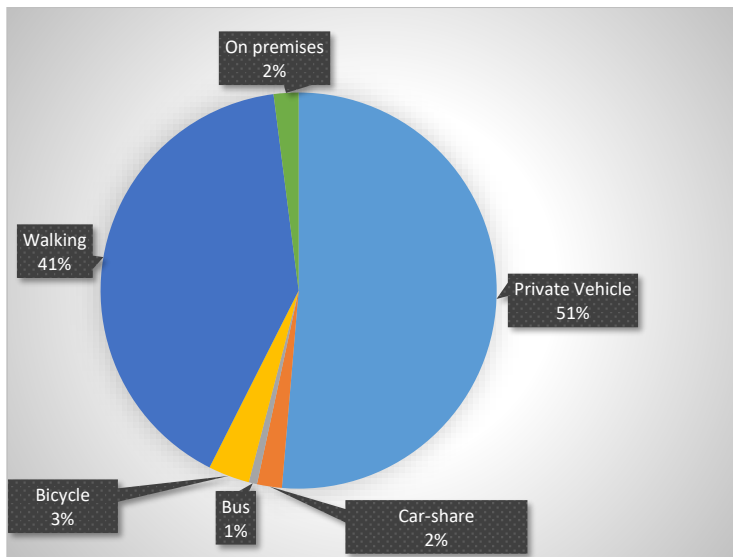


Fig.7.8 Modes of transport used by personnel from retail and service outlets in case study parishes to attend their place of work.

In an effort to gain an insight into the sustainability of the town and its facilities, there was a need to determine if premises have experienced a high turn-over rate and if the nature of trading or use has changed over time. The participants were therefore asked how many years the outlet has been open (See Table 7.4).

Table 7.4 Number of years that the survey partaking outlet has been open.

≤ 1 year	1-5 years	6-10 years	≥ 11 years
4 (3%)	22 (18%)	15 (12%)	82 (66%)

These results indicate that a majority of outlets have provided long term service to the community, and would suggest that in the main, could be playing an integral part in the sustainability of the town. 26% of participants said that they had taken over the outlet,

indicating that it was operating before they personally arrived, whereas 74% said that they did not take it over, thus indicating that the outlet was not a legacy business.

In conjunction with length of service of the outlet, it was deemed necessary to establish what the customer base is, in terms of local usage, so as to determine if the outlets is dependent upon the local community for its sustainability or if external visitors are the key. Therefore, the respondents were asked to estimate what percentage the amount of local residents, as opposed to visitors make up the outlets customer base (See Table 7.5)

Table 7.5 Outlet personnel's perceived percentage of local resident customer base

0-10%	11-25 %	26-50%	51-75%	76-100%
5 (4%)	10 (8%)	39 (33%)	41 (34%)	25 (21%)

This result would imply that a majority (55%) of outlet personnel perceive that, their customer base is comprised of local residents. It is acknowledged that this is based on perception only; and not on tangible evidence, but bases its credence upon the fact that 64% of outlet personnel live in the community, thus being a reasonable chance of many of their customers being recognised through regular contact over time, as many of the outlets have been open more than ten years (See Table 7.4).

This would suggest that a symbiosis may exist between local residents and high street outlets, where each have a dependency on each other. When asked to best describe and categorise the outlet/service, Figure 7.9 shows the responses.

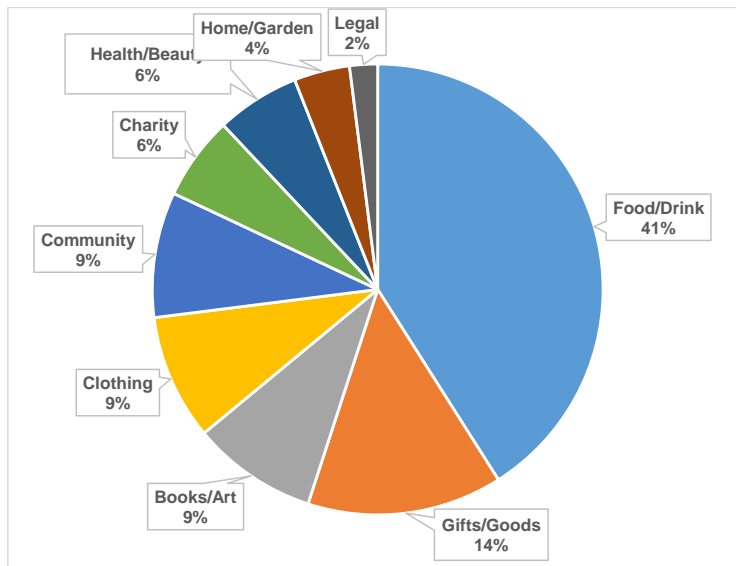




Fig.7.9 Breakdown by percentage of the nature and core business of the retail and service outlets from the combined four Market Town case study parishes of Church Stretton, Much Wenlock, Bromyard and Kington.

As with the street survey, freely given comments were eagerly encouraged from the outlet respondents as their opinions were deemed vital in determining how the outlet personnel view their position, and the contribution that their outlet makes to the functionality of the community.

*"Business rates are a mess, mine have gone up 40% whilst others pay nothing." MW5*

*"A boost to local shopping is needed. I believe more people are moving to the area but the Town is dead a lot of the time, so local business is to be encouraged." Kn3*

*"No multi-national big chains should be allowed planning permission in a rural Market Town. Encourage more mixed-use in the high street to help keep it alive, and a modern asset to the community." Kn8*

*"As I understand it we need progress with housing to draw a younger generation to our Town, and to enable this land is needed, but not our Green Belt. Walkers and visitors play a vital part in our businesses." CS7*

Although limited in quantity, there is an air of disquiet from these comments which suggest a mixture of discontent with LPAs, and the changing means and methods of public shopping. Results from the street survey indicate that having some form of retail outlet in the community, ranked third highest in providing an overall personal satisfaction in the Neighbourhood Plan parishes and fourth highest position in non-Neighbourhood Plan parishes. It should be borne in mind that three out of the four Neighbourhood Plan parishes this equated to a single outlet incorporating a Post Office. It was a reversal of roles for the non-Neighbourhood Plan parishes, whereby in three out of the four were classed as rural Market Towns, thus having a variety of retail or service outlets. Conversely the street survey, reveals that in both Neighbourhood Plan and non-Neighbourhood Plan parishes, retail availability featured low in the order of importance for residents when deciding to move into their current community.

### **7.3.3: Housing numbers and the effects on existing residents well-being**

In order to satisfy elements of Objective No. 3 and establish residents perceptions about the scale of current and proposed housing development, and the impact this was having on their community and surrounding environment, a mixture of research methods of

holding Focus Groups and conducting a street survey were undertaken to ascertain the levels of 'Social Conscience' held by residents in relation to their personal well-being, and to that of the wider community.

The perceptions of respondents with regard to the number of additional dwellings over the previous ten years in their parish, reveal that 55% disagreed that there had been too many built and only 16% agreeing. This would indicate that with the respondents, there was little evidence that NIMBYism exists within these parishes. A further 36% neither agreed nor disagreed, which could be taken to indicate that the level of new housing was about right or it could be interpreted as the respondents just didn't have an opinion. A further consideration which may explain this uncertainty, is that 34% of respondents had lived in the community for less than ten years so could not know.

The fact that the majority of respondents from this study did not oppose the level of development in the previous ten years, lends some weight to the British Attitudes findings of 2017, which found that there is a public acceptance of the need for further housing development. However, because there is also an element of uncertainty in the responses of agreeing/disagreeing, it would only be speculation and conjecture to make any discernible link to their acceptance. The ending caveat from the British Attitudes findings regards the importance of development location was aligned to national geographic positions but this study sought to narrow this concept of location to respondents' community or parish.

With regards to the size of additional dwellings built over the previous ten years, a majority of respondents considered that the dwellings were not too large and that the dwellings had been well located. It was found that 65% of respondents were between the ages of 16 and 64, thus it might be presumed that there is a requirement for family sized homes although there is no other evidence to support or confirm this.

Although a majority of respondents from the survey (55% where  $N = 245$ ), disagreed with the notion that there had been too many new houses in the community over the previous ten years however, a further 39% of respondents were undecided or did not know. A similar result was received when the respondents were asked if houses that have been built are too large, with less than half the respondents (41%) disagreeing and 31% being undecided or not knowing.

On the subject of sympathetic positioning of new houses within the community, (59% of  $N = 245$ ) felt that this was so and that new housing had little detrimental visual impacts within their community, 25% of respondents were undecided or did not know. When asked if the design and type of new housing fits in with the existing character of the community, the answers were much less decisive. A total of (42%  $N = 246$ ) were in favour of the type of

housing and (40% N = 241) were in favour of the design. These results may be related to the subjects discussed in Chapter Six, in that LPAs endeavour to consider material considerations and apply a variety of conditions on dwelling location and materials in their decision making process when either approving or refusing planning applications, these considerations predominantly featuring under the local planning policies on Sustainable Design and Landscape. In Shropshire this is covered in Core Strategy policy MD2 and in Herefordshire policies SS7 and SD1.

Respondents were asked to rank in order of importance from a choice of thirteen options factors which contribute towards attaining satisfaction of living in the community, for both Neighbourhood Plan and non-Neighbourhood Plan parishes. The importance of preserving the natural environment ranked as the second highest option, this is amplified by some of the freely given comments on this subject would indicate:-

*"I realise that there has to be a certain amount of new housing, however the whole point of paying extra to live in a rural community, is so the landscape stays rural." W10*

*"I think we should not expand our local small friendly villages, as much as we are doing. I think it is ruining our countryside life and our nature." Le1*

*"The development granted by the local Council was against the wishes of the village, it was the location of the houses that the village objected to in the main." Le11*

Attractiveness of rural locations ranked an outright first for all parishes when determining reasons for moving into the community. Therefore, the results are erring again towards an acceptance that the LPAs endeavour to take into account material considerations, and apply conditions on dwelling location in their decision making process as discussed in Chapter Six, when either approving or refusing planning applications has had an element of success.

A majority of respondents, 56% felt that new development in the community would help to support existing services and facilities. This would suggest that there is an understanding that not all development is bad and that a community can prosper and benefit from development. Comments from the Focus Groups confirm this, as there was a recognition that more amenities and services are needed to enhance the community:-

*"Well we did get that new crossing over by the Post Office, which makes it a lot safer when you're going for the bus, I heard the builders had to pay for that" S5*

*"Hmm! more's the pity the way they drive fast down the lanes, perhaps the Council can get some speed bumps put in" S2*

*"More consideration should be given to increasing and supporting facilities, before further house building, this will enable the town to grow e.g. better medical and dental facilities, a library and public transport."* B2

*"The out of town surgery should be better used and it is too far out of town for some. Also there is no longer a dentist surgery there, so if more housing is built, that should be considered."* Kn10

*"It would be nice if the planning people looked at the present state of the sewerage system, school places, jobs etc."* Kn14

*"Planning permission for housing both applied and granted, seems to exceed the necessary services and infrastructure to support a larger population."* Kn16

*"I feel that in Herefordshire land owners and developers do not give back enough to the community, to make up for the detrimental effects that development can bring e.g. road widening, road safety features, re-surfacing and community facilities."* W10

*"We have been threatened with a development of 50 houses, but the village has neither the facilities, sewerage, schools, employment nor roads to cope with them."* Le3

*"Like we said earlier, we don't mind the odd one or two new ones, especially for the youngsters really, as they can stay where they was brought up. We don't want big estates springing up and spoiling our quiet life."* S1

*"We know that change has to happen, look at where we live, years ago it was part of a wartime place which was quite important, but it was all sold off. Our house was there from the start so nothing had to change there, but I mean, someone could have come along and put up a big estate here after the war, but then, where would they work? And then how would they get there? When the railway stopped in the 70's you had to have your own transport, to get anywhere."* S4

*"We are very conscious of the fact that is need for more homes everywhere, especially more affordable ones, and as we have quite a diverse mixture of ages living here, it is hard to get the right balance."* H3

*"Yes, hopefully as time goes on we can address some of the housing problems, which we have inherited by default mostly, in a more sound and practical means. That certainly doesn't mean that we will try to block every planning application, in fact quite the reverse, you may have noticed as you drove in the development at the back of the Church, they are predominantly starter homes, and four new detached houses just past the Pub. As long as*

*any new houses keep in design and tradition of the village, then we will not lose our rural character too much, which is something that means a great deal to many of us” H4*

*“Absolutely” H1, H2 and H3*

Both Focus Groups showed a benevolence to their community as a whole, whereby additional housing, although not being welcomed on a large scale was accepted on a small scale as it was seen as important and necessary to promote a thriving community. It was also apparent that all participants were keen to be involved, not only in the Focus Group but in community activity in general, providing a sense of place and ownership.

A study on the affordability of rural housing by Gallent (2011) concluded that a high proportion of retired householders who have arrived from outside the community, buying their homes outright tend to stay, thus resulting in a low market turnover of property. With incoming retirees remaining within the community, this creates an imbalance between younger residents, families and older residents, thus affecting the life-cycle of the community. Nationally and locally there are calls for the delivery of more affordable housing but this is hindered because housing associations have to compete with private builders for available land as noted by Gallent and Robinson (2011).

When addressing the subject of the community having a sufficient number of ‘Starter Homes,’ this study found a majority agreement that more are required and this is corroborated by one of the freely given comments which was simple but emphatic:-

*“Not enough starter homes” MW8*

However another respondent was more in consternation and was clearly troubled about the prospect:-

*“It is pointless building new starter homes in villages where no public transport is available. How are people to find employment without transport facilities? Also it is all well and good building new homes but how will the local surgery cope with new patients? And how will the schools cope?” B1*

On the subject of ‘Affordable’ dwellings, the general consensus was that more are required within the parishes. When asked to list in order of merit what attracted them to the community, the affordability of housing was the third most important reason for respondents who were not originally from that particular location. The second most important attraction was housing availability and the most important factor was rural location. Freely given comments consisted of the following.

*“More affordable housing needs to be built for the young people.”CS3*

*"I wish to have an affordable home for myself, instead of renting."* Le2

*"We need family housing not starter homes. 3 to 4 bedrooms for families to move into, freeing up affordable housing."* CS6

*"Developers include the minimum amount of social housing, low cost affordable houses, open spaces and parking spaces, which they (the developers) can get away with."* MW7

*"Local development and house building is often determined by local land owners. If they are prepared and incentivised to release land for development there will be new building. There is no incentive to release land for affordable housing e.g. tax benefits or fiscal restraints, and therefore it is wealthier outsiders who can retire to the area buying all the housing."* Kn1

These statements support the conclusions of Gallent and Robinson (2011) when they found that low levels of affordable housing is a key challenge facing rural England. Although their studies were conducted almost ten years ago in various locations throughout England, there is very strong evidence that public perceptions on the subject have changed very little and are not necessarily confined to one particular area or set of people.

Overall, it would appear that communities accept that additional dwellings are required it is just a question of where and how many. Results from the survey confirmed these social attitudes in support of other residents, in that 68% agreed that there have been insufficient starter homes built in their own community over the last ten years. This response rate would indicate that a high level of empathy exists towards young and those on low incomes, indeed a majority of respondents acknowledged that being able to get on the housing ladder within the community, in both Neighbourhood Plan and non-Neighbourhood Plan parishes, is a major problem. Where respondents were asked if they would like to see more affordable houses, 65% of respondents were in favour of this. Similarly, 59% appeared to have empathy for elderly residents having more opportunities to maintain independent living in their own home within their community.

The majority of respondents (45%) perceive that their community is not growing too fast, so does this indicate that planning provision of sustainable housing development growth is being maintained? The results from Chapter 5, Sections 5.4.1 and 2 (Tables 5.2 and 5.3), indicate confirmation that both of the sample LPAs are below their projected additional dwelling targets and that in total, 129 planning applications have been refused (See Section 5.4.3 Table 5.4) which could have realised an additional 932 dwellings. There have been 12 instances of approved residential development of more than 10 dwellings in both LPAs pre NPPF and 9 instances post NPPF (See Chapter 6 Section 6.3.2.2 Table 6.2)

When asked if the growth rate of the community could create an intention to move away, 80% responded that they had no intention to do so. This would indicate that respondents

have a strong overall contentment and satisfaction with living in their community. As an extension to the subject of historic housing growth in the community, it was therefore necessary to ascertain what residents thought would be an acceptable level of additional dwellings over the next five years (See Fig. 7.10).

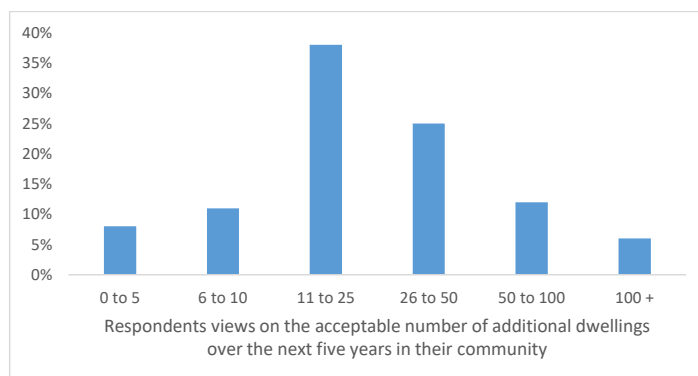


Fig.7.10 Percentages of the respondents views on the extent of acceptable levels of additional dwellings in their community over the next five years.

The question yielded a range of opinions and some disparity from the results of other linked questions. As expected, the Neighbourhood Plan parishes dominated the low to mid-range growth of additional quantity of dwellings (11 to 25) and the non-Neighbourhood Plan parishes dominate the top ranges of 26 or more additional dwellings. Results from a previous question reveal that, 62% of Neighbourhood Plan and 48% of non-Neighbourhood Plan respondents considered that there had not been too many houses built in the last ten years.

These results could be construed to mean that there is only a minor consensus of limiting growth in consideration of the five year period. On a cautionary note however, consideration must be given to the number of dwellings currently situated within individual parishes, as a quantity of 50 additional dwellings may be more easily absorbed into a parish with a population of 4,000 plus inhabitants than in a parish whose population is only a few hundred.

### 7.3.3.1 Indicators of Well-being

Indicators of well-being as observed by Gilbert *et al.* (2016), are a combination of objective measures based on resources and opportunities that people have access to and are they are also subjective measures which are individuals own evaluation of their circumstances. Components which give an indication towards achieving specifically rural sustainable well-being (McGilliuray, 1996; Huckle, 1996) are health, security, standard of

living, education, environment, culture recreation and leisure, housing, transport and access to roads and services, tranquillity and community spirit. This raises the question of; Do residents living in accessible rural areas have the same access to urban facilities e.g. leisure activities and healthcare? In answer to this, (Gilbert *et al.*, 2006) concede that rural areas from an economic and environmental perspective, which are different from urban areas in objective well-being, as the focus of many planners is on urban development and regeneration.

Although Dekker *et al.* (2011) considered that closeness of employment and recreational opportunities rank highly in rural social requirements, the results of the study undertaken in this current research offer an alternative view.

