

Herefordshire Local Plan – Core Strategy

Rural Housing Background Paper

March 2013



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1 Introduction and background

- 1.1 This paper introduces a revised policy approach with regard to new housing development in Herefordshire's rural areas. It has been prepared as part of the evidence base of the Local Development Framework (LDF) to inform the emerging Core Strategy that will guide and shape development in the county until 2031.
- 1.2 The Revised Core Strategy Preferred Options (October 2011) amended the distribution of housing, increasing the level of housing provision in rural areas from 4,500 to 5,300 for the plan period 2011-2031. This change was proposed during consultation in order to provide increased affordable housing and a more flexible approach recognising the emergence of neighbourhood planning.
- 1.3 The previous preferred option (August 2010) centred upon the countywide allocation of rural housing and economic development predominantly to specified villages which were identified as Rural Service Centres (RSCs) and Hubs. Through an analysis of the function of settlements across the county a matrix was produced which scored each village. From the highest scoring settlements those villages which were considered the most appropriate to accommodate growth were identified through the application of criteria. The criteria for a RSC included the requirement to have or lie within 5km of an employment site; have good or very good public transport accessibility; and have all five key day-to day services of a pub, village hall, primary school, shop and post office. Some further villages were designated as Hubs, recognising that settlements near to an RSC (within 5km) often have a functional relationship, sharing key services. Again Hubs were identified through the application of criteria.
- 1.4 Outside of RSCs and Hubs, a further policy supported limited development of a scale appropriate for the locality in other settlements. This criteria based policy was primarily linked to the requirement for the settlements to have good public transport, a minimum of four key day-to-day services and for the development to have a community benefit.
- 1.5 Settlements not identified as RSCs or Hubs and unable to meet the criteria of a second tier settlement were defined as being in open countryside, where residential development would only be permitted to meet specific circumstances (for example a dwelling required in relation to an agricultural, forestry or rural enterprise).
- 1.6 In essence this approach produced a countywide hierarchy of rural settlements with the level of development being intrinsically linked to a village's position within that tiered structure. Further details on RSCs, Hubs, second tier settlements and this approach can be found in the Rural Settlement Hierarchy Background Paper (updated November 2010) and Preferred Options: Rural Areas (August 2010) available on the Council's website.
- 1.7 Given changes to the planning system including publication of the National Planning Policy Framework (NPPF) and evolution of neighbourhood planning, a different approach to rural housing policies is appropriate. It is important that planning policies at a county level are able to clearly demonstrate how strategic targets can be delivered on the ground, provide a policy framework for determining development proposals where a neighbourhood plan does not exist or is silent and be sufficiently flexible so as not to unduly prevent the development aspirations of local communities being achieved through Neighbourhood Development Plans.
- 1.8 The new policy approach detailed in Sections 4, 5, 6 and 7 represents a departure from the Preferred Options: Rural Areas paper published August 2010, having regard

to national guidance and seeking to address concerns raised about the previous option being too prescriptive. Furthermore it aims to support the neighbourhood planning regime by providing a platform from which communities can draft their individual Neighbourhood Development Plans.

- 1.9 Public consultation upon the new rural housing policy approach will be necessary and the implications of the new approach will be taken into account in the Sustainability Appraisal of the plan.

2 Rural Herefordshire – issues, challenges and problems

- 2.1 Herefordshire has a sparse, scattered population with the fourth lowest overall population density in England (ninth in England and Wales) and the greatest proportion of residents living in 'very sparse' areas (25%)¹. Nearly half of its resident population of 183,600 (2011)² live in the rural areas of the county in villages and smaller settlements, farms and other isolated properties. The population of the county is estimated to grow by about 12% by 2031³.
- 2.2 As a predominantly rural, sparsely populated county, the dispersed nature of its population presents many challenges both for residents and for the delivery of services. Close to two thirds of the county is amongst the 25% most deprived in England with respect to geographical barriers to services, these being mainly rural areas⁴. Difficulty in accessing services, a limited communications network (including broadband and mobile phone coverage), dependence on the private car, increased household costs and social isolation are issues that whilst not exclusively rural, can and are exacerbated by Herefordshire's rural characteristics.
- 2.3 Housing affordability is a key issue in rural areas. In 2011 house prices in Herefordshire were 8.6 times annual earnings which represented the worst housing affordability ratio within the West Midlands region⁵. This issue is often at its most pronounced in rural areas where the housing stock is heavily skewed towards higher value properties. This factor together with high demand means house prices are high, particularly relative to earnings and there is an increasing need for affordable houses for local people. Without the provision of the right mix of housing, including affordable housing, that promote balanced and integrated communities, Herefordshire rural areas potentially face a sterile and increasingly socially polarised future where families and working people are forced out and essential services are lost.
- 2.4 Whilst planning cannot overcome market forces and personal behaviour, it can have a powerful effect. It can help protect the distinctive character of Herefordshire's rural settlements. It can seek to ensure rural settlements do not stagnate and decline but instead meet the needs of all generations of their communities, particularly the needs of younger households and those on lower local wages. It can also assist in improving the provision of services, facilities and infrastructure, as well as helping to strengthen community cohesion, parish and family ties.