Responses from the residents regarding employment opportunities resulted in being the least important contributory factor towards overall satisfaction of living in the community. Further employment was rated fifth in reasons for new peoples attraction to the community scoring 58 (9%) out of 670 reasons stated (See Table 7.6).

Table 7.6 Importance of factors which contribute towards respondent's personal overall satisfaction of living in their community.

<u>Personal satisfaction</u>	<u>Rank</u>	<u>Mean score</u>	<u>Std. Deviation</u>
Friendly community	1	4.55	0.850
Natural environment	2	4.45	0.914
Retail outlet e.g. village shop	3	4.38	1.001
Post Office	4	4.11	1.163
Local crime rate	5	4.02	1.100
Healthcare facilities	6	3.97	1.280
Schools and education	7	3.89	1.358
Public open spaces	8	3.74	1.310
Housing	9	3.59	1.112
Public transport	10	3.57	1.356
Road and rail connection	11	3.53	1.331
Employment opportunities	12	3.09	1.573
Public House	13	3.06	1.332
Other			

Similarly in this study, recreational activity featured low as an attraction to the community, ranking eighth out of twelve factors but alternatively healthcare facilities were deemed to be



fifth most important. A major contribution to these differences is possibly the samples used as respondents in this study were mostly middle age and older age band residents, thus having different life priorities to a sample comprising to a wider range of age groups.

One recurring theme from respondents' in one Parish was on the recreational aspects for young children:-

*"More space needed for dog walking and children's parks." W4*

*"Love living here, new homes being built which is great, the only let down is no park, especially when you have children." W8*

*"By law once a number of houses have been built, a piece of land has to be used for a playground or recreational ground. One farmer has sold a small piece of land for housing and has now re-applied to build further houses, so that he avoids giving land for a playground. I think this is a shame and crafty." W9*

*"We desperately need a safe place for our children to play." W11*

However, in relation to the availability of certain services e.g. public transport, local shops and the local crime rate, this study found that these factors do contribute highly towards resident's personal satisfaction, leading to social inclusion within the community.

Results from the retail/service outlet element of this study found that of the 74 participants who have to travel to their place of work, the majority (39) have to travel up to 5 miles. A further 10 participants travel between 6 to 10 miles and 24 participants travel between 11 and 25 miles, with one person traveling more than 25 miles. As all the parishes sampled in this research are classed as rural sites, albeit that four are rural Market Towns, therefore there is evidence to suggest that some rural residents also rely on larger rural sites for their employment and other requirements such as cultural and social needs.

When respondents were given an opportunity to indicate which factors contribute towards their overall satisfaction of living in the community, the most important factor was living in a 'Friendly Community'. Other factors which featured in range order were: - Retail outlet (e.g. Village shop, Post Office), Healthcare facilities and level of Rural Crime. Collectively these factors contribute towards an individual's perception of what is required within a community, to deliver a social sense of space but also a feeling belonging or social inclusion.

Respondents were asked to rank a range of factors which contribute towards their personal overall satisfaction and well-being of living in their community. Using a Likert type scale of 1 to 5, where 1 is the least important and 5 is the most important, the total values of the thirteen factors were amalgamated (See Table 7.6) giving the 13 ranked factors which the respondents considered most important.

In order to gain an indication of the differences of respondent's rankings of satisfaction between sample parishes with and without a Neighbourhood Plan, the means of the satisfaction factors from Table 7.6 were subject to a Crustal-Wallace test (See Fig 7.11). The results indicate where differences occur both positively and negatively against the test mean, for both sets of parishes and that there is little variation existing between the ranges of respondent's rankings of personal levels of life satisfaction within the community, between sample parishes with and without a Neighbourhood Plan.

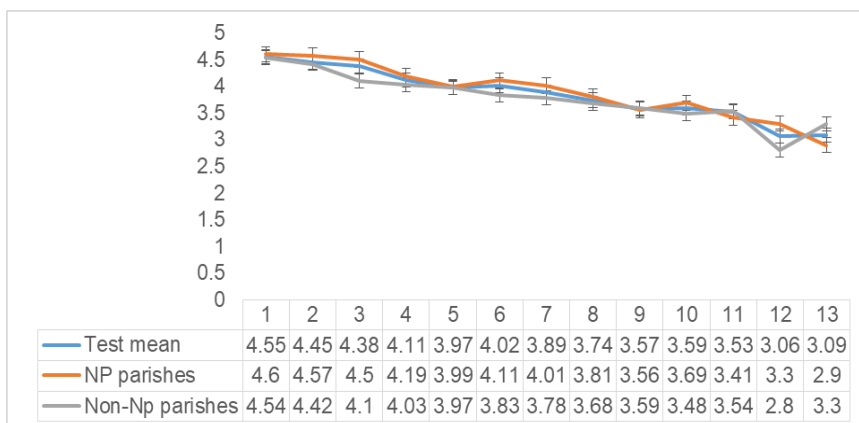


Fig. 7.11 Comparison between Neighbourhood Plan (NP) and non-Neighbourhood Plan (Non-NP) parish resident's rankings, in the importance of the factors which contribute towards their levels of satisfaction living in the community.

In addition to the factors overtly identified in the questionnaire, respondents were given an opportunity to identify additional factors. The additional factors included being able to have a community input (6 respondents), having opportunities to engage in eco-friendly and energy reduction programmes (3 respondents), having a close proximity to the community centre (2 respondents) and being in close proximity to their Church (2 respondents).

These factors can arguably show people striving for community cohesion and integration, which seems closely related to the top ranking response of having a friendly community. Respondents were given the opportunity to rate their personal overall quality of life and happiness in their community on a scale of 1 to 10, where 1 represents the lowest level of happiness and 10 the highest level (See Fig. 7.12).

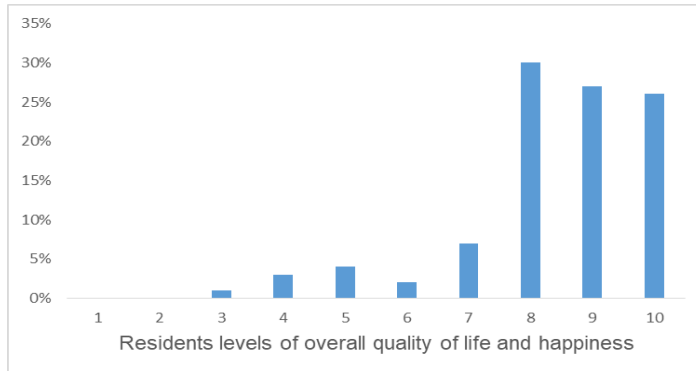


Fig 7.12 Respondent's perceived quality of life and happiness in living in their community.

These results indicate that overall, a high number of respondents perceived their happiness levels and quality of life to be high, which in turn could also be considered as indicative of their general feeling of well-being. In total, respondents from Neighbourhood Plan parishes realised a perception of overall happiness at level 5 or more at 92% and respondents in non-Neighbourhood Plan parishes, 93% therefore the parishes are very similar.

Having established levels of overall happiness in the community, it was necessary to determine respondents' longevity of residency. This was to gain an indication of how low levels of community in-migration might also be a contributory factor to residents' well-being (See Fig. 7.13)

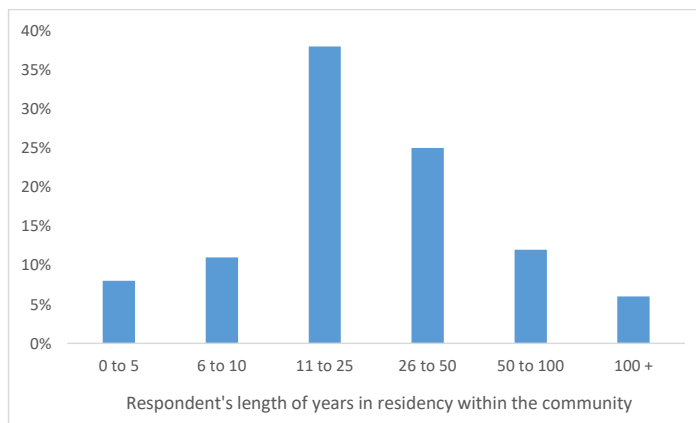


Fig 7.13 Number of years that respondents have resided in their community shown by percentage, where the number of responses was (N = 237).

These results show that 65% (the largest group) of respondents have lived in the parish for less than 20 years, whereas the remaining 35% might be considered as being longer term inhabitants having lived in the community for more than 20 years. Whilst the largest group have lived in the parish between 11 and 20 years, nearly 25% of respondents were in the last 5 years, which could suggest the parishes have witnessed some in-migration. The theory of in-migration is strengthened by responses to the question:-

If you are not originally from here, what attracted you to this community?

Respondents were invited to state all reasons on the list provided which applied to them personally, scoring each factor from 1 to 10, where 1 was of least importance, and 10 being the most important factor (See Table 7.7). They were also given the opportunity to state any other reasons if not covered on the list.

Table 7.7 Factors impacting on reasons of attractiveness to parish

<u>Reason of attraction to area</u>	<u>Rank</u>	<u>Mean</u>	<u>Std. Deviation</u>
Rural location	1	0.54	0.499
Housing affordability	2	0.22	0.444
Housing availability	3	0.22	0.418
Low crime rate	4	0.22	0.416
Proximity to Employment	5	0.20	0.403
Proximity to family	6	0.20	0.401
Medical facilities	7	0.14	0.344
Recreational availability	8	0.13	0.333
Access to Public transport	8	0.13	0.333
Proximity to Friends	10	0.11	0.316
Retail availability	11	0.10	0.303
Education facilities	12	0.09	0.283
Other			

Responses to this question were sporadic and gleaned less data than anticipated, however, the results do provide some valuable insights into why some of the respondents had moved into their present community. The predominant reason as indicated in Table 7.7 was because of the attractiveness of the rural location, realising 154 (23%) of the 670 reasons stated with housing availability and affordability being in joint second places with 63 (10%) each.

Having the free opportunity to state any other factors which featured in their choices for moving to the community resulted in a further 14 reasons. These were availability of land (3 respondents), the attractiveness of their house (3 respondents), the expectation of a slow

village pace of life (3 respondents), seeking community involvement (1 respondent) and instances of property inheritance (1 respondent).

The questionnaire offered respondents a chance to make comments on any aspect of planning or development within their parish/community. This opportunity was accepted by 28% of the participants, who provided a total of 76 comments which were coded into categories as shown below and listed in descending order of how often the theme occurred (See Table 7.8).

Table 7.8 Respondents comments on planning and development

<u>Area of concern</u>	<u>Number</u>	<u>Percentage</u>
Lack of confidence in Local Planning Authority	22	29%
More care needed in AONB and greenbelt	14	18%
Not enough social or affordable housing	13	17%
More amenities and services needed	12	16%
Too much garden grabbing going on	4	5%
Lack of communication from Planning Authority	4	5%
Meetings not held at convenient times	2	3%
Insufficient public participation in meetings	2	3%
More houses would benefit the whole community	2	3%
Elderly residents are reluctant to change	1	1%

The survey concluded with three generic questions to ascertain housing tenure, gender and age, as obtaining these demographics was considered necessary to enable further analysis of data via cross tabulation.

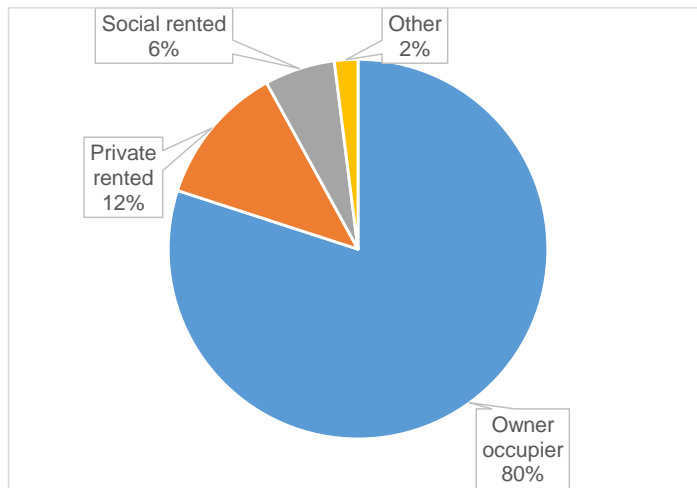


Fig. 7.14 Respondents tenure of housing from all sample parishes (N = 268)

The results presented above suggest various scenarios one being that the parishes sampled are of a moderate to high level of affluence, in that a large majority of respondents are owner/occupiers in relation to other tenures. Another factor for consideration is that there may well be a distinct lack of private and especially social rented properties available therefore, home ownership or out-migration from the community are the favoured courses of action, especially in younger, more elderly or low waged households or individuals (Gallent and Robinson, 2011). Of the 285 respondents, 172 were female and 96 were male with the remaining 17 preferring not to say. The age of respondents is shown in Fig. 7.15 it is readily apparent that most respondents are aged between 45 and 84 years.

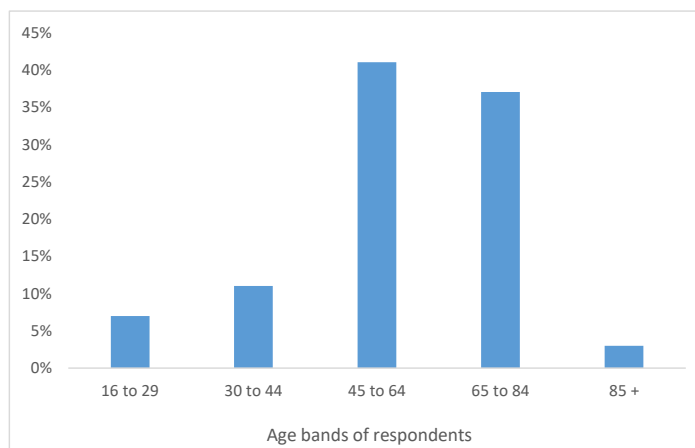


Fig. 7.15 Age bands of respondents of research survey from all sample parishes (N=270)

As 79% of respondents were of middle age to elderly and 64% were female, this poses the possibility that this age group and gender might have a greater disposition to act benevolently or have the opportunity and take part in the survey.

## **7.4 Discussion**

### **7.4.1 Democracy and Localism in rural communities**

The role of the government, asserted by Foucault (1988b) is to structure the possible field of actions by others so that power and governance reinforce and legitimise each other, which is reflected in the planning system we see today. However, there has been some change in the balance of power and it is a realignment of power through 'Localism' which is seen by Flint (2015), as governing without government and which conceals power relationships between social classes. Localism is the result of decentralisation of the Westminster Government's power and responsibilities as observed by Davoudi and Madanipour (2013) in an effort to strengthen local democracy with regard to planning and decision making. However, Kinzer (2017) questions whether public participation can have a direct impact on decentralising implementation and local decision making due to a lack of knowledge and expertise in these fields, as well as restrictions of personal perceptions at local levels. Drawing from and building upon the work of Lukes (1974) and Bourdieu (1977), there is a mixture of power in the decision making process through coercion of people's perceptions in accepting that they cannot change the status quo, because a domination of behaviour determines an instructive form of knowledge as proposed by Sturzaker and Shucksmith (2011).

Objective No. 1 of this study sought to determine levels of not only resident's trust in the planning system, but also their personal levels of involvement in all matters connected to the governance of their community. The results presented in Section 7.3.1 indicate that a majority of respondents from the survey (83%) affirmed that responsibility and decisions on planning occur at both County and Parish council levels. In respect of individual involvement a total of 63% of the resurvey respondents declared, they were actively encouraged to take part in local matters through opportunities such as Neighbourhood Plans. However, 44% of those having an involvement felt that their contributions were not recognised, nor has the community views necessarily been taken in account in any decision making processes. Although 78% of the survey respondents were generally satisfied with planning decisions, there was also a high proportion of comments (76) that displayed a distrust in both local and central government actions in planning for housing developments.

Planning in England operates a democratic decision making process. Democracy can be defined as “The belief in freedom and equality between people or a system of government based on this belief, in which power is either held by elected representatives or directly by the people themselves,” Cambridge Dictionary (2017). In England most planning decisions are made by the LPA but within clear guidelines set by Central Government. The decision making process at local level as indicated by McAreavey (2009), power tends to be dominated by a few key players claiming to represent the community. Therefore, the danger is that local groups can be inclined to become elitist and discourage others from being involved.

Clearly from the responses of the residents taking part in this survey, particularly those new to a rural area, often become involved in planning because they believe that this action is part of rural community life as discussed by (Gallent, 2013) but they may not possess key information on local issues or more strategic needs.

We place our trust in someone or something because we have some knowledge of and belief in their values. This trust is a result of a development of rules and procedures, through the promotion of transparency and institutional values, together with a commitment to social and collective issues (Tait and Hansen, 2013). As a means of understanding commitment and collectivism, to a large extent we rely on the Government to direct us in a way by which individuals or groups of individuals conduct themselves or what they are expected to conform to (Rawls, 1971; O'Neill, 1989). The Government in turn is obliged to do what individuals expect from that governance.

In accepting that we may have little choice other than trust the level and inputs of governance from Central Government, perhaps we must also accept that their values are delivered within the concept of '*Noblesse oblige*' or "nobility obligates". This unwritten moral obligation of anyone who is in a better position to others; as found in the Cambridge Dictionary (2017) is to publically act honourably and generously towards others, or the idea that someone with power and influence should use their social position to help other people, whereby privilege entails responsibility for the benefit of every individual.

In England communities have become more formally organised in active community involvement in decision making (Curry, 2013), for example by people taking part in delivering their parish plans and village design statements, whilst still being in direct contact with the authority of local government. Whereas Curry (2013) concedes that local government can be the instrumental force for change within communities, he also notes that extra involvement from LPAs can increase operating costs because of the increase of authoritative people being involved in the introduction of rules, regulations and procedures in making decisions. New residents try to connect and interact with the community as



observed by Halfacree (2014) and express themselves in an act of domestication (home making), showing a desire to be involved in community activities.

#### **7.4.2 Neighbourhood Plans: A 'Social Contract'?**

A 'Social Contract' is where individuals surrender some of their freedoms to authority or government (Jean-Jaques Rousseau, 1762) in exchange for a form of protection from that authority (Flint, 2015).

One way of engaging the public, local and regional discussions and decision making processes, especially in planning procedures is by allowing their direct involvement in these processes. This is a fundamental shift of power from the government to the people (Danson *et al.*, 2012). The concept of people empowerment in helping to influence policy is also recognised by authors such as Shapely (2011) and Parker *et al.* (2017) when referring to past attempts in introducing people empowerment. This was because social changes in attitude towards a more democratic involvement did not necessarily mean active participation, albeit that people's views were sought and absorbed into the decision making process. Bell and Morse (2012) observe that active participation is more than just an interaction, it is a sharing of power and a sense of joint ownership. Whereas Gallent (2013) perceives that networks of friendship are regarded as being important participative tools in maintaining interest in community based planning, Scott (1999) warns that in the process of participation, communities can become reliant on one particular individual which may actually limit participation or ownership.

Some authors including McAreavey (2009) and Flint (2015) consider that local people actively taking part in a Neighbourhood Plan and other forms of parish involvement is an excuse to gain recognition as an individual, rather than acting in the best interest of the community. Other authors, including Sturzaker (2010) and Matthews *et al.* (2015) make similar distinctions as a result of their own research in that Parish Councils in rural villages are dominated by affluent or professional older men, whose objectives as seen by McAreavey (2009) range from individual reasons to genuine group concern.

The results from this study suggests that communities are not just groups of people who collaborate in certain practices, but they are social systems that shape and install a meaning for all community members along social boundaries to structure existing roles as defined by Wenger (2000). Helping to determine how plans and new practices are incorporated into the community are sets of learning relationships under a moral development (Doheny and Milbourne, 2017). Results from this study would confirm that people are willing to engage with their social systems, out of the 63% (156) respondents who confirmed that they had

been given sufficient opportunity to be locally involved, not surprisingly 97 of respondents were from parishes with a Neighbourhood Plan.

#### **7.4.3 More Housing: Not In My Back Yard!**

Objective 3 of this research was to establish the perceptions of local residents about their community as well as the level and appropriateness of present and future housing development by investigation of people's well-being and social conscience in respect of house building.

A popular notion throughout the world, is that there exists a 'Not In My Back Yard' (NIMBY) attitude from a considerable proportion of the population. NIMBYism is where people are not interested in anything until it directly affects them personally (Scott, 2009; Matthews *et al.*, 2015), and is often associated with proposed levels of housing development, whereby development may be necessary somewhere but not necessarily in an individual's immediate location. Even if there is little direct involvement with the effects of NIMBYism, community involvement can at least offer a better opportunity for individuals or groups of people to air their views and raise objections to planning applications, or developments. Gkartzios and Scott (2014) agree that rural development is best served by local autonomy and involvement but suggest that in the case of housing resources, there is a danger that people fail to recognise the wider strategic need for development, and small communities are often inward looking when making an objection to the development. Indications are that in general there is a growing acceptance that an increase in house building is required but there remains the thorny issue of where (DCLG, 2017b).

There have been numerous investigations into the concept of NIMBYism. An example of which is Matthew *et al.* (2015) who, when seeking to clarify whether middle class community groups or more affluent households are more likely to approve new housing development, concluded that opposition is not necessarily dominated by these groups but opposition in general is stronger amongst people who own their own homes. Sturzaker and Shucksmith (2011) consider that as home owners are already housed, they are more likely to oppose housing development and that opposition is at its greatest where housing is most needed. Home owners tend to be more settled as observed by Li and Wu (2013), who perceive that they are less likely to move frequently and are more likely to be happier than residents who hold other types of tenure whereas Wang and Wang (2016) propose that elderly higher income house-holds and home ownership, is the key for higher levels of housing satisfaction.

Results from this study reveal that 80% of respondents are homeowners, of which 44% have resided in the community for a mean period of 22 years. From a total of 237 responses on the question appropriate increases of additional dwellings over the next five years, 38%

(89) considered that their community could or should accommodate an appropriate increase of between 11 and 25 additional dwellings, with a further 25% (59) opting for between 26 to 50 dwellings. Therefore, there is an indication that the survey respondents within these sample parishes do not possess strong desires to limit housing development in the extreme.

#### **7.4.4 Parish life-cycles and their sustainability**

Social sustainability as suggested by (Scott, 2009; McMorran *et al.*, 2014) includes elements of livelihood, social participation and justice. However, continued rural in-migration of retirees taking advantage of surplus housing supply (Ford *et al.*, 1997) and out-migration of younger community members are deemed to be a community which is in decline (Winterton, 2016).

In this study it seems reasonable to assume that migration is low, as 36% of respondents have lived within the community for more than 20 years with 80% of respondents having lived there for up to 30 years. This assumption is made primarily because respondents were restricted to being above the age of 16, and only 7% of the respondents were below the age of 29. Therefore, under a further assumption, the in-migration of 64% of respondents equated to older age bands. This assumption gains strength from many of the comments made by respondents which offer concern for the younger generations in obtaining employment and housing locally which is in concurrence with Doheny and Milbourne (2017). Rural residents rely on urban sites for employment, specialist services and cultural activities (Brown *et al.*, 2015) and it is the quality of life associated with rural dwelling which creates a feeling of well-being and justifies any commuting distances. However, if this really is the case then it further strengthens one of the questions raised by Ford *et al.* (1997) of, would younger people stay in rural locations if there were local job opportunities?

#### **7.5 Conclusions**

The study presented in this chapter sought to provide a link between individuals within rural parishes and their perceptions of the effectiveness of governance and planning within their community in respect to housing development. A lack of confidence in the planning system and levels of governance within communities is apparent from the results and from respondents' comments. There would appear to be a greater level of commitment on the part of participants to providing communal benefits through engagement with the present community and consideration of its future generations.

The health of a community is dependent on various factors, each of which have to be approached with a concept of sustainability at the fore. Hence, the NPPF operates with a

'presumption in favour of sustainable development' through positive economic, conservation of the environment and long term social progress. One aspect of economic stability and social enhancement in rural locations, as perceived by the respondents, is the continued existence of easily accessible retail and service outlets.

Gaining people's perceptions on what type and level of their own personal contributions being necessary towards maintaining and sustaining their community, was deemed to give an indication of, if a presence of social attitude exists, whereby displaying a care and concern for their community, which in turn might raise the individuals' sense of well-being.

Having retail and service outlets in a community delivers a mutual benefit for residents and the outlet personnel. The outlet personnel gain from having local resident's custom throughout the whole year, rather than in some cases relying on seasonal footfall. The residents can benefit from being able to do their shopping and conduct their business locally, without the need for travelling elsewhere.

The Focus Groups were both conducted in parishes with a Neighbourhood Plan in place, so no direct comparison with non-Neighbourhood Plan parishes was possible. It is however, possible to speculate that having a Neighbourhood Plan may instil a greater sense of place, social cohesion and belonging, which in turn increases an individual's willingness to take part in discussion about their community. Another consideration is that the parishes in this study with a Neighbourhood Plan have only recently adopted this designation and some of the perceived advantages and disadvantages have yet to be recognised.

Most of the people who participated in the Focus Groups and Survey were middle age to older residents, who were or had been actively involved in making a contribution to their community. Where there was no evidence of contributory activity in the community, the evidence which did prevail, was a predominance of care for others in the acceptance that progress and change is necessary for the whole community to thrive and continue. Conducting this study has provided an insight into how collective thinking in a community can help towards creating social cohesion for the benefit of future generations, this being a fundamental property in the ethos of sustainable development.

This raises two important questions. Is collective thinking emphatically connected to an individual's ethics and moral codes? Is there a moral obligation for individuals and communities to adopt a Neighbourhood Plan?

The evidence presented, indicates that a majority of respondents comply with a consideration that they 'should' think of the wider community and 'ought' to be involved with providing a stable and just community, thus providing evidence that a 'Social Attitude' is present.

## **7.6 Recommendation for further work**

Gaining people's views and perceptions is dependent on numerous factors, therefore the choice of location, research methods and timing of data collection are all of paramount importance. The methods undertaken in this research were performed in ways which could be replicated, either in the same locations at differing times, or with a separate set of sample parishes. If an exact replication of methods and locations were to be undertaken, the results may reveal completely different views and opinions with a greater or even less willingness to take part. However, the results from this study can offer a benchmark against which any future studies can be compared with.

Various opportunities are available to add to or improve upon the methodologies and results from this research. These opportunities include increasing the survey sample size and/or focusing on different or more locations to gain a wider field of participation. This could be achieved by increasing the number of locations, either within the same sample LPAs or extending the surveys to include other rural local adjoining counties e.g. Staffordshire and/or Worcestershire (which were also in the previous RSS domain). An alternative method is to extend the number of survey days throughout different times of the year with the aid of other researchers or assistants, which may have the potential to increase the population size of the survey offering greater variability in terms of question responses.

In order to further assess the economic health of rural locations, which in turn can affect future housing supply, the survey could be extended to include all local businesses or conduct case study reviews of both successful and unsuccessful businesses in the locality.

When addressing retail and service outlets, further research could incorporate a wider selection of Market Towns. It could also focus on the increase of current methods of retail involvement, away from rural outlets to on-line shopping. The increase of on-line methods of shopping rather than physically attending a high street, presents further opportunities to investigate communication restrictions e.g. Broadband or mobile phone connectivity in some rural locations. A further opportunity exists in conducting a longitudinal research, into the link between any demise in retail and service outlets with any slow-down and cessation in the provision of additional dwellings within rural communities.

## Chapter 8 Research conclusions

Assessing the sustainability of rural housing development has proven to be a challenging yet rewarding undertaking. Challenging in that there were numerous unexpected pitfalls in the gathering of information and data. Rewarding in respect of achieving the research intention of providing some answers to four perceived gaps in knowledge, via the construction of individual studies and investigations which concentrated on four principle aspects and objectives of bridging those gaps being pertinent to answering the research questions of:-

'When planning applications for additional residential dwellings are submitted, how do LPAs make best use of planning policies which contribute towards achieving sustainability, in rural housing development through their decision making processes?' and

'In respect of applications for additional residential dwellings and the resultant commitments tenure, how do parishes which have adopted a Neighbourhood Plan differ from those which have not?'

The first objective was to identify the requirements, needs and delivery of additional residential dwellings in the sample LPAs and Parishes. Using rural parishes from within Shropshire and Herefordshire LPAs as examples, this research sought to investigate the rate of planning application approvals for additional dwellings in rural areas and the difficulties of addressing issues of sustainability.

The research has ascertained from the results presented in Chapter 5, that in the study period of 2007 to 2017 particularly from 2011 onwards, that both national and local additional dwelling requirements, are not being fulfilled. Whether this situation is due to an elongated period of financial recession or other mitigating circumstances is unclear. However, during the period relative to this research the UK and its Government has been affected by major political reforms, fiscal dilemmas and both internal upheavals and external uncertainties more recently due to the 'BREXIT' programme. The planning system has also undergone major changes within this time frame, therefore there is a strong possibility that a combination of all these factors may have made some contributions to the results presented. Over the study period nationally the delivery of additional dwellings was 80% that of projected requirements. Shropshire's LPA delivery was 77% and Herefordshire's LPA was 67%, thus both counties under-achieving against their performance indicators, with the exception of 2016/17. However, even with the publication of the NPPF in 2012 with its presumption in favour of sustainable development, clearly there are still problems encountered in delivering new homes in both urban and rural locations. In a rural context the delivery of sustainable housing development than in urban areas is perhaps more

complex than in urban areas, where sensitivities associated with location and acceptance by communities are likely to be more straight forward.

It is not just a question of delivering specific quantities of dwellings, it is also the type, size, tenure, design and location of these dwellings, which bring sway towards LPAs achieving sustainable rural development through a 'Plan Led' system.

Therefore decision makers of rural development, have to be aware of various factors which can affect the sustainability of communities within their domain. An example of this is not only identifying the current and future requirements of additional dwellings, and their tenure i.e. provision of social and affordable housing over a development plan period. LPAs also consideration must be given to the requirements of current residents in the communities, together with factors such as inward and outward migration of residents to and from urban sites, increases of an aging population whose needs and requirements can present particular and additional sets of pressures upon a community's infrastructure.

One of first important discoveries from undertaking this research was that there are difficulties encountered in how to quantify and measure sustainability. As the study into planning applications in Chapter 5 reveals, LPAs set their targets for additional dwellings based on their 'Development Plan'. These targets being representative of the OAN for the county over the plan period, at a development rate which is considered to be sustainable. The number of planning applications submitted in the sample parishes as a combined figure has increased by 50% post NPPF. One explanation for this could be a simple reflection that in the first period of this study, planning applications will have been very much affected by the slump in house building that was caused by the recession (as shown in figure 2.3). The overall number of application refusals has increased by 75%, and the number of approvals are also 36% greater than in the pre NPPF era.

Surprisingly the approval rate of applications is less than half that of refusals, this is despite the presumption in favour of SD and the pressure applied by the NPPF under the 5 year supply. This might indicate that the two LPAs are taking local circumstances into account and determining housing applications in accordance with what constitutes SD in their areas, even if this has meant a lower level of approvals. Furthermore, the potential increase in additional dwellings from refused applications, would clearly have impacted upon the relevant communities in a number of ways especially in respect to enhancement of the community infrastructure.

The second objective was to identify both previous and current applications of sustainability practices and policies in LPA's decision making processes. In view of the introduction of Neighbourhood Planning in 2011, the research also sought indications of whether this has increased the number of additional dwellings being approved, as the Government had hoped to achieve, through the NPPF. The rationale for this action was because of a

condensed version of Paragraphs 54 and 55 of the NPPF, 'rural areas LPAs should be responsive to local circumstances and plan housing development to reflect local needs, and to promote sustainable development and housing should be located where it will enhance or maintain the vitality of the community' (DCLG, 2012a).

Choices in the allocation of land and granting approvals for housing development, may not be fully congenial to the needs of any single or individual requirements, or indeed groups of individuals. However, the role of LPAs is to support opportunities towards achieving the ethos of sustainable development by focusing on economic, social and environmental considerations, as outlined in the NPPF when addressing planning applications for additional dwellings.

A further conclusion drawn from this research is, that the decision making process for planning applications is a complex and diverse procedure. This is primarily because although there are governmental planning policies in place from which guidance can be taken, there are however also other material considerations which are individually specific to each application, which prevail and have consequential relevance. Therefore although there are considerations which may be prevalent to a majority of cases, sometimes the idiosyncrasy of some applications make them unique and can result in their refusal.

Planning policies are widely recognised as being necessary to ensure that planning decisions are made in rational, consistent and accountable ways which provide transparency and aid gaining public confidence. The 'Plan Led' system decrees that 'decisions on planning applications should be made in accordance with the development plan, unless there are other material considerations that may indicate otherwise' (Planning Portal, 2019).

Planning policies and their role in decision making form the basis of Chapter 6, when examining the reasons for refusals of planning applications. Planning policies are guided by the NPPF by a presumption in favour of promoting sustainable development, in that housing should be located where it will enhance or maintain the vitality of rural communities. The idiosyncrasies of some of the planning applications, were gleaned from the predominant policies referred to by Planning Officer and Committee reports, in their decisions on planning applications. Some of these idiosyncrasies were manifest in the reasons for refusals of some applications, which were because of proposed developments being in close proximity to cultural, historic and environmentally sensitive sites.

The positions and locations of planning applications as depicted on the parish maps in Chapter 6, bear witness that in many cases refusals are as a result of these considerations. Two examples of making considerations towards site sensitivity are; Church Stretton which is surrounded on three sides by AONB with a natural topographical barrier of hillside to the west, and Leintwardine village which is flanked either side by important archaeological sites,



preventing many forms of development taking place. The scale of proposed developments also feature in Chapter 6, where a majority of planning applications in the sample parishes were for single dwellings. These single dwelling applications accounted for 62% of all the planning refusals and 67% of all the planning approvals, both planning outcomes being greater in the post NPPF years.

The majority of policies cited appertain to the control of new development or development requirements, and a combination of sustainable design and landscape being linked to sustainable environmental networks. This would indicate, that the premise of LPAs adherence to the presumption of sustainability in their decision making processes, has some credence.

In 1998 the Government set a target of 60% of the national annual supply of additional dwellings, must be obtained from building upon PDL. The NPPF also advocates the use of PDL in the provision and delivery of additional dwellings, but did not re-iterate the target figure. Many rural locations in England do not possess the official classification of what constitutes a PDL site, but there are opportunities to refurbish or recycle existing buildings or convert them into dwellings, by applying for planning permission under a CoU.

Although the sample LPAs from this research do possess both small and large towns with varying amounts of 'Brownfield' sites, the counties predominantly cover sparsely populated rural areas. Within the sample parishes there were only two cases of what were officially designated as PDL sites, therefore the majority of re-development applications encountered came under a CoU categorisation. Of which 51% of the approvals and 52% of refusals were from former agriculturally related buildings conversions into dwellings, thus enabling some protection of Greenfield sites. The conclusions drawn from this research is that, there are further opportunities to be gained in this area of LPAs in supporting sustainable rural development by encouraging CoU applications, rather than the allocations of land for new build.

The third objective was to ascertain residents' individual perceptions on the planning system and housing development in their community. As some commentators have observed, all too often when being approached to take part in a survey or questionnaire, individuals may consider an element of coercion into providing a viewpoint or restricted response geared to a desired outcome. This study was designed and administered in a way which minimised elements of coercion, by allowing respondents a greater degree of freedom in stating their personal views as well as gaining the research data. Enabling a greater freedom of response was envisaged to be a non-invasive or biased means of ascertaining and calculating an individual's level of well-being and satisfaction in living in their community.

Since 2010 the ONS has presented estimates on personal well-being ranged by levels of overall life satisfaction. Both sample LPAs have conducted health and well-being surveys

or toolkits at various times in the last 15 years, but not in recent years and results have not been published for individual parish responses. Therefore this research carried out its own independent street survey to address this shortfall of information at parish level.

The results from the survey presented in Chapter 7 indicate that individuals do care about their community, and operate under a sense of concern and respect for other residents. This is evident from some of the comments freely given from respondents, and some of the high response rates to some of questions or statements in relation to the welfare of other residents in the community and beyond. In respect of individuals social attitudes, there was a clear indication (68%) of respondents felt that their communities lack sufficient starter homes, similarly (65%) felt that there are insufficient affordable dwellings in their community. This would indicate that there is an empathy towards other members within the community, who may not have the opportunities to live independently. The greatest attribute which respondents felt was their most important factor of well-being, was living in a friendly community, or having a sense of social cohesion.

Being classified as rural, all parishes displayed a concern for their local natural and sometimes historic environments. Respondents' views generally, were that there was an acceptance that additional dwellings are needed however, any proposals for further development should be sympathetically approached to protect and preserve their surrounding natural environments, and rural aspects. For respondents who were not originally from that community, the reason for moving there which received the most votes was the desire to live in a rural location.

Individual's perspectives cover a range of opinions on what constitutes levels of acceptable development within their community, this was reflected in their responses both in the survey and from statements from the Focus Groups. This was particularly apparent from answers gleaned from individuals' views on how additional housing, can impact upon the sustainability of their community.

Many respondents (56%) from the survey considered that some further housing development could benefit their community, especially if the development would mean a betterment of services and infrastructure, or helped maintain economic stability from the provision or retention of retail outlets. This is supported by the results from the retail and service outlet survey, in that 64% of the participants in these outlets reside in the community or within a five mile radius of their workplace. The small Market Town parishes are also dependent on elements of tourism for injections into their economic sustainability and stability. The other smaller parishes also considered that there retail outlet, usually in the form of a Post Office and shop, provides not only an essential local service but is also often a meeting place for many residents.

This research in its entirety, whilst assessing sustainable rural housing development and the contributions made by LPAs posed a further all important question, which involved a fourth and encompassing objective which focused upon examining the possible effects and impacts of parishes having a Neighbourhood Plan, and how this might contribute towards the parish sustainability and development whilst attributing towards LPA objectives. Whereas a Neighbourhood Plan or similar involvements are not mandatory, it would appear that they are increasingly being favoured and sought after by parishes throughout England, as indicated by the MHCLG (2018).

Apparent from undertaking this research, was the disparity between the number of parishes who have or are in the process of adopting a Neighbourhood Plan in the sample LPAs. Although two separate formal requests were sent to both of the LPAs requesting an interview with a senior Planning Officer, with a view to discussing this disparity, unfortunately none of these requests materialised. One explanation why these requests did not come to fruition is that, both LPAs were undergoing staff restructuring programmes at the time, so perhaps the requests were considered low in terms of priority and were eventually lost.

However, there are quite different approaches which the two LPAs in this study have taken. In Shropshire where there are two detailed policy documents (Core Strategy and Development Management policies) setting out planning policy for the County there are only two with a Neighbourhood Plan (as of May 2018), whereas in Herefordshire where there is currently only a strategic Core Strategy in place and Parishes have been encouraged to prepare a Neighbourhood Plan, of thirty five have done so (as of May 2018) to provide a more localised level of planning policy. From an individual's perspective there could be a genuine belief that gaining Neighbourhood Plan in their community increases their parishes status and autonomy, towards determining and shaping their communities future, or because there are like-minded people just wanting to be involved in their community because they care.

There is some evidence presented in Chapter 6 from this research to support a hypothesis, that having a Neighbourhood Plan can make some contributions towards a community achieving sustainability of rural development for additional dwellings. Although this evidence is not fully conclusive in supporting this hypothesis, out of 24 statistically tested variables from throughout the research, Neighbourhood Plan parishes consistently proved to have lower threshold returns than parishes without a Neighbourhood Plan. However, the adoption of a Neighbourhood Plan is a relatively new phenomenon especially in some of the sample parishes, therefore it is reasonable to assume that the results presented may well yield an entirely different story, if the same methodologies were re-applied following further maturity of the Neighbourhood Plans. Also it must be borne in mind that the sample Neighbourhood

Plan parishes predominantly have smaller population sizes and dwelling numbers as opposed to non-Neighbourhood Plan parishes, thus variances in values may not be proven to be statistically conclusive,

Whereas having a Neighbourhood Plan cannot be definitively and directly attributed to the sustainability of a community and the delivery of additional dwellings presented in this research, the involvement and perspectives of individuals from within a parish with a Neighbourhood Plan can be attributed to having a positive impact on its sustainability. Although residents of Neighbourhood Plan parishes consider that they have ample opportunity for involvement in planning decisions, relatively few felt that their views or opinions were taken seriously. Comments from the Focus Groups indicate that residents are in favour of having their Neighbourhood Plan, but are still unclear on exactly what benefits are available from having it. This is because they have not noticed any discernible difference in their community, from prior to adopting the plan and the present.

This research did not harbour a presumption towards any religious belief, political persuasion, moral code or ethical stance. There have been many Philosophers over millennia, whose ideas and ideals may well shape and formulate our actions and decision making processes to arrive at some of the actions we take. Whether this is because of a sense of 'Ought' for the good of the individual or the many is for personal assessment only. "*I think therefor I am*" is perhaps the most quoted saying of Rene Descartes (1641) in his discourse on cognitive reasoning of individuals, for as individuals we have a choice on how we can be involved with our social networks, engaging in a Neighbourhood Plan being one of these choices.

As the adoption of a Neighbourhood Plan is the outcome of a collective decision to do so within a community; it is reasonable to assume that individuals take part not only for the collective good, but also for personal satisfaction of a social inclusion in the community, which was also present in the comments and results of the survey.

Under the auspice of the NPPF, there are social aspects, economic stability and environmental considerations which are the building blocks and principles for attaining sustainable development. It is the responsibility of LPAs to adhere to these principles in the delivery of their Development Plan, via policies within their planning system. It was also apparent from the survey that at local levels, there is an eminent distrust of the planning system also a lack of confidence in local and central government. It is this distrust, which has prompted some individuals to take a more active role in local decision making in their community, through the opportunity of an active engagement with a Neighbourhood Plan.

The foremost and lasting conclusion of this research is that Governments, Planning Authorities, Communities and Individuals all have to make decisions in a myriad of ways and frequency, which are pertinent and sometimes crucial to achieving either their collective

goals and commitments or personal aspirations. Sometimes these decisions are of benefit to the many, whilst at the same time being detrimental to the few or vice versa, and at best invariably depend on choices of actions to achieve the most benefits whilst minimising adversity.

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## Appendix 1: Shropshire case study sample Parish demographics

SHROPSHIRE @ 2011	MUCH WENLOCK	CHURCH STRETTON	LONGDEN	KINNERLEY	COUNTY
Population Total	2877	4671	1266	1108	306129
Age 0-19	537	781	264	231	68196
Age 20-64	1557	2247	711	635	174634
Age 65-90+	783	1643	291	242	63299
Unemployed	104	99	13	15	7350
Hectare cover	3541	3133	1844	2388	129674
Number of dwellings	1346	2180	522	490	135645
Detached	616	1169	339	363	53529
Semi-detached	331	478	109	101	45289
Terraced	274	202	47	7	22807
Flat/Maisonette/Apartment	57	236	27	5	12957
Part of house	31	55	4	1	2419
Commercial building	28	40	4	2	1543
Non-permanent	9	0	1	12	1053
Owner Occupier	840	1690	427	378	90518
Own Outright	543	1188	268	234	49998
Own with a mortgage/loan	289	479	157	144	39690
Shared Ownership	8	23	2	0	830
Rent Privately	185	205	37	34	17013
Rent Local Authority	155	15	15	24	6458
Rent Housing Association	53	209	18	6	10990
Rent Other-friend/relative	43	22	25	4	4615

## Appendix 2: Herefordshire case study sample Parish demographics

HEREFORDSHIRE @ 2011	BROMYARD	KINGTON	WELLINGTON	LEINTWARDINE	COUNTY
Population Total	4236	2626	1005	830	183477
Age 0-19	875	592	224	165	39938
Age 20-64	2302	1351	577	449	104523
Age 65-90+	1059	683	204	216	39016
Unemployed	150	97	25	14	4353
Hectare cover	2470	347	1240	2270	217973
Number of dwellings	2037	1624	429	419	82549
Detached	568	607	266	212	33106
Semi-detached	533	435	105	116	21789
Terraced	458	343	45	63	13703
Flat/Maisonette/Apartment	306	233	5	5	8888
Part of house	38	0	3	14	1548
Commercial building	47	0	4	8	745
Non-permanent	58	6	1	1	700
Owner Occupier	1184	872	333	250	53780
Own Outright	712	559	184	160	30863
Own with a mortgage/loan	458	294	146	86	22147
Shared Ownership	14	19	3	4	770
Rent Privately	274	284	88	59	10680
Rent Local Authority	34	0	10	2	2692
Rent Housing Association	359	228	30	42	8211
Rent Other- friend/relative	72	56	15	26	2952

### APPENDIX 3: All sample Parish planning Refusals

Church	App date	Decision	Application	Dwellings	Address	Status	Stated Policy reasons for refusal	Pertaining to Policy
Stretton	Pre NPPF							
1	1/07/19297/FUL	27/04/2007	CONV FROM RETAIL/OFFICE TO 2 DWELLINGS	2	ASHLET HOUSE 52 HIGH STREET		Not stated	Not stated
2	1/07/19328/OUT	24/05/2007	ERECT 1 DWELLING	1	LAND ADJ TO 175 WATLING STREET SOUTH		Not stated	Not stated
3	1/07/20081/FUL	07/12/2007	CONV FROM HOTEL TO 42 BED CARE HOME	42	SHREWSBURY ROAD		Not stated	Not stated
4	1/08/20487/FUL	02/05/2008	CONV AGRI BLDG TO 1 DWELLING	1	TITYRUS CASTLE HILL		NO PROVISION FOR AFFORDABLE HOUSING	PPS3
5	1/08/20684/OUT	01/07/2008	ERECT 2 DWELLINGS EXIST TO BE DEMO	2	MAGPIE COTTAGE 24 SHREWSBURY ROAD		ADVERSE IMPACT ON NEIGHBOURS	PPS7
6	1/08/21030/FUL	11/12/2008	ERECT 6 DWELLINGS EXIST TO BE DEMO	6	CLIFTON 6 CENTRAL AVENUE		Not stated	Not stated
7	09/00323/REM	20/09/2009	ERECT 1 DWELLING	1	GLENWOOD HAZLER ROAD		ADVERSE IMPACT ON NEIGHBOURS	PPS7
8	09/01224/FUL	12/11/2009	ERECT 3 DWELLINGS	3	1 HELMETH ROAD		CONTRARY TO SOUTH SHROPSHIRE PLAN	PPS1
9	09/03809/OUT	23/02/2010	ERECT 1 DWELLING	1	WATLING STREET SOUTH		ADVERSE IMPACT ON NEIGHBOURS	PPS7
10	10/00572/FUL	31/03/2010	ERECT 3 DET DWELLINGS	3	1 HELMETH ROAD	APPEAL DISMISSED	CHARACTER/APPEARANCE	PPS7
11	10/01451/FUL	12/07/2010	ERECT 1 DWELLING	1	MOORHAY WATLING STREET		ADVERSE IMPACT ON NEIGHBOURS	PPS7
12	10/05148/OUT	10/02/2011	ERECT 1 DET DWELLING	1	LAND ADJ MALLABER LODGE ELMS LANE		OUTSIDE DEVELOPMENT BOUNDARY	PPS1
13	10/05515/FUL	07/06/2011	ERECT 1 DWELLING	1	LAND ADJ TO 5 YELD BANK		CS6 CS11 CS17 PPS1	
14	11/04817/FUL	22/12/2011	ERECT 1 DWELLING	1	LAND ADJ 5 YELD BANK	APPEAL DISMISSED	PPS1	
			<b>14 Refused Applications</b>	<b>66</b>				

Church Stretton	Post NPPF							
15	12/02465/OUT	16/11/2012	ERECT 3 DWELLINGS	3	THE COACH HOUSE SHREWSBURY ROAD		INNAPROPRIATE DEVELOPMENT OF OPEN COUNTRYSIDE	CS4
16	12/05218/REM	21/12/2012	ERECT 1 DWELLING	1	THE MOUNT SANDFORD AVENUE		E1 E6	
17	12/04577/OUT	30/04/2013	ERECT 1 DWELLING AFTER GARAGE DEMO	1	ROWLEY RIDGE SHREWSBURY ROAD	APPEAL DISMISSED	CS6 CS17	
18	13/01148/OUT	12/07/2013	ERECT 1 DWELLING	1	HILDEN CLIVE AVENUE	APPEAL DISMISSED	CS6	
19	13/01659/OUT	16/10/2013	ERECT 1 DET DWELLING	1	WHITE COTE CLIVE AVENUE		CS6 CS17	
20	13/03374/OUT	18/11/2013	ERECT 1 DWELLING	1	HAWKSTONE HAZLER COURT	APPEAL DISMISSED	PROXIMITY TO LISTED BUILDING	CS17
21	13/03805/OUT	03/09/2014	ERECT 3 DET DWELLINGS	3	HILL COTTAGE CLIVE AVENUE	APPEAL DISMISSED	PROXIMITY TO LISTED BUILDING	CS17
22	14/03780/FUL	20/03/2015	ERECT 1 DWELLING	1	WEST SIDE OF B5477 ALL STRETTON	APPEAL DISMISSED	PROXIMITY TO LISTED BUILDING	CS17
23	14/05472/FUL	28/01/2015	ERECT 1 DWELLING	1	SOUTH WEST OF BROOK HOUSE CH/PREEN		DENSITY NOT IN KEEPING WITH OPEN COUNTRYSIDE	CS4
24	13/04369/OUT	16/12/2015	ERECT 1 DET DWELLING	1	LAND NR SUNRISE HSE LUDLOW RD L/STRET		INNAPROPRIATE DEVELOPMENT OF OPEN COUNTRYSIDE	CS4
25	14/03940/FUL	08/04/2015	ERECT 1 DWELLING	1	HILLRISE HAZLER ROAD	WITHDRAWN	CS11	
26	14/05689/FUL	14/09/2015	ERECT 1 DWELLING	1	LAND SOUTH OF CARGAN ALL STRETTON		NOT CONSIDERED AS SUSTAINABLE DEVELOPMENT	CS1
27	14/05773/OUT	30/09/2015	DEVELOPMENT OF UP TO 12 DWELLINGS	12	LAND OFF CEMETRY ROAD		CS4 CS5 CS6 POLICY S5.1 SAMDEV	
28	15/01670/FUL	18/09/2015	ERECT 2 DET DWELLINGS	2	CUNNERY ROAD		OPEN COUNTRYSIDE RURAL RE-BALANCE MD1,2,3	
29	15/00561/FUL	11/02/2016	ERECT 1 DWELLING	1	LAND N/W OF OVERDALE CLIVE AVENUE		PROXIMITY TO LISTED BUILDING	CS17
30	16/00291/FUL	07/03/2016	ERECT RURAL OCCUPATION DWELLING	1	LAND NORTH OF FARM LANE ALL STRETTON		CS4 CS5 CS11 MD7A SAMDEV	
31	15/05546/FUL	05/02/2016	ERECT 2 DWELLINGS	2	EAST OF OLD HALL FARM	APPEAL DISMISSED	CS4 CS5 CS6 MD1 MD7A FLOOD ZONE PARA101 OF NPPF	
32	16/01730/FUL	14/06/2016	ERECT 1 AFFORD DWELLING	1	LAND TO NORTH OF FARM LANE ALL STRET		CS4 CS5 CS11 MD7A SAMDEV	

33	16/20575/OUT	11/08/2016	ERECT 1 DWELLING	1	LAND ADJ FRIARDS WOOD CUNNERY ROAD			
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**19 Refused  
Applications**

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**Longden Pre NPPF**

34	09/03137/OUT	12/02/2010	ERECT 2 DWELLINGS	2	LAND ADJ TO RED LION LONGDEN COMMON		Not stated	Not stated
35	10/02476/OUT	24/08/2010	ERECT 1 DWELLING AFTER DEMO OF EXIST	1	8 OLD COPRE GREAT LYTHE		PPS1 PPS3 PPS7	
36	11/01778/FUL	30/08/2011	ERECT 1 DWELLING	1	LAND AT THE CURLEWS GREAT LYTH		PPS7	
			<b>3 Refused Applications</b>	<b>4</b>				
<b>Longden</b>	<b>Post NPPF</b>							
37	13/03709/FUL	01/07/2014	ERECT 1 DWELLING AFTER DEMO OF EXIST	1	SPRING COTTAGE LYTH HILL	APPEAL DISMISSED	CLOSE PROXIMITY TO LISTED BUILDING	CS17
38	14/00467/OUT		MIXED RESI DEVELOPMENT	0	PLEALY LANE		CS4 CS5 LONGDEN VILLAGE DESIGN STATEMENT	
39	14/01704/OUT	27/11/2014	ERECT 35 DWELLINGS	35	LAND SOUTH OF PLEALY LANE	APPEAL DISMISSED	OPEN COUNTRYSIDE RURAL RE- BALANCE	CS4
40	14/03954/OUT	03/08/2015	ERECT 3 OPEN MKT DWELLINGS	3	LAND AT CHENEY PLOUGH EXFORDS GREEN		CS5 S16 MD3	
41	15/00724/OUT	28/05/2015	ERECT 17 DWELLINGS	17	LAND SOUTH OF PLEALY LANR	APPEAL DISMISSED	INNAPROPRIATE DEVT OF OPEN COUNTRYSIDE MD1 MD3	
42	15/02391/FUL	06/08/2015	ERECT 1 AFF EXECPTION DWELLING	1	LAND ADJ THE CURLEWS GREAT LYTH		SPD AFFORDABILITY CS5 CS11 PARA 55 OF NPPF	
43	15/02962/OUT	25/11/2015	ERECT MIXTURE OF MKT AND SOCIAL	0	LAND SOUTH OF ANNSCROFT	APPEAL DISMISSED	INNAPROPRIATE DEVT OF OPEN COUNTRYSIDE MD1 MD3	
44	16/01530/FUL	08/06/2016	ERECT SUBTERRANEAN DWELLING	1	LAND NORTH OF SOLITAIRE EXFORDS GREEN		INNAPROPRIATE DEVT OF OPEN COUNTRYSIDE MD1 MD3	

45	16/01873/OUT	28/07/2016	ERECT 3 DWELLINGS	3	LAND SOUTH OF ANNSCROFT		CS5 MD3 MD7A	
46	16/01944/OUT	16/06/2016	ERECT 1 DWELLING	1	LAND ADJ THE POPLARS EXFORD GREEN		INNAPPROPRIATE DEVT OF OPEN COUNTRYSIDE MD2 MD3 MD7A	
47	17/00023/FUL	12/03/2017	ERECT 1 DWELLING	1	TO THE NORTH OF LOWER COMMON		INNAPPROPRIATE DEVT OF OPEN COUNTRYSIDE MD1 MD7A MD13	

**11 Refused Applications 63**

**Much Wenlock Post NPPF**

48	15/02563/FUL	14/10/2015	ERECT 4 DET DWELLINGS	4	LAND NORTH OF VICTORIA ROAD		ADVERSE IMPACT ON NEIGHBOURS	CS6
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**1 Refused Application 4**

**Kinnerley Pre NPPF**

49	OS/07/14901/FUL	02/05/2007	ERECT 1 DWELLING	1	LAND ADJ TO DOVASTON BANK FARM		UNWARRANTED WITHIN OPEN SPACE	PPS7
50	OS/07/15020/OUT	02/08/2007	ERECT 1 BUNGALOW	1	WALNUT TREE COTTAGE DOVASTON		APPEAL DISMISSED - CHARACTER/APPEARANCE	PPS3
51	OS/08/15668/FUL	13/08/2008	ERECT 2 DWELLINGS	2	KELVINDALE KNOCKING HEATH		ADVERSE TO VILLAGE SCENE	PPS7
52	OS/08/15865/OUT	10/02/2009	ERECT 1 DWELLING	1	LAND ADJ BROOKFIELDS KINNERLEY		APPEAL DISMISSED - HIGHWAY SAFETY	PPG13

**4 Refused Applications 5**

**Kinnerley Post NPPF**

53	13/02577/OUT	28/03/2013	ERECT 1 DWELLING	1	LAND AT HOLLY TREE COTTAGE KN/HEATH		UNDERMINE RURAL REBALANCE	MD1
54	13/03217/FUL	19/11/2013	ERECT 10 DWELLINGS	10	LAND REAR OF MAESCROFT	APPEAL ALLOWED		
55	13/03971/OUT	28/11/2013	ERECT 4 AFFORDABLE DWELLINGS	4	LAND AT WEST VIEW KN/HEATH	APPEAL DISMISSED	INNAPPROPRIATE DEV IN OPEN COUNTRYSIDE	CS4
56	13/05139/FUL	09/05/2014	CONV PUB TO 4 DWELLINGS	4	CROSS KEYS INN		DENSITY NOT IN KEEPING WITH OPEN COUNTRYSIDE	CS4
57	14/02372/OUT	17/05/2014	ERECT 2 DET DWELLINGS	2	LAND AT MAPLE COTTAGE		NOT IN KEEPING OF THE AREA	CS4



58	14/02634/OUT	28/11/2014	ERECT 1 DWELLING	1	LAND WEST OF DOVASTON	APPEAL DISMISSED	INNAPROPRIATE RURAL REBALNCE MD1	
59	14/02864/FUL	30/09/2014	ERECT 1 DWELLING	1	CROSS KEYS INN SEE LINE 43	APPEAL DISMISSED	CLOSE PROXIMITY TO GRADE 2 LISTED BLDG	CS17
60	14/02977/OUT	06/11/2014	ERECT 3 DET DWELLINGS	3	LAND AT SANDYMAN	APPEAL DISMISSED	UNDESIRABLE FORM OF BACKLAND DEVELOPMENT	CS4
61	14/03035/OUT	14/12/2015	ERECT 8 DWELLINGS	8	LAND WEST OF MAUFIELDS	APPEAL DISMISSED	NOT COMPLIANT WITH CORE STRATEGY	CS17
62	14/03049/OUT	11/09/2014	ERECT 1 DWELLING	1	LAND AT EDGERLEY		ISOLATED LOCATION = SPORADIC DEVELOPMENT	CS4
63	14/05493/LBC	05/08/2015	CONV PUB TO 3 DWELLINGS	3	CROSS KEYS INN		LISTED BUILDING	CS17
64	14/05517/OUT	11/05/2015	ERECT 1 DWELLING	1	NORTH OF ELSTON HOUSE		NOT MEETING A LOCAL NEED	MD1
65	14/05492/FUL	29/07/2015	ERECT 3 DET DWELLINGS	3	CROSS KEYS INN		LOSS OF IMPORTANT COMMUNITY ASSET	MD1
66	15/00454/OUT	16/04/2015	ERECT 2 DWELLINGS	2	SOUTH OF KYNNERSTON HOUSE		OPEN COUNTRYSIDE - NO NEED	MD1
67	15/01232/OUT	20/05/2015	ERECT 1 DWELLING	1	AT WALNUT TREE COTTAGE DOVASTON		OPEN COUNTRYSIDE RURAL RE-BALANCE	MD1
68	15/01483/PMBPA	14/05/2015	CONV BARN TO DWELLING	1	SOUTH OF KYNNERSTON HOUSE		OPEN COUNTRYSIDE RURAL RE-BALANCE	MD1
69	14/02659/OUT	26/09/2016	ERECT 1 DWELLING	1	LAND SW OF OLD FARM DOVASTON		NOT CONSIDERED SUSTAINABLE DEVELOPMENT MD1	
70	16/00775/OUT	06/04/2016	ERECT 1 DWELLING	1	EAST OF MAESBROOK		CONFLICT WITH CORE STRATEGY - NOT SUITABLE MD7A	
71	16/00898/PMBPA	15/04/2016	CONV 2 BARNS TO 2 DWELLINGS	2	GRANGE FARM EDGERLEY		OUTSIDE SCOPE OF PERMITTED DEVELOPMENT MD1 MD7A	
72	16/02029/OUT	13/07/2016	ERECT 1 DWELLING	1	NORTH OF ELSTON HOUSE		UNSUITABLE C/SIDE LOCATION FOR NEW DEVEL	MD1
73	16/02427/PMBPA	02/08/2016	CONV BARN TO DWELLING	1	GRANGE FARM		OUTSIDE SCOPE OF PERMITTED DEVELOPMENT	MD1
74	16/03316/OUT	22/09/2016	ERECT 1 DWELLING	1	EAST OF MAESBROOK		NOT SUITABLE MD7A	

**22 Refused Applications 53**

**Total Pre 21 Refused Applications 75**

**Total Post 53 Refused Applications 156**

Bromyard Pre NPPF

75	DCN071221/O	08/06/2007	ERECT 1 DWELL	1	LAND AT REAR OF 62 NEW ROAD		OVERLOAD OF EXISTING SEWERAGE SYSTEM	PPS1
76	DCN071519/F	24/07/2007	DEMO EXIST ERECT 2 SEMI + 10 FLATS	12	22 OLD ROAD	APPEAL DISMISSED	ADVERSLY AFFECT RESIDENTIAL AMENITIES	PPS1
77	DCN071511/O	08/08/2007	ERECT 1 DWELL	1	LAND ADJOIN 12 MILVERN CLOSE		OVERLOADEXISTING SEWERAGE SYSTEM	PPS1
78	DCN072825/F	22/11/2007	ERECT 1 DWELL	1	GARDEN ADJ TO 347 WINSLOW		NOT SUITABLE STANDARD	PPS1
79	DCN080161/O	25/03/2008	ERECT 1 DWELL	1	3 WINSLOW ROAD		OVER-INTENSIFICATION AND CRAMMING	PPS1
80	DCN080638/F	12/05/2008	ERECT 5 TERRACE DWELL	5	FORMER REAR GARDEN OF THE FIRS 100 OLD ROAD		ADVERSE VISUAL CHARACTER + SEWERAGE SYSTEM	PPS1
81	DCN080428/F	21/05/2008	ERECT 2 DWELL	2	LAND OFF CLOVER TERRACE 60 NEW ROAD		OVER DEVELOPMENT OF SITE + NO PARKING	PPG13
82	DCN083145/O	N/A	ERECT 1 DWELL	1	LAND AT FLAGGONERS GREEN	APPEAL DISMISSED	OUTSIDE APPROVED SETTLEMENT BOUNDERY	PPS7
83	DCN092272/F	30/12/2009	ERECT 1 BUNG	1	347 WINSLOW DRIVE		DETRIEMENT TO VISUAL AMENITY + SEWERAGE	PPS1
84	NC092844/O	10/02/2010	ERECT 175 DWELL	175	PORT HOUSE FARM TENBURY ROAD	WITHDRAWN		
85	NC100926/F	17/05/2010	ERECT 1 DWELL	1	55 YORK ROAD		LACKS SUFFICIENT TOPOGRAPHICAL DETAIL	PPS7
86	NC100955/O	01/06/2010	ERECT 1 DWELL	1	26 HIGHWELL LANE		DOES NOT PROMOTE OR ENFORCE CHARACTER OF LOCALITY	PPS7
87	N101774/F	10/10/2010	ERECT 2 SEMI DWELL	2	54/56 NEW ROAD		DOES NOT PROMOTE OR ENFORCE CHARACTER OF LOCALITY	PPS7
88	N102083/F	03/12/2010	ERECT 3 TERRACED DWELL	3	LAND ADJ POST OFFICE		UNSATISFACTORY STANDARD OF RESI ACCOMODATION LACKS SPACE	PPS3
89	N103364/F	10/01/2011	ERECT 1 BUNG	1	LAND SOUTH OF 5 STONEHILL DRIVE	APPEAL DISMISSED	LOSS OF OPEN SPACE	PPS7
90	N110048/F	02/02/2011	ERECT 1 DWELL	1	347 WINSLOW ROAD	APPEAL DISMISSED	OUT OF KEEPING & DETRIMENTAL TO VISUAL AMENITY	PPS7

91	N110697/F	01/05/2011	ERECT 2 TERRACE DWELL	2	LAND ADJ POST OFFICE		DOES NOT INCLUDE FULL TOPOGRAPHICAL SURVEY	PPS7
92	N111899/O	09/12/2011	ERECT 127 DWELL INC 44 AFF	127	PORTHOUSE FARM	APPEAL DISMISSED	NOISE ATTENUATION	PPS7
			<b>18 Refused Applications</b>	<b>338</b>				
<b>Bromyard</b>	<b>Post NPPF</b>							
93	N121128/F	03/07/2012	CONV GARAGE TO 1 DWELL	1	61 YORK ROAD		INSUFFICIENT & SUBSTANDARD ARCHITECTURAL DESIGN QUALITY	DR1
94	P130907/O	16/05/2013	ERECT 2 DWELL	2	LAND AT JUNCT OF A44 PANTERS LANE		CLOSE PROXIMITY TO EMPLOYMENT SITE	S4
95	P132448/O	28/10/2013	ERECT 1 DWELL	1	LAND ADJ TO LONGLANDS LOWER HARDWICK LANE	APPEAL DISMISSED	UNSUSTAINABLY LOCATED (FOOTPATHS)	S6
96	P142175/O	19/11/2014	ERECT 120 DWELL	120	LAND OFF PENCOMBE LANE	APPEAL DISMISSED	INADEQUATE ACCESS	S6
97	P143609/O	09/01/2015	ERECT 2 DWELL	2	LAND OFF HIGHLEVEL LANE	APPEAL DISMISSED	HIGHWAY SAFETY (ACCESS)	S6
98	P150727/O	23/04/2015	ERECT 120 DWELL	120	LAND OFF PENCOMBE LANE	WITHDRAWN		
99	P151804/F	20/07/2015	ERECT 2 DWELL	2	LAND AT 57 YORK ROAD		ACCESS DETRIMENTAL TO PEDESTRIAN SAFETY	S6
100	P153591/F	21/01/2016	ERECT 1 DWELL	1	17 TOWER HILL	APPEAL ALLOWED	SS6 SD1	
101	P163638/F	30/01/2017	ERECT 1 DWELLING	1	LAND AT 96 OLD ROAD		ADVERSEIMPACT ON AMENITY & ACCESS SD1	

9 Refused Applications 250

<b>Kington</b>	<b>Pre NPPF</b>							
102	DCN070769/F	18/05/2007	CONV OUTBLDG TO 3 DWELL	3	RWILAS FARM TITLEY COURT ESTATE		DOES NOT RESPECT HISTORICAL FEATURES	PPS5
103	DCN080224/F	07/03/2008	ERECT 1 DWELL	1	LAND ADJ TO STONEWOOD COTTAGE OXFORD LANE		OUT OF CHARACTER OF SURROUNDING CONSERVATION AREA	PPS17

104	DCN080546/F	17/04/2008	ERECT 1 DWELL	1	LAND ADJ TO STONEWOOD COTTAGE OXFORD LANE	APPEAL REFUSED	OUT OF CHARACTER OF SURROUNDING CONSERVATION AREA	PPS17
105	DCN080856/F	09/06/2008	ERECT 1 DWELL	1	LAND ADJ TO STONEWOOD COTTAGE OXFORD LANE	APPEAL REFUSED	OUT OF CHARACTER OF SURROUNDING CONSERVATION AREA	PPS17
106	DCN081915/F	27/10/2008	CONV CHAPEL TO 9 APPARTS	9	OLD WESLEY CHAPEL HIGH STREET	APPEAL REFUSED	OVER INTENSIFICATION OF DEVELOPMENT	PPS1
107	N0101095/F	20/07/2010	DEMO WKSP ERECT DWELL	1	LAND AT FLOODGATES		AREA DESIGNATED AS PROTECTION OF OPEN OR GREEN SPACES	PPS17
			<b>6 Refused Applications</b>	<b>16</b>				
<b>Kington</b>	<b>Post NPPF</b>							
108	N120643/F	18/05/2012	ERECT 1 DWELL	1	MORGANS ORCHARD KINGTON		DETRIMENTAL TO RESI PROPERTY	DR1
109	N123568/F	22/03/2013	CONV BARN TO DWELL	1	BURNT BARN GREEN LANE TITLEY KINGTON		DETRIMENTAL TO CHARACTER & APPEARANCE OF BLDG	DR1
110	P130683/F	15/04/2013	CONV BARN TO DWELL	1	STONE BARN AT LOWER BARTON LANE		INNAPROPRIATE DESIGN & UNABLE TO DEMONSTRATE CONV FEASIBLE	S1
111	P133174/F	25/12/2013	CONV BARN TO DWELL	1	BURNT BARN GREEN LANE TITLEY KINGTON	APPEAL DISMISSED	SUSTAINABILITY PRINCIPLES	S7
112	P133497/F	14/02/2014	DEMO GARAGE ERECT 1 DWELL	1	LAND AT FLOODGATES		IN AREA DESIGNATED AS OPEN AND GREEN SPACE	S7
113	P143445/CU	15/12/2014	CONV AGRI BLDG TO 1 DWELL (COU)	1	BARN AT TURNPIKE COTTAGE HEADBROOK		PLANNING PERMISSION REQUIRED	S2
114	P151789/PA4	10/07/2015	CONV BARN TO 1 DWELL	1	BARN AT TURNPIKE COTTAGE HEADBROOK		DETRIMENTAL IMPACT OF RESIDENTIAL AMENITY	DR1
115	P153077/F	24/11/2015	ERECT 1 DWELL	1	LAND AT LOWLANDS CASTLE HILL		SENSITIVITY OF HERITAGE SITE SD1 SS1 SS4 SS6	
116	P160306/F	10/03/2016	ERECT 1 DWELL BUNGALOW	1	LAND AT CROFTLANDS WALLSTYCH LANE		UNSUSTAINABLE DEVELOPMENT OF OPEN COUNTRYSIDE	S1

**9 Refused Applications 9**

Wellington	Pre NPPF		0 Refused Applications	0				
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Wellington Post NPPF

117	P140290/O	30/04/2014	ERECT 3 DWELL	3	LAND ADJ TO BARBERRY HOUSE THE ROW		ADVERSLEY IMPACT ON CHARACTER OF AREA LOSS OF IMPORTANT TREES	S7
118	P142080/F	28/04/2014	ERECT 3 DWELL	3	RAVENSHOLT		OVERLY DOMINANT FORM OF DEVELOPMENT- HARM OF HISTORIC AND ARCHAEOLOGICAL QUALITIES OF NEARBY LISTED BUILDINGS	S7
119	P151855/O	13/08/2015	ERECT 45 DWELLINGS	45	LAND ADJ TO MILL LANE		VULNERABLE FLOOD ZONE- JEOPARDISE FUTURE MINIERAL EXTRACTION- LOSS OF VALUABLE LANDSCAPE - NOT SUSTAINABLE	S7
120	P152461/O	11/02/2016	ERECT 1 DWELL	1	LAND ADJ TO 19 BROOKSIDE		UNJUSTIFIED DEVELOPEMENT IN FLOOD ZONE SS7	

4 Refused Applications 52

Leintwardine	Pre NPPF							
121	DCN071648/F	02/07/2007	CONV HOL TO DWELL	1	BADGERS BLUFF TODDINGS		INSUFFICIENT EVIDENCE TO SATISFY LOCAL NEED	PPS1
122	DCN072260/F	23/08/2007	ERECT 1 BUNG	1	LAND ADJ TO 11 HIGH STREET		SIG HARM TO STREET SCENE - APPEARANCE OF CONSERVATION AREA - DISTURBANCE TO ANCIENT MONUMENT	PPS17
			2 Refused Applications	2				
Leintwardine	Post NPPF							

123	N111235/F	29/07/2012	CONV AGRI TO 1 DWELL	1	KIRTON FARM KINTON		DOES NOT ENHANCE AGRI CHARACTER OF BARN- NO ECOLOGICAL SURVEY	S2
124	N111371/RM		ERECT 1 AFFORD DWELL	1	BANK HOUSE HIGH TREES		FLOOR SPACE EXCEEDS AFFORDABILITY RESTRICTIONS	S3
125	N121484/F	07/03/2013	ERECT 1 DWELL	1	LAND ADJ FOREST LODGE DARK LANE	APPEAL DISMISSED	SIZE, SCALE, SETTING, DESIGN OUT OF CHARACTER WITH LOCALITY - HARM TO ADJ PROPOERTY	S3
126	P142416/F	18/09/2014	DEMO OUTBLDG ERECT 1 DWELL	1	48 WATLING STREET		OVERBEARING SCALE & MASS - UNACCEPTABLE IMPACT ON ADJ DWELL	H6, DR1
127	P150143/F	26/02/2015	DEMO BUNG ERECT 28 DWELL	28	SEEDLY LODGE HIGH STREET		DETRIMENTAL IMPACT ON HISTORIC CHARACTER OF SETTLEMENT AND ANCIENT MONUMENT - INSUFFICIENT DETAIL OF CHILDRENS PLAY AREA	S7
128	P143146/F	27/11/2015	ERECT 1 DWELL	1	THE TODDING	APPEAL DISMISSED	NOT SUSTAINABLE - EFFECR CHARACTER OF RURAL LANDSCAPE - EFFECT ON HIGHWAY SAFETY SS6 LD1	
129	P162973/F	25/10/2016	ERECT 1 DWELL	1	THE TODDING		CRAMPED POSTION TO BOUNDARIES - INSUFFICIENT INFO ON WATERCOURSE IMPACT SD1	

**7 Refused Applications 34**

**Total Pre 26 Refused Applications 356**

**Total Post 29 Refused Applications 345**

**Grand Total Pre 47 Refused Applications 431**

**Grand Total Post 82 Refused Applications 501**

**APPENDIX 4: Shropshire sample Parish Local Planning Policies cited**

	Reference	Date	Application	N o D O C	N P	C O M	D E L	P P S 1	P P S 3	PP S4	P P S 5	P P S 6	P P S 7	E 1	E4	E6	E7	S D S 3	S D S 7	P C O N	C S 1	C S 3	C S 4	C S 5	C S 6	C S 7	C S 9	C S 11	C S 17	C S 18	S D P		
	<b>Church Stretton</b>	<b>Pre NPPF</b>																															
1	1/07/19563/FUL	13/07/2007	CONV FROM OFFICE TO DWELLING	1																													
2	1/07/19700/FUL		ERECT 26 AFFORD DWELLINGS	1																													
3	1/07/19860/FUL	20/02/2007	ERECT 1 DWELLING	1																													
4	1/08/20328/FUL	06/03/2008	ERECT 42 AFFORD DWELLINGS					1					1			1	1			1													
5	1/08/20603/FUL	02/06/2008	CONV SHOP TO DWELLING					1		1								1	1														
6	1/08/20993/FUL	16/06/2008	CONV OFFICE TO DWELLING						1	1						1		1	1														
7	1/09/21638/FUL	06/05/2009	ERECT 5 DWELLINGS					1		1				1	1	1																	
8	09/02462/FUL	12/11/2009	ERECT 1 DWELLING											1		1																	
9	10/03817/FUL	27/10/2009	ERECT 1 DWELLING					1						1	1		1		1														
10	10/01504/FUL		ERECT 1 AFFORD DWELLING					1	1					1	1		1		1	1													
11	10/04147/FUL	16/11/2010	ERECT 1 DWELLING					1						1	1		1		1														
12	10/05562/FUL	31/01/2011	CONV AGRI BLDG TO 4 DWELLINGS					1					1																				
13	11/00043/FUL	11/02/2011	CONV OF BARN TO 1 DWELLING	1						1			1																				
				4				7	2	0	4		6	5	1	7	1	5	3	1													
	<b>Church Stretton</b>	<b>Post NPPF</b>																															







































Part 1																																			
Wellington	Pre NPPF	NPPF	106	COM	DEL	HLPCS	TP3	TP8	TCR2	TCR3	TCR5	HP2	HP3	HP17	S1	S2	S3	S6	S7	S8	S11	C11	C12	C13	A14	DR1	DR2	DR3	DR4	DR5	DR6	DR7	DR10		
63	DCC070438/	05/04/2007																								1									
64	DCC070845/	14/05/2007																								1									
65	DCC072260/	30/08/2007																								1									
66	DCC072436/	07/09/2007																								1									
67	DCC072314/	27/09/2007													1	1	1									1	1	1	1						
68	DCC072839/	14/11/2007		1											1											1				1					
69	DCC072822/	26/09/2007													1																				
70	DCC080905/	23/07/2008																																	
71	CWO083205	23/10/2009		1																						1	1	1	1	1		1			
72	N102254/F	14/10/2010		1											1		1									1									
73	N111482/F	03/08/2011																								1	1		1						
74	N111485/L	24/08/2011																								1	1								
75	N112401/F	06/10/2011																								1	1	1							
				3												4	1	2									11	5	3	3	2		1		
Wellington	Post NPPF	NPPF	106	COM	DEL	HLPCS	TP3	TP8	TCR2	TCR3	TCR5	HP2	HP3	HP17	S1	S2	S3	S6	S7	S8	S11	C11	C12	C13	A14	DR1	DR2	DR3	DR4	DR5	DR6	DR7	DR10		
76	N121088/F	05/03/2013			1										1											1		1	1		1				
77	P131442/F	08/08/2013			1										1	1	1		1							1	1	1	1	1					
78	P140755/F	03/03/2015			1										1	1	1	1	1							1	1								
79	P141253/F	04/09/2014	1	1		1																				1		1							
80	P150977/F	18/06/2015	1			1									1											1	1								
81	P151954/F	20/08/2015	1			1																													
82	P161182/F	18/07/2016				1																													
83	P161737/F	19/08/2016				1																													
				9	1		8									4	2	2	1	2							5	3	3	2	1	1			







Part 2		DR13	DR14	HI	H2	H3	H4	H5	H7	H8	H9	H10	H13	H14	H15	H16	H18	H19	T6	T7	T8	T11	HBA	NC	LA2	LA3	LA5	LA6	CF2	CF4	CF5	CF6	ARCH						
	Leintwardine	Pre NPPF																																					
84	DCN072377/14/09/2007						1									1										1													
85	DCN081504/16/07/2008																1							4															
86	NW100121/20/05/2010						1										1						4613	1	1														
87	NW101096/06/08/2010												1		1	1	1	1				1	1567				1	1											
88	N101908/F 15/10/2010						1						1										4																
89	N102035/F 18/05/2011											1																											
90	N111365/F 25/07/2011						1						1	1									4,6	1	1											6			
91	N112808/F 01/12/2011																1					1	41213	168															
							4					1	3	1	1	2	4	1				2			3		1	1											
	Leintwardine	Post NPPF																																					
92	N113288/F 21/12/2012						1											1					46													3			
93	P131052/F 07/06/2013						1						1												1	1								1					
94	P142215/O 18/12/2014						1		1			1	1		1					1	1	1	46	6789	1	1	1	1											
95	P150996/F 14/05/2015						1						1		1						1		469		1														
96	P151121/O 21/05/2015								1			1									1	1		1,8	1	1										1,5			
97	P162811/F 13/10/2016																																						
							4		2			2	3		2						2		3	3			4	2	1	1	1								
	Part 3		SS1	SS2	SS3	SS4	SS6	SS7	LD1	LD2	LD3	LD4	RA1	RA2	RA3	RA5	SD1	SD3	SD4	MT	KG1																		
	Leintwardine	Pre NPPF																																					
84	DCN072377/14/09/2007																																						
85	DCN081504/16/07/2008																																						
86	NW100121/20/05/2010																																						
87	NW101096/06/08/2010																																						
88	N101908/F 15/10/2010																																						
89	N102035/F 18/05/2011																																						



SUMMARY		NPPF	106	COM	DEL	HLPCS	TP3	TP8	TCR2	TCR3	TCR5	HP2	HP3	HP17	S1	S2	S3	S6	S7	S8	S11	C11	C12	C13	A14	DR1	DR2	DR3	DR4	DR5	DR6	DR7	DR10		
Part 1	Pre NPPF																																		
Bromyard				1	1				1	1			2	1	4	6	3						1		1	12	3	7	4	3	1				
Kington									1	1					11	3			1	1						17	4	5	1	1		1	1		
Wellington			3												4	1	2									11	5	3	3	2			1		
Leintwardine					1										6	5										6	2	2	2	2					
Totals			3	1	2			1	1	1	1	2	1	4	27	12	2		1	1			1		1	46	14	17	10	8	1	2	1		
	Post NPPF																																		
Bromyard		5		3	17										6	11		1	1	1				5	16	11	9	4	3			1	1		
Kington				2	9	2									6	6	1	1	1							7	7	6	5						
Wellington		3	1		8										4	2	2	1	2							5	3	3	2	1	1				
Leintwardine			2	2	4										5	5	1		1							6	5	4	4	2				3	
Totals		8	3	7	38	2									21	24	4	3	5	1				5	34	26	22	15	6	1	4	1			
Grand Total		8	6	8	40	2	1	1	1	1	1	2	1	4	48	36	7	3	6	1	1		1	5	2	80	38	39	23	14	2	6	2		
Part 2	Pre NPPF	DR13	DR14	HI	H2	H3	H4	H5	H7	H8	H9	H10	H13	H14	H15	H16	H18	H19	T6	T7	T8	T11	HBA	NC	LA2	LA3	LA5	LA6	CF2	CF4	CF5	CF6	ARCH		
Bromyard		1		8					1				5	1		3	2					2	7	3											
Kington				4	4		1	1		1		4	6	2	1	3	2					1			1		1		1			1			
Wellington				1			8	2	2	1	3		5		2	5	1	1				3			3	3	5	1			1				
Leintwardine							4					1	3	1	1	2	4	1				2			3		1	1						1	
Totals		1		13	4		13	2	4	1	4	1	17	8	5	11	10	4				8	7	3	7	3	1	7	1	1	1	1	1	1	





SHROPSHIRE SAMPLE PARISH CONDITIONS ON APPROVALS																
Reference	Approved	Application	Dwellings	Address	years	Plans	samples	design	runoff	Drainage	Archeo	Ecology	Highways	hours		
<b>Church Stretton</b>																
<b>Pre NPPF</b>																
1	1/07/19563/FUL	13/07/2007	CONV OFFICE TO 1 DWELLING	1	HOLMWOODCLIVE AVENEUE											
2	1/07/19700/FUL		ERECT 26 AFFORDABLE DWELLINGS	26	LAND ADJ TP SWAINS SWEET MEADOW											
3	1/07/19860/FUL	30/12/2007	ERECT 1 DWELLING	1	FURZLEY ROCK HOUSE HAZLER ROAD											
4	1/08/20328/FUL	06/03/2008	ERECT 42 AFFORDABLE DWELLINGS	42	OFF LAWLEY CLOSE	3	1	1	1	1			1	1		
5	1/08/20603/FUL	02/06/2008	CONV SHOP TO DWELLING	1	49 HIGH STREET	3	1									
6	1/08/20993/FUL	16/06/2008	CONV OFFICE TO DWELLING	1	52 HIGH STREET	3										
7	1/09/21638/FUL	06/05/2009	ERECT 5 DWELLINGS	5	CLIFTON 6 CENTRAL AVENUE	3				1						
8	10/03817/FUL	27/10/2009	ERECT 1 DWELLING	1	PLOT ADJ HOLMSIDE CLIVE AVE	3		1	1							
9	09/02462/FUL	12/11/2009	ERECT 1 DWELLING	1	3 WESTHOLME	3		1	1							
10	10/01504/FUL		ERECT 1 AFFORD DWELLING	1	27 CHURCHILL ROAD	3		1								
11	10/04147/FUL	16/11/2010	ERECT 1 DWELLING SEE 1/07/19961/F	1	PLOT 3 OVERDALE CLIVE AVENUE	3		1	1			1		1		
12	10/05562/FUL	31/01/2011	CONV AGRI BLDG TO 4 DWELLINGS	4		3	1	1	1			1				
13	11/00043/FUL	11/02/2011	CONV OF BARN TO 1 DWELLING	1												
			<b>13 Approved Applications</b>	<b>86</b>		<b>3</b>	<b>6</b>	<b>6</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>23</b>	
<b>Post NPPF</b>																
14	11/04549/FUL	20/09/2012	CONV OF AGRI BLDG TO 6 DWELLINGS	6	HOLMWOOD CLIVE AVENUE	3										
15	12/03687/FUL	06/11/2012	CONV OF OFFICE TO DWELLING	1	BURWAY HOLLOW BURWAY ROAD	3						1				
16	11/03160/FUL	02/12/2012	ERECT 26 DWELLING INC 7 AFF	33	WINDSOR PLACE ESSEX ROAD	3	1	1	1	1	1			1		
17	13/02474/FUL	17/02/2013	ERECT 1 DWELLING	1	PLOT 4 WESTHOLME PARK HAZLER ROAD	3	1	1			1		1			
18	13/00544/FUL	01/07/2013	ERECT 1 DWELLING	1	GAESTONE HOUSE SANDFORD AVENUE	3	1	1	1	1						
19	13/04138/FUL	04/12/2013	ERECT OF 1 REPLACEMENT DWELLING	1	POPLARS LITTLE STRETTON	3	1		1							
20	13/02277/FUL	19/12/2013	ERECT 1 DWELLING	1	18 CHELMICK DRIVE	3		1		1	1					
21	13/03880/FUL	19/03/2014	ERECT 1 DET DWELLING	1	SCOTSMANFIELD BURWAY ROAD	3	1		1		1		1			
22	13/03879/FUL	25/06/2014	ERECT 1 DET DWELLING	1	LAND AT SCOTSMANSFIELD BURWAY RD	3	1		1		1		1			
23	14/03984/FUL	03/12/2014	ERECT 1 DWELLING	1	HILLRISE FAR CORNER HAZLER ROAD	3	1									
24	15/00190/FUL	15/04/2015	CONV OF FORMER SHOP TO RESI USE	1	CROWN HOUSE LUDLOW ROAD	3	1		1							
25	14/05519/FUL	05/08/2015	CONV OF STORE TO 5 DWELLINGS	5	BUXTON FARM ALL STRETTON	3	1		1	1		1		1		
26	14/03817/FUL	23/11/2015	ERECT 1 DWELLING	1	ALDERTEE ALL STRETTON	3	1	1	1							
27	15/04074/FUL	12/01/2016	ERECT 1 DWELLING	1	LAND ADJ HILLRISE HAZLER ROAD	3	1	1	1	1	1					
28	13/02687/FUL	15/02/2016	DEMO OF GARAGE ERECT 1 DWELLING	1	LAND ADJ 5 YELD BANK	3	1		1			1				
29	16/00853/FUL	03/06/2016	DEMO AGRI BLDG AND ERECT 1 DWELLING	1	PLOT 2 OAKLAND PORT	3	1	1	1	1	1		1			
30	13/03514/FUL	14/06/2016	DEMO OF AGRI OUTBLDG TO 2 DWELLING	2	23 HIGH STREET	3	1	1				1				
31	16/00088/FUL	12/08/2016	CONV BARN TO 2 DWELLINGS	2	THATCHERS BARN LITTLE STRETTON	3	1			1	1	1	1	1		
32	15/04383/FUL	15/09/2016	ERECT 1 DWELLING	1	LAND SOUTH OF CARGAN ALL STRETTON	3	1		1		1					
33	16/3177/FUL	12/09/2016	ERECT 1 DWELLING	1	LAND ADJ HILL RISE HAZLER ROAD	3	1	1	1	1	1			1		
34	16/05451/FUL	30/01/2017	ERECT 1 DWELLING	1	ALDERLEE SHREWSBURY ROAD	2	1	1	1	1	1			1		
35	17/00346/FUL	10/03/2017	ERECT 1 DWELLING	1	LAND REAR OF 45 STRETTON FARM RD	3	1		1	1	1			1		
			<b>22 Approved Applications</b>	<b>65</b>		<b>19</b>	<b>10</b>	<b>15</b>	<b>8</b>	<b>13</b>	<b>3</b>	<b>7</b>	<b>6</b>	<b>0</b>	<b>81</b>	
<b>Total</b>			<b>35 Approved Applications</b>	<b>151</b>		<b>22</b>	<b>16</b>	<b>21</b>	<b>9</b>	<b>15</b>	<b>3</b>	<b>9</b>	<b>7</b>	<b>2</b>	<b>104</b>	

	Reference	Approved	Application	Dwellings	Address	years	Plans	samples	design	runoff	Drainage	Archeo	Ecology	Highways	hours	
<b>Longden</b>		<b>Pre NPPF</b>														
36	SA/08/0518/FUL	11/06/2008	ERECT 1 DWELLING	1	LAND ADJ TO GLENDALE ANNSCROFT											
37	SA/08/0999/FUL	07/11/2008	CONV GARAGE TO DWELLING	1	LOWER WOODHOUSE LONG LANE											
38	SA/08/1194/OUT	04/12/2008	13 DWELLINGS 9 OPEN + 4 AFF	13	ARROW WORKS		1									
39	11/01476/FUL	26/08/2011	CONV AGRI BLDG TO 5 RESI DWELLINGS	5	OAKSHILL FARM PLEALY	3	1	1	1				1	1		
			<b>4 Approved Applications</b>	<b>20</b>			<b>2</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>1</b>	<b>0</b>	<b>6</b>
		<b>Post NPPF</b>														
40	13/00178/FUL	21/02/2013	REPLACE DWELLING DEMO OF BARN	1		3	1	1	1	1	1		1			
41	13/01000/FUL	12/07/2013	DEMO EXIST ERECT 1 DWELLING	1	YEW TREE COTT LONGDEN COMMON LANE											
42	13/03463/FUL	07/04/2014	CONV OUTBLDGS TO 3 DWELLINGS	3	ADJ OAKS COTTAGE THE OAKS	3	1	1	1			1	1			
43	14/01384/FUL	25/07/2014	CONV GARAGE TO 1 DWELLING	1	THE ROPE WALK LYTH HILL	3	1	1	1	1	1	1	1			
44	13/00600/FUL	20/02/2015	ERECT 1 DWELLING	1	WEST OF SUNNYHILL SUMMERHOUSE LANE	3	1	1	1				1	1	1	
45	14/03281/FUL	30/06/2015	ERECT 1 DWELLING	1	NORTH OF CHAPEL COTTAGES HOOKAGATE	3	1	1	1	1	1				1	
46	14/03513/FUL	18/10/2015	ERECT 1 DWELLING	1	EAST OF ASHDENE HOOKAGATE	3	1	1	1							
47	14/04435/FUL	04/12/2015	DEMO AGRI BLDG ERECT 2 DWELLINGS	2	LAND S. OF HANLEY HOUSE HOOKAGATE	3	1	1	1	1	1		1	1	1	
48	14/01458/FUL	08/12/2015	ERECT 3 DWELLINGS	3	HALL FARM SUMMERHOUSE LANE	3	1						1	1	1	
49	14/01589/FUL	19/02/2016	DEMO OF P/H AND ERECT 6 DWELLINGS	6	THE SYGNETS HOOKAGATE	3	1	1	1				1	1		
50	15/03651/FUL	19/02/2016	CONV WKSP TO 1 DWELLING	1	N/E OF THE ROPE WALK LYTHHILL	3	1	1	1			1	1	1		
51	15/05364/FUL	16/03/2016	ERECT 1 DWELLING	1	NORTH OF MYRTLE BANK EXFORDS GREEN	3	1		1				1		1	
52	15/04590/FUL	07/06/2016	ERECT 4 TERRACED COTTAGES	4	TANKERVILL ARMS SHREWSBURY ROAD	3	1	1	1	1	1			1	1	
53	16/02481/FUL	16/06/2016	ERECT 1 DWELLING	1	THOHEBRO COURT LONGDEN ROAD	3	1	1	1	1	1			1		
54	15/04587/FUL	29/06/2016	ERECT 1 DWELLING	1	LAND NORTH OF EXFORDS GREEN	3	1		1	1	1		1	1		
55	15/00191/FUL	10/01/2017	ERECT 1 AFF DWELLING	1	SOUTH EAST OF GREEN ACRES ANNSCROFT	3	1	1	1							
56	16/03237/FUL	16/03/2017	ERECT 1 DWELLING	1	SOUTH OF LYTHFIELD ANNSCROFT	3	1	1	1	1	1		1	1	1	
			<b>17 Approved Applications</b>	<b>30</b>			<b>16</b>	<b>13</b>	<b>15</b>	<b>8</b>	<b>8</b>	<b>3</b>	<b>11</b>	<b>9</b>	<b>7</b>	<b>90</b>
<b>Total</b>			<b>21 Approved Applications</b>	<b>50</b>			<b>18</b>	<b>14</b>	<b>16</b>	<b>8</b>	<b>8</b>	<b>3</b>	<b>12</b>	<b>10</b>	<b>7</b>	<b>96</b>

Much Wenlock	Reference	Approved	Application	Dwellings	Address	years	Plans	samples	design	runoff	Drainage	Archeo	Ecology	Highways	hours	
		<b>Pre NPPF</b>														
57	BR/08/0763/FUL	20/02/2009	ERECT 1 DWELLING	1	LAND ADJ MARDOL COTTAGE											
58	BR/07/1012/FUL	05/06/2009	ERECT 13 AFFORDABLE DWELLINGS	13	LAND OFF SYTCHE LANE											
59	09/00186/FUL	11/08/2009	ERECT 1 DWELLING	1	LAND ADJ MARY WAY HOUSE ST MARYS LANE											
60	10/02127/FUL	23/08/2010	ERECT 21 DWELLINGS	21	LAND ADJ TO LADY FORESTER NURSING HOME	3	1	1	1	1	1	1	1	1		
61	10/05051/FUL	09/02/2011	ERECT 2 DET DWELLINGS	2	DEMO OF LEGION HALL SMITHFIELD ROAD	3	1	1		1	1					
62	10/05494/FUL	10/02/2011	ERECT 3 TERR + 4 DET DWELLINGS	7	LAND ADJ LADY FORESTER N/HOME	3	1	1	1	1	1		1			
63	11/00299/FUL	10/06/2011	CONV STABLE TO 2 DWELLINGS	2	BROOK HOUSE FARM QUEEN STREET	3	1	1	1				1	1		
64	11/01107/FUL	28/06/2011	ERECT 1 DWELLING	1	LAND ADJ MARY WAY HOUSE ST MARYS LANE	3	1	1	1			1	1	1		
65	11/03457/FUL	22/12/2011	ERECT 4 SEMI + 1 DET DWELLINGS	5	THE PRESBYTERY FORESTER AVENUE	3	1	1	1	1	1	1	1	1		
66	11/04322/FUL	03/02/2012	CONV AGRI BLDG TO 1 DWELLING	1	MANOR FARM WYKE	3	1	1		1	1		1	1		
			<b>10 Approved Applications</b>	<b>54</b>			<b>7</b>	<b>7</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>3</b>	<b>6</b>	<b>5</b>	<b>0</b>	<b>43</b>
		<b>Post NPPF</b>														
67	11/04642/FUL	27/11/2012	CONV AGRI BLDG TO 1 DWELLING	1	BLDG ADJ TO 22 BOURTON	3	1	1	1	1					1	
68	12/0240/FUL	02/01/2013	ERECT 1 AFFORDABLE DWELLING	1	ASHFIELD COTTAGE 50 HIGH STREET	3	1	1	1	1	1	1	1	1		
69	13/0104/FUL	02/09/2013	CONV BUSINESS TO RESI DWELLING	1	2 BULL RING											
70	13/05135/FUL	20/03/2014	ERECT 1 DORMA BUNGALOW	1	HOLLOWS END FARLEY	3	1	1		1	1					
71	12/01806/FUL	08/07/2014	ERECT 4 DET DWELLINGS	4	THE LYNDENS STATION ROAD	3	1	1				1		1		
72	13/00143/FUL	09/09/2014	ERECT 1 DWELLING	1	LAND AT MARDOL HOUSE KING STREET	3	1	1	1	1	1	1	1	1		
73	11/03688/FUL	04/02/2015	ERECT 1 AFFORDABLE DWELLING	1	LAND ADJ WALNUT COTTAGE BOURTON ROAD	3	1	1	1	1	1				1	
74	13/04266/FUL	15/05/2015	CONV STABLE TO 1 DWELLING	1	QUEEN STREET	3	1	1		1	1	1	1			
75	14/04913/FUL	27/07/2015	ERECT 1 AFFORDABLE DWELLING	1	LAND SOUTH OF 34 STRETTON WESTWOOD	3	1	1	1	1	1					
76	14/04441/FUL	21/10/2015	CONV AGRI BLDG TO 1 DWELLING	1	THE ARC BOURTON	3	1	1					1			
77	14/02106/FUL	22/01/2016	CONV OUTBLDG TO 1 DWELLING	1	BOURTON COTTAGE	3	1	1		1	1				1	
78	15/01711/FUL	15/04/2016	CONV BUSINESS TO RESI DWELLING	1	FORMER SORTING OFFICE	3	1	1		1	1	1				
79	16/00642/FUL	24/06/2016	CONV BARN TO RESI DWELLING	1	BARN N. OF WOODFORD HOUSE ST MARYS LA	3	1	1	1	1	1	1			1	
80	15/00323/FUL	28/06/2016	ERECT 1 AFFORDABLE DWELLING	1	LAND EAST OF BOURTON ROAD	3	1	1	1	1	1	1				
81	13/00512/FUL	26/08/2016	ERECT 2 SEMI DWELLINGS	2	LAND ADJ 1 BARROW STREET	3	1	1	1	1	1	1				
82	14/01481/FUL	12/09/2016	ERECT 1 DWELLING	1	LAND ADJ TO 6 BRIDGE ROAD	3	1		1	1	1		1	1	1	
83	15/00878/FUL	04/10/2016	ERECT 1 AFFORDABLE DWELLING	1	HOMER	3	1	1	1	1	1					
84	17/00935/DIS	16/03/2017	12 AFFORDABLE DWELLINGS	12	TO SOUTH OF MUCH WENLOCK	3	1	1	1	1	1		1			
			<b>18 Approved Applications</b>	<b>33</b>			<b>17</b>	<b>16</b>	<b>11</b>	<b>15</b>	<b>14</b>	<b>8</b>	<b>6</b>	<b>5</b>	<b>4</b>	<b>96</b>
<b>Total</b>			<b>28 Approved Applications</b>	<b>87</b>			<b>24</b>	<b>23</b>	<b>16</b>	<b>20</b>	<b>19</b>	<b>11</b>	<b>12</b>	<b>10</b>	<b>4</b>	<b>139</b>



HEREFORDSHIRE SAMPLE PARISH CONDITIONS ON APPROVALS																
	Reference	Approved	Application	Dwellings	Address	Years	Plans	Samples	Design	Runoff	Drainage	Archeo	Ecology	Highways	Hours	
<b>Bromyard</b>	<b>Pre NPPF</b>															
1	DCN071243/F	11/06/2007	ERECT 1 DWELL	1	19 HATTON PARK	3	1	1		1	1			1		
2	DCN072491/F	11/09/2007	ERECT 1 DWELL	1	REAR OF 34 WEST HILL	3	1	1		1				1	1	
3	DCN080779/F	16/05/2008	PART DEMO ERECT 2 DWELL	2	FORMER WAREHOUSE 14 ROWBERRY ST	3	1	1								
4	DCN082395/F	17/12/2008	ERECT 3 BUNG	3	LAND AT JUNCTION OF WINSLOW ROAD	3	1	1	1							
5	DCN090167/F	18/03/2009	CONV SHOP TO DWELL	1	FORMER HAIRDRESSER 19 BROAD STREET	3										
6	DCN090543/F	02/09/2009	CONV BARN TO 1 DWELL	1	NEW HOUSE FARM WINSLOW	3	1	1					1			
7	NC100016/F	27/01/2010	ERECT 2 SEMI DWELL	2	HILLCREST 60 NEW ROAD	1	1			1	1			1		
8	NC101631/F	16/09/2010	ERECT 1 DWELL	1	WINDSMERE LOWER WESTFIELDS	1	1	1			1				1	
9	N102755/F	01/11/2010	CONV BARN TO 1 DWELL	1	THE STURTS FARM	3	1						1			
10	N103264/F	10/01/2011	CONV SCHOOL TO 5 DWELL	5	OLD GRAMMAR SCHOOLCHURCH STREET	3	1	1				1		1	1	
11	N112529/F	01/10/2011	ERECT 2 DWELL	2	4 & 6 THE KNAPP	3	1		1	1	1			1		
12	N120045/F	16/03/2012	ERECT DET DWELL	1	54/56 NEW ROAD	1	1	1	1					1		
			<b>12 Approved Applications</b>	<b>21</b>			<b>11</b>	<b>8</b>	<b>3</b>	<b>4</b>	<b>4</b>	<b>1</b>	<b>2</b>	<b>6</b>	<b>3</b>	<b>42</b>
<b>Bromyard</b>	<b>Post NPPF</b>															
13	N122221/F	10/09/2012	CONV GARAGE TO 1 DWELL	1	FORMER AMBULANCE STN 40 NEW ROAD	3	1	1		1				1		
14	N122300/F	08/10/2012	CONV BARN TO 1 DWELL	1	STONEHOUSE FARM HAYWARDINE LANE	3	1	1			1		1			
15	N122796/F	07/11/2012	ERECT 1 BUNG	1	LAND ADJ TO 42 LOWER	1	1	1		1	1			1	1	
16	N123587/F	27/03/2013	ERECT 3 DWELL	3	HIGHWELL MEADOW 36 HIGHWELL LANE	1	1	1		1	1		1	1		
17	P1309160/F	17/05/2013	DEMO GARAGE ERECT 1 DWELL	1	REAR OF 39 YORK ROAD	1	1	1		1	1					
18	P132359/F	18/10/2013	ERECT 2 DWELL	2	HALESLEAS HOUSE 17 LOWER WESTFIELDS	1	1	1	1	1	1			1	1	
19	P132669/F	21/11/2013	CONV SHOP TO 1 DWELL	1	5 TYNING STREET	3	1	1		1	1				1	
20	P133426/F	07/01/2014	PART DEMO NURSEY ERECT 4 DWEL	4	LAND BETWEEN MILVERN HOUSE/PLACE	1	1	1	1	1	1			1		
21	P140285/F	13/03/2014	ERECT 76 DWELL INC 35% AFF	76	LAND AT PORTHOUSE FARM TENBURY RD	3	1	1		1	1		1			
22	P140401/F	27/03/2014	PART DEMO NURSEY ERECT 2 DWEL	2	LAND AT 22 OLD ROAD	1	1	1	1	1	1			1		
23	P140495/F	09/04/2014	ERECT 1 DWELL	1	LAND ADJ TO 7 MILVERN CLOSE	1	1	1		1				1	1	
24	P141725/F	29/07/2014	ERECT 1 DWELL	1	LAND AT 17 TOWER HILL	1	1	1	1	1	1				1	
25	P141808/F	24/07/2014	ERECT BUNGALOW	1	LAND REAR OF 53 YORK RD	1	1	1	1	1	1			1	1	
26	P141946/F	14/12/2014	ERECT 1 DWELL	1	LAND OFF HIGHWELL LANE BROM	1	1		1	1	1			1		
27	P142151/F	02/10/2014	CONV BANK TO 3 FLATS	3	HSBC BANK 1 HIGH STREET	3	1			1	1			1	1	
28	P151069/F	08/05/2015	ERECT 1 DWELL	1	LAND AT SPION COP 61 YORK ROAD	3	1			1	1			1		
29	P153164/F	26/11/2015	ERECT 2 DWELL	2	57 YORK ROAD	1	1		1					1		
30	P153255/PA4	02/12/2015	CONV AGRI BLDG TO 1 DWELL	1	BARN AT GRAVELS ASH WINSLOW			1								
31	P161609/F	07/07/2016	ERECT 1 DWELL	1	LAND AT 28 OLD ROAD	3	1	1	1	1	1			1		
32	P162222/F	06/09/2016	ERECT 1 DWELL	1	LAND AT THE GROVE WINSLOW	3	1	1					1			
33	P162480/F	13/10/2016	CONV SCHOOL TO 5 DWELL	5	FORMER GRAMMAR SCHOOL CHURCH ST	3	1			1	1	1		1	1	
			<b>21 Approved Applications</b>	<b>110</b>			<b>20</b>	<b>16</b>	<b>8</b>	<b>17</b>	<b>16</b>	<b>1</b>	<b>4</b>	<b>14</b>	<b>8</b>	<b>104</b>
<b>Total</b>			<b>33 Approved Applications</b>	<b>131</b>			<b>31</b>	<b>24</b>	<b>11</b>	<b>21</b>	<b>20</b>	<b>2</b>	<b>6</b>	<b>20</b>	<b>11</b>	<b>146</b>

	Reference	Date Approved	Application	Dwellings	Address	Years	Plans	Samples	Design	Runoff	Drainage	Archeo	Ecology	Highways	Hours	
<b>Kington</b>	<b>Pre NPPF</b>															
34	DCN070439/F	05/04/2007	CONV OUTBLDG TO DWELL	1	NO 7 BRIDGE STREET (DCN070440/LBC)	3	1	1	1					1		
35	DCN070568/F	20/07/2007	CONV DENTIST TO 4 FLATS	4	37 CHURCH STREET	3	1	1	1							
36	DCN070672/F	03/10/2007	DEMO OF RESI CARE ERECT 12 AFF	12	KINGSWOOD HALL KINGSWOOD ROAD	3	1	1					1	1		
37	NW071199/F	15/08/2007	ERECT 58 DWELL	58	MAESYDANI SITE KINGDOM	3		1	1	1	1		1	1		
38	DCN072455/F	06/09/2007	ERECT 1 DWELL	1	COOPERS YARD OFF HIGH STREET	3		1		1	1					
39	DCN073261/F	11/12/2007	ERECT 1 DWELL	1	LAND ADJOINING HIGH STREET	3		1	1	1	1	1	1	1		
40	DCN073669/F	28/12/2007	CONV WKSP TO DWELL	1	THE OLD PRINTING WORKS HARP YARD	3	1	1	1					1	1	
41	DCN080211/F	29/08/2008	CONV STABLES TO 3 DWELL	3	RHIWLAS FARM TITLEY COURT ESTATE	3	1	1	1	1		1	1	1	1	
42	DCN080982/F	25/06/2008	CONV MEETING HALL TO DWELL	1	46 BRIDGE STREET KINGTON	3	1	1	1		1					
43	DCN090202/F	20/06/2009	CONV SHOP TO DWELL	1	16 ARROW VIEW LOWER HARGEST	3										
44	DCN091016/F	05/06/2009	CONV SHOP TO DWELL	1	39A DUKE STREET	3	1									
45	DCN081516/F	02/08/2009	CONV SHOP TO DWELL	1	32 DUKE STREET	1	1	1	1	1		1				
46	NW092461/F	02/11/2009	CONV GROUND FLOOR TO FLAT	1	THE CASTLE INN CHURCH STREET	3	1	1								
47	NW100329/F	18/03/2010	CONV STORAGE ROOMS TOFLAT	1	10 HEADBROOK KINGTON	1	1	1						1		
48	NW100536/F	17/06/2010	ERECT 3 DWELL	3	PLOTS 26,27,28 TAN HOUSE MEADOW THE M	1	1	1	1	1	1			1	1	1
49	N102038/F	08/10/2010	CONV SHOP TO DWELL	1	17 DUKE STREET	3	1	1				1				1
50	N102016/F	11/10/2010	CONV WKSP TO 3 DWELL + 7 NEW	10	VICTORIA ROAD INC 3 AFF	3	1	1	1	1	1	1	1	1		
51	N102548/F	18/11/2010	ERECT 4 STARTER HOMES	4	LAND OFF CRABTREE ROAD	1	1	1	1	1	1	1				
52	N112319/F	29/09/2011	DEMO GARAGE ERECT DWELL	1	LEEWAY IN 32A BRIDGE STREET	3	1									1
53	N113545/F	25/01/2012	ERECT 4 DWELL	4	LAND BEHIND 43 DUKE STREET	3	1	1	1	1	1	1				
			<b>20 Approved Applications</b>	<b>110</b>			<b>16</b>	<b>17</b>	<b>12</b>	<b>9</b>	<b>8</b>	<b>7</b>	<b>5</b>	<b>9</b>	<b>5</b>	<b>88</b>
<b>Kington</b>	<b>Post NPPF</b>															
54	N121950/F	27/09/2012	CONV BRITISH LEGION TO 3 DWELL	3	OLD BRITISH LEGION SUN LANE	1	1	1	1	1				1		
55	P132966/F	01/12/2013	ERECT 1 DWELL	1	KINGSWOOD HALL/ROAD KINGTON	1	1	1	1	1	1					
56	P140821/F	11/05/2014	ERECT 1 DWELL BUNG	1	PARKGATE MILL ST	3	1	1	1	1	1					
57	P141330/F	25/05/2014	ERECT 1 DWELL	1	KINGSWOOD HALL/ROAD KINGTON	1	1	1	1	1	1		1	1		
58	P141088/F	21/08/2014	CONV OUTBLDGS TO 2 DWELL	2	4 GRAVEL HILL KINGTON	1	1	1	1	1						
59	P142354/F	12/09/2014	DEMO GARAGE ERECT 2 DWELL	2	LAND AT FLOODGATES	1	1		1		1					
60	P153631/F	28/01/2016	ERECT 10 DWELL	10	LAND AT DEACONS YARD 36 VICTORIA RD	3	1	1		1			1		1	
61	P161641/F	15/07/2016	ERECT 2 DWELL	2	LAND AT 12 GREENFIELD DRIVE	3	1		1	1				1		
62	P162264/CD4	05/11/2016	ERECT 8 DWELL COUNCIL DEVELOP	8	LAND ADJ TO OFFICES 35 HAFORD RD	3	1	1	1	1			1	1	1	
			<b>9 Approved Applications</b>	<b>30</b>			<b>9</b>	<b>7</b>	<b>8</b>	<b>8</b>	<b>4</b>	<b>0</b>	<b>3</b>	<b>4</b>	<b>2</b>	<b>45</b>
<b>Total</b>			<b>29 Approved Applications</b>	<b>140</b>			<b>25</b>	<b>24</b>	<b>20</b>	<b>17</b>	<b>12</b>	<b>7</b>	<b>8</b>	<b>13</b>	<b>7</b>	<b>133</b>

	Reference	Approved	Application	Dwellings	Address	Years	Plans	Samples	Design	Runoff	Drainage	Archeo	Ecology	Highways	Hours	
<b>Wellington</b>	<b>Pre NPPF</b>															
63	DCC070438/RM	05/04/2007	ERECT 1 DWELL	1	LAND ADJ MYRTLE COTTAGE			1			1				1	
64	DCC070845/O	14/05/2007	ERECT 1	1	THE BIRCH HOUSE	3		1	1							
65	DCC072260/F	30/08/2007	ERECT 1 BUNG	1	SITE ADJ TO TOWNEND	3	1	1							1	
66	DCN072436/F	07/09/2007	ERECT 2 DWELL	2	WELLINGTON CHAPEL	3		1							1	
67	DCC072314/F	27/09/2007	ERECT 1 DWELL	1	LAND AT JABNIN THE ROW	3		1		1	1				1	
68	DCC072822/F	26/09/2007	ERECT 1 DWELL	1	LAND ADJ MUNNS COTTAGE THE ROW	3			1						1	
69	DCC072839/F	14/11/2007	ERECT 12 DWELL	12	LAND ADJ PAROSONAGE AUBENEW ROAD	3		1			1				1	
70	DCC080905/O	23/07/2008	ERECT AGRI WORKERS DWELL	1	LAND OPPO AUBERRAU OS FIELD NO 9323	3			1			1				
71	CWO083205/F	23/10/2009	ERECT 13 OPEN 7 AFFORD DWELL	20	CHURCH HOUSE FARM	3	1	1	1		1		1	1		
72	N102254/F	14/10/2010	ERECT 12 DWELL	12	LAND ADJ PARSONAGE FARM	3										
73	N111482/F	03/08/2011	CONV BARN TO DWELL	1	BRIDGE FARM BARN	3	1		1		1	1	1	1		
74	N111485/L	24/08/2011	CONV 2 BARN TO 1 DWELL	1	STOCKS HOUSE FARM	3	1	1			1	1		1		
75	N112401/F	06/10/2011	ERECT 1 DWELL	1	REAR OF THE BRICK HOUSE	3	1	1	1					1		
			<b>13 Approved Applications</b>	<b>55</b>			<b>5</b>	<b>9</b>	<b>6</b>	<b>1</b>	<b>6</b>	<b>3</b>	<b>2</b>	<b>4</b>	<b>6</b>	<b>42</b>
<b>Wellington</b>	<b>Post NPPF</b>															
76	P140755/F	03/03/2013	ERECT 1 DWELL	1	WALNUT HOUSE	3	1	1			1					
77	N121088/F	05/03/2013	ERECT 1 DWELL	1	WHITE HOUSE	1	1	1						1		
78	P131442/F	08/08/2013	ERECT 1 DWELL	1	LAND AT HOLLY HOUSE	1		1	1		1			1		
79	P141253/F	04/09/2014	ERECT 20 DWELL	20	LAND ADJ TO CHURCH HOUSE FARM	3	1	1		1			1	1		
80	P150977/F	18/06/2015	CONV BARN TO 1 DWELL	1	WESTFILED FARM AUBERRAU	3	1	1	1				1			
81	P151954/F	20/08/2015	ERECT 1 DWELL	1	LAND ADJ RAVENSCROFT	1	1	1	1							
82	P161182/F	18/07/2016	DEMO AGRI BLDG ERECT 5 DWELL	5	LAND AT STOCKS HOUSE FARM	3	1	1		1		1	1	1		
83	P161737/O	19/08/2016	ERECT 1 DWELL	1	LAND ADJ TO 19 BROOKSIDE	3	1									
			<b>8 Approved Applications</b>	<b>31</b>			<b>8</b>	<b>7</b>	<b>3</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>3</b>	<b>4</b>	<b>0</b>	<b>30</b>
<b>Total</b>			<b>21 Approved Applications</b>	<b>86</b>			<b>13</b>	<b>16</b>	<b>9</b>	<b>3</b>	<b>8</b>	<b>4</b>	<b>5</b>	<b>8</b>	<b>6</b>	<b>72</b>

	Reference	Approved	Application	Dwellings	Address	Years	Plans	Samples	Design	Runoff	Drainage	Archeo	Ecology	Highways	Hours	
<b>Leintwardine</b>	<b>Pre NPPF</b>															
84	DCN072377/F	14/09/2007	ERECT 2 SEMI DWELL	2	DARK LANE	3		1	1							
85	DCN081504/F	16/07/2008	CONV GARAGE TO DWELL	1	SEEDLEY BARN HIGH STREET	3										
86	NW100121/F	20/05/2010	CONV BARN TO DWELL	1	19 WATLING STREET	3	1									
87	NW101096/F	06/08/2010	ERECT 20 AFFORD DWELL	20	LAND BETWEEN DARK LANE & ROMAN RD	3	1	1					1	1	1	
88	N101908/F	15/10/2010	ERECT 1 DWELL	1	LAND AT REAR OF PLOUGH COTTAGE	1	1	1	1						1	
89	N102035/O		ERECT 1 AFF DWELL	1	BANK HOUSE HIGH TREES	3	1		1							
90	N111365/F	25/07/2011	DEMO VETS ERECT 1 DWELL	1	THE VETS SURGERY CHURCH STREET	1	1	1	1			1		1		
91	N112808/F	01/12/2011	CONV BARN TO DWELL	1	KIRTON FARM KINTON	3	1	1	1				1		1	
			<b>8 Approved Applications</b>	<b>28</b>			<b>6</b>	<b>5</b>	<b>5</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>2</b>	<b>2</b>	<b>3</b>	<b>24</b>
<b>Leintwardine</b>	<b>Post NPPF</b>															
92	N113288/F	21/12/2012	CONV SEMI TO 2 DWELL	2	THE LITTLE HOUSE WATLING STREET	3	1	1	1				1			
93	P131052/F	07/06/2013	ERECT 1 DWELL	1	LAND ADJ FOREST LODGE DARK LANE	1	1	1	1						1	
94	P142215/O	18/12/2014	ERECT UP TO 45 DWELL	45	LAND OFF ROSEMARY LANE											
95	P150996/F	14/05/2015	ERECT 1 DWELL	1	48 WATLING STREET	3	1	1			1					
96	P151121/O	21/05/2015	ERECT 10 DWELL	10	LAND OFF HIGH STREET	3		1	1	1	1		1	1		
97	P162811/F	13/10/2016	ERECT 1 DWELL	1	REAR OF 9 WATLING STREET	3	1	1	1	1			1	1		
			<b>6 Approved Applications</b>	<b>60</b>			<b>4</b>	<b>5</b>	<b>4</b>	<b>2</b>	<b>2</b>	<b>0</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>23</b>
<b>Total</b>			<b>14 Approved Applications</b>	<b>88</b>			<b>10</b>	<b>10</b>	<b>9</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>5</b>	<b>4</b>	<b>4</b>	<b>47</b>
<b>SUMMARY</b>																
<b>Pre</b>			<b>53 Approved Applications</b>	<b>216</b>												
<b>Post</b>			<b>44 Approved Applications</b>	<b>231</b>												
<b>Grand Total</b>			<b>97 Approved Applications</b>	<b>447</b>												
					<b>BROMYARD</b>	<b>NON-NP</b>	<b>31</b>	<b>24</b>	<b>11</b>	<b>21</b>	<b>20</b>	<b>2</b>	<b>6</b>	<b>20</b>	<b>11</b>	<b>146</b>
					<b>KINGTON</b>	<b>NON-NP</b>	<b>25</b>	<b>24</b>	<b>20</b>	<b>17</b>	<b>12</b>	<b>7</b>	<b>8</b>	<b>13</b>	<b>7</b>	<b>133</b>
							<b>56</b>	<b>48</b>	<b>31</b>	<b>38</b>	<b>32</b>	<b>9</b>	<b>14</b>	<b>33</b>	<b>18</b>	<b>279</b>
							20%	17%	11%	14%	11%	3%	5%	12%	7%	
					<b>WELLINGTON</b>	<b>NP</b>	<b>13</b>	<b>16</b>	<b>9</b>	<b>3</b>	<b>8</b>	<b>4</b>	<b>5</b>	<b>8</b>	<b>6</b>	<b>72</b>
					<b>LEINTWARDINE</b>	<b>NP</b>	<b>10</b>	<b>10</b>	<b>9</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>5</b>	<b>4</b>	<b>4</b>	<b>47</b>
							<b>23</b>	<b>26</b>	<b>18</b>	<b>5</b>	<b>10</b>	<b>5</b>	<b>10</b>	<b>12</b>	<b>10</b>	<b>119</b>
							19%	22%	15%	5%	8%	5%	8%	10%	8%	
					<b>TOTAL</b>		<b>79</b>	<b>74</b>	<b>49</b>	<b>43</b>	<b>42</b>	<b>14</b>	<b>24</b>	<b>45</b>	<b>28</b>	<b>398</b>
							20%	18%	12%	11%	11%	4%	6%	11%	7%	



Appendix 8:

**Scoring from Ishikawa determining study areas**

<b>Social Aspects</b>	Potential	Quantifiable	Beneficial	Achievable	Means	Chapter	Inclusion
Community Centred	10	10	10	10	Survey	7	✓
Public House	10	10	10	10	Survey	7	✓
Post Office	10	10	10	10	Survey	7	✓
Retail outlet	10	10	10	10	Survey	7	✓
Involvement	10	10	10	10	Survey	7	✓
Green space	10	10	10	10	Survey	7	✓
Crime rate	10	10	10	10	Survey	7	✓
Recreation	10	10	10	10	Survey	7	✓
Communication	10	10	10	10	Survey	7	✓
Transport	10	10	10	10	Survey	7	✓
<b>Economic Issues</b>	Potential	Quantifiable	Beneficial	Achievable	Means	Chapter	Inclusion
Deprivation	5	5	3	6	ONS	3	✓
Employment	5	5	5	6	ONS	6	✓
Local spending	4	2	2	2	N/A	N/A	x
Community size	10	10	10	10	ONS	6 & 7	✓
Retail availability	10	10	10	10	Survey	7	✓
Affluence	8	2	2	2	N/A	N/A	x
Local economy	6	2	6	2	N/A	7	✓
Public spending	10	10	10	10	Survey	7	✓
Life cycle	6	5	6	2	ONS	N/A	x
Travel means	10	10	10	10	Survey	7	✓
<b>Governance</b>	Potential	Quantifiable	Beneficial	Achievable	Means	Chapter	Inclusion
Central Government	10	10	10	10	Lit Review	2	✓
Local Government	10	10	10	10	Lit Review	All	✓
Community	10	10	10	10	Survey	All	✓
Location	10	10	10	10	Lit Review	4	✓
Inspectorate	10	10	10	10	LPA data	5 & 6	✓
Targets	10	10	10	10	LPA data	5, 6, 7	✓
Applications	10	10	10	10	LPA data	5, 6, 7	✓
Decisions	10	10	10	10	LPA data	5, 6, 7	✓
Refusals	10	10	10	10	LPA data	5, 6, 7	✓
Approvals	10	10	10	10	LPA data	5, 6, 7	✓
<b>Planning Policy</b>	Potential	Quantifiable	Beneficial	Achievable	Means	Chapter	Inclusion
Migration	10	7	7	5	LPA data	6	✓
Developers	5	3	3	2	N/A	N/A	x
5 year plan	10	10	10	10	LPA data	5 & 6	✓
Core Strategy	10	10	10	10	LPA data	5 & 6	✓

PDL/Greenfield	10	10	10	10	LPA data	5 & 6	✓
Private/Social	10	10	10	10	LPA data	5, 6, 7	✓
Affordable	10	10	10	10	LPA data	5, 6, 7	✓
Quantity	10	10	10	10	LPA data	5, 6, 7	✓
When build	10	10	10	10	LPA data	5, 6, 7	✓
Where build	10	10	10	10	LPA data	5,6,7	✓
<b>Environmental</b>	Potential	Quantifiable	Beneficial	Achievable	Means	Chapter	Inclusion
Biodiversity	10	10	10	10	LPA data	6	✓
Flooding	10	10	10	10	LPA data	7	✓
Bldg Regs	10	10	10	10	LPA data	8	✓
Infrastructure	10	10	10	10	LPA data	9	✓
Greenbelt	10	10	10	10	LPA data	10	✓
Habitat loss	10	10	10	10	LPA data	11	✓
Agri land loss	10	10	10	10	LPA data	12	✓
CO2	2	1	1	1	LPA data	N/A	x
Waste	2	1	1	1	LPA data	N/A	x
SSI's/AONB	10	10	10	10	LPA data	6	✓
<b>People</b>	Potential	Quantifiable	Beneficial	Achievable	Means	Chapter	Inclusion
Commuting	10	10	10	10	Survey	7	✓
Life cycles	10	10	10	10	Survey	8	✓
Demographics	10	10	10	10	ONS	4	✓
Acceptance	10	10	10	10	Survey	7	✓
Healthcare	10	10	10	10	Survey	7	✓
Local salaries	10	10	10	10	Survey	7	✓
Employment	10	10	10	10	Survey	7	✓
Education	10	10	10	10	Survey	7	✓
Well-being	10	10	10	10	Survey	7	✓
Ageing population	10	10	10	10	Survey	7	✓

**Appendix 9: Letter of intent for a Focus Group sent to all Parish Clerks**



**Harper Adams  
University**

To whom it may concern,

I am Colin Fernley a PhD student at Harper Adams University, researching new housing development in Herefordshire. I have identified four villages from which I would like to gather the views of local people. To do this I propose to hold a series of focus groups (one at each village) at which attendees are invited to discuss a small range of topics relating to the development of their community. The discussion should take no more than one hour and light refreshments will be provided.

If you would be willing to take part in a Focus Group (please feel free to bring a friend or partner), please contact me by any of the options below.

You have my utmost assurances that you will retain full anonymity at all times; however as this will be a group discussion situated within your Parish, obviously friends, colleagues, or relations may be present at the same time as yourself.

No personal details will be divulged to any other source, and will be only held by me for the duration of the study, then all will be destroyed. If you have any queries or just wish to discuss any aspect of the research, please do not hesitate to contact me.

Thank you

**Colin Fernley**  
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Harper Adams University  
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Appendix 10: Poster of invitation to take part in a Focus Group



## IF YOU ARE WILLING TO TAKE PART IN A **FOCUS GROUP**

Sessions will take a maximum of one hour and light refreshments will be provided



## TO DISCUSS HOUSING DEVELOPMENT IN YOUR COMMUNITY

**Colin Fernley**

PhD Student  
Land farm and Agri Business  
G26 Jubilee Adams Building  
Harper Adams University  
Newport  
Shropshire  
TF10 8NB

Tel: 01952 815139  
Mob: 07484 752467  
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**Appendix 11 Letter of introduction to Parish Clerks defining intent of Parish survey**



**Harper Adams  
University**

To whom it may concern,

I am Colin Fernley a PhD student at Harper Adams University, researching rural development in Herefordshire. I have identified four parishes from which I would like to gather the views of residents and employees, about housing development in their community. To do this I propose to conduct a questionnaire survey in your parish. The survey is an attempt to gather data and information which will help to understand people's perceptions and opinions on topics relating to the development of their community.

The survey is intended to be conducted at a mutually agreed venue with yourself, in daylight hours, taking approximately five minutes to complete. If the Parish Council would be interested in the findings of my research, then please do get in touch and I can ensure that once the results are written up, that you receive a copy.

All participants will retain full anonymity at all times, and that no personal details or private information will be published. The data collected will only be used as a means of discussion within my thesis, and will not be divulged to any other source.

If you have any concerns or wish to discuss any aspect of my proposal, please do not hesitate to contact me.

Thank you

**Colin Fernley**  
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Appendix 12: Contents of questionnaire for Parish survey



**Harper Adams  
University**

**Village Housing Questionnaire**

I am Colin Fernley a PhD student at Harper Adams University. I am researching rural housing development and in helping me to ascertain local residents views on the planning process, I hope that my research will give people more of a say on planning and housing development in their communities.

If you would like to be informed of the findings, or would prefer to complete this survey by telephone, or other means, please supply contact details on page 4. All information will be treated in the utmost confidence, and any response that you provide will not be attributed to you.

In appreciation of your assistance in completing this survey, all questionnaires that are returned to me by the 8<sup>th</sup> of August 2017 (with the appropriate unique entry ticket), will be eligible for a **FREE DRAW** with a chance to win a **£100 gift voucher**.

1. Who is responsible for planning housing development in your community?

*Please Tick one box only*

Central Government	County Council	Parish Council	Local Community	Other	Don't Know
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

If other please state: .....

2. Are you given sufficient opportunity to be involved in the planning and decision making process in your community?

*Please Tick one box*

<b>YES</b>	<b>NO</b> <i>if no go to Qu.4</i>	<b>Don't Know</b>
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3. This opportunity is given by involvement with: *Please tick all that apply*

Planning Application	Neighbourhood Plan	Parish Plan	Local Plan	Village Design Statement	Other	Not Sure

If other please state: .....

4. Is the community view taken into account when planning decisions are made? *Please circle one*

**YES**                      **NO**                      **SOMETIMES**                      **DON'T KNOW**

If not why not?:

.....  
 .....  
 .....

5. Overall how satisfied are you with planning decisions relevant to your community?

*Please circle one box where 1 is least satisfied and 5 is most satisfied*

1	2	3	4	5
---	---	---	---	---

6. Please indicate the extent to which you agree with the following statement by ticking the appropriate box:

	Strongly Disagree	Disagree	Neither Agree or Disagree	Agree	Strongly Agree	Don't Know
There have been too many new houses built in my community over the last 10 years						
New houses built in my community over the last 10 years have been too large						
There have been insufficient starter homes built in my community over the last 10 years						
In my community new houses have been well located						
The type of new housing fits in with the existing character of the village / town.						
The design of housing reflects the existing character of my community.						
New housing is sensitively designed to take account of the nature conservation and						
There is a need for more accommodation suitable for the elderly in my community						
I would like to see more affordable housing built in my community						
Local people determine the level of development in this community						
Development of my community is determined primarily by Central Government						
Development of my community is determined primarily by the Local Authority						
New development in my community will help support existing services and facilities						
My community is growing too fast						
The growth of my community is so great I intend to move						

7. What do you consider to be an appropriate increase in the number of houses in your community over the next 5 years?

*Please circle appropriate box*

<b>0-5</b>	<b>6-10</b>	<b>11-25</b>	<b>26-50</b>	<b>51-100</b>	<b>100+</b>
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8. On a scale of 1 to 5 (where 1 is least important and 5 is the most important), please state how you feel the following things contribute towards your overall satisfaction of living in your community.

EMPLOYMENT OPPORTUNITIES		ROAD AND RAIL CONNECTION	
HEALTHCARE FACILITIES		SCHOOLS AND EDUCATION	
PUBLIC OPEN SPACES		HOUSING	
PUBLIC TRANSPORT		FRIENDLY COMMUNITY	
PUBLIC HOUSE		LOCAL CRIME RATE	
POST OFFICE		NATURAL ENVIRONMENT	
RETAIL OUTLET e.g. VILLAGE SHOP		Other (Please state)	

9. On a scale of 1 to 10 (where 1 is very low and 10 is very high), How would you rate your personal overall quality of life and happiness of living in your community?

Please insert number

10. How long have you lived in this community?

Please insert number

Years

11. If you are not originally from here, what attracted you to this community?

*Please tick all that apply*

HOUSING AVAILABILITY		RECREATIONAL AVAILABILITY	
HOUSING AFFORDABILITY		EDUCATION FACILITIES	
PROXIMITY TO FAMILY		MEDICAL FACILITIES	
PROXIMITY TO FRIENDS		ACCESS TO PUBLIC TRANSPORT	
PROXIMITY TO EMPLOYMENT		LOW CRIME RATE	
RETAIL AVAILABILITY		RURAL LOCATION	
		Other (please state)	

**Comments:** Are there any aspects on planning or development you wish to comment on

--

12. In what type of housing do you live? *Please Tick Appropriate box*

Owner Occupier	Private rented	Social Rented	Shared Ownership	Other

13. What are the first 4 characters of your Postcode? (e.g. SY5 8)

--	--	--	--

14. What is your gender? *Please circle*

Male	Female	Prefer not to say
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15. In what age band do you fall? *Please circle*

16-29	30-44	45-64	65-84	85+
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Contact details (e.g. Telephone Number, e-mail):

*All information supplied will be treated in the utmost confidence and will not be divulged to any other party.*

Thank you very much for taking the time to complete this survey, your contribution is valued and very much appreciated.

**Colin Fernley**

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Prize drawer ticket number: please write in box below

<b>Good luck</b>
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**Appendix 13: Questionnaire for retail and service outlets in small rural Market Towns**



**Harper Adams University**

I am Colin Fernley a PhD student at Harper Adams University. I am researching rural housing development and in helping me to ascertain local residents views on the planning process, I hope that my research will give people more of a say on planning and housing development in their communities.

If you would like to be informed of the findings, or would prefer to complete this survey by telephone, or other means, please supply contact details on page 6. All information will be treated in the utmost confidence, and any response that you provide will not be attributed to you.

In appreciation of your assistance in completing this survey, all questionnaires that are returned to me by the 30<sup>th</sup> September 2017 (with the appropriate unique entry ticket number), will be eligible for entry into a **FREE DRAW** with a chance to win a **£100 gift voucher**.

**Retail/Service Survey Section Only**

**1. Are you?**                      Employer                      Employee                      Prefer not to say  
Please Tick                                                                 

**2. Do you reside in this community?**  
Please Tick                      Yes                      No  
                        

**3. If No, how many miles away do you reside?**  
Please Tick                      0 - 5                      6 -10                      11- 25                      25+  
                                                                    

**4. What mode of transport do you use to travel to work?** Please Tick all that apply  
Private vehicle    Car-share    Rail    Bus    Bicycle    Walking    Other

**5. How many years has this outlet been open?**

Please Tick      Less than 1      1-5      6-10      11+

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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**6. Did you take over this outlet?**

Please Tick      Yes      No

<input type="checkbox"/>	<input type="checkbox"/>
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**7. What percentage of local residents would you estimate your customer base to be?**

Please Tick      0-10      11-25      26-50      51-75      76-100

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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**8. Is your customer base seasonal?**

Please Tick      Yes      No      Don't Know

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
--------------------------	--------------------------	--------------------------

**9. If Yes, is this predominantly?**

Please Tick      Spring      Summer      Autumn      Winter

<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
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**10. How would you best describe your outlet/service?**

Please state

.....  
**Thank you**