¹ Measures used in the calculation of the Local Government Finance Settlement

² Mid-2011 estimate based on the 2011 Census from the Office for National Statistics

³ Update to Local Housing Requirement Study – March 2012

⁴ Understanding Herefordshire 2012 – An Integrated Needs Assessment

⁵ Understanding Herefordshire 2012 – An Integrated Needs Assessment

3 National guidance and neighbourhood planning

- 3.1 The NPPF advises that to boost the supply of housing, local planning authorities should use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area. With regard specifically to rural areas, the NPPF advises authorities should be responsive to local circumstances and plan housing development to reflect local needs in a sustainable manner. Paragraph 55 clearly sets out that to promote positive development *'housing should be located where it will enhance or maintain the vitality of rural communities'* and *'should avoid new isolated homes in the countryside unless there are special circumstances'*.
- 3.2 In addition to national government guidance, The Taylor Review of Rural Economy and Affordable Housing 'Living Working Countryside' (July 2008) is a comprehensive report into the issues which face rural communities, together with practical recommendations for change and improvement. The Government Response to the Taylor Review (March 2009) accepted the majority of recommendations, particularly in the context of the creation and maintenance of sustainable communities, and the need to plan for economic recovery.
- 3.3 The Localism Act 2011 introduced neighbourhood planning which enables communities to come together through a local parish council to shape new development by saying where a development should be located and what it should look like. Presently 52% of Parish Councils in Herefordshire so far have indicated a possible intention to prepare a Neighbourhood Development Plan of which 18 have approval to commence drafting their plan (November 2012).
- 3.4 Herefordshire Council recognises the potential of neighbourhood planning and is committed to providing technical advice and support as neighbourhoods draw up their plans. The Core Strategy will strategically outline countywide levels of housing and a methodology for how this will be distributed and delivered. Neighbourhood Development Plans will identify appropriate sites or formulate policy to accommodate growth within their communities in general conformity with the Core Strategy.

4 Why this particular revised approach

- 4.1 In considering a different approach to rural housing policies, it was important to identify the requirements any revision would need to encompass. Unchanged is the necessity that Core Strategy planning policies are able to clearly demonstrate how strategic targets can be delivered on the ground, as well as provide a policy framework for managing development proposals. However the advent of the neighbourhood planning regime added a new dimension which needed consideration in revising any approach.

4.2 Option 1

The Preferred Options: Rural Areas (August 2010) approach pre-dated neighbourhood planning. Whilst it would have been possible to continue developing this to take account of the adjusted overall rural housing target, it was considered insufficiently flexible to encapsulate localism and neighbourhood planning. Given Neighbourhood Development Plans are required to be in general conformity with the Core Strategy, were the Strategy to be too limiting it would in turn constrain the aspirations of local communities, potentially undermining the aims of neighbourhood planning.

- 4.3 The distribution of new housing in The Preferred Options approach reflected a broad settlement hierarchy based on well-established national sustainability principles. It sought to steer development to those locations where there are most opportunities for employment, services and transport accessibility - a similar approach to that adopted in many local authorities around the country. Essentially this means no new housing (affordable or otherwise) can be built in settlements without a specific combination of services present. A criticism of such an approach is that it in effect makes some communities less not more sustainable, condemning many smaller rural communities as 'unsustainable' in principal, with no means of climbing up and out of the sustainability trap for the life of the adopted plan.
- 4.4 More broadly, in developing this approach at a county-wide level, disparities in population density and distribution, and the variation in the rural settlement pattern across Herefordshire were also not taken into account. As such in some areas locally significant villages were not identified and sizeable areas of the county were precluded from any meaningful development (for example north-eastern Herefordshire, western Golden Valley and southern Herefordshire). Therefore in the long term, the sustainability of those areas with no top tier settlements (RSCs and Hubs) could be potentially undermined with communities being left to stagnate.

4.5 Option 2

Taking these considerations in to account, one option for a new approach would be to allow unrestricted development in Herefordshire's rural areas to meet housing demand. Not only would this approach seriously damage the landscape, a valuable county asset, it would promote even greater dependence on the private car thereby increasing emissions contributing to climate change. Enabling further isolated housing is also not economically viable, as it compounds the existing challenge of providing and accessing services and infrastructure in a sparsely populated county. Ultimately this option would be contrary to national guidance set out in the NPPF and would only serve to create more unsustainable communities, a solution which is less desirable than the problem. For these reasons this option was discounted as unrealistic and not worthy of consideration.

4.6 Option 3

By virtue of eliminating both options, it was clear that an approach essentially somewhere in between the two taking account of national guidance was required. Together with a review of the evidence base, parish plans and rural member seminars also assisted to inform the development of the new approach.

- 4.7 The NPPF (paragraph 7) outlines that there are three dimensions to sustainable development: economic, social and environmental. It was considered that any new approach should put greater emphasis on social sustainability to support communities to be strong, vibrant and healthy by providing a supply of housing to meet the needs of present and future generations.

- 4.8 On this basis an approach was developed which did not solely focus on a specific combination of services, but whilst taking service provision in to account, sought to enable Herefordshire's traditional rural village communities with a strong population foundation to grow proportionally to enhance their social and economic sustainability. However, acknowledging variations in rural settlement patterns and population across Herefordshire, rather than a county-wide 'one size fits all' strategy, this approach was developed on a more localised basis to ensure whole areas weren't essentially ignored and left to potentially decline.

- 4.9 The approach uses the evidence developed through the Local Housing Market Assessment (June 2011). This study looks at housing needs across different localities in the county and provided the foundation of the new approach, as opposed to focusing purely on existing service provision (The Preferred Options: Rural Areas – Option 1). By utilising a sensitive approach to rural housing it was considered policy could be developed that is more responsive to local circumstances, as per paragraph 54 of the NPPF.
- 4.10 Given the importance of providing housing to accommodate local people (and increases in home working), in addition to the development of affordable housing policies, it was also considered that smaller villages should not be denied development but this should be focused on housing to meet the needs of people with local connections. Ruling out whole categories of villages as unsustainable was considered to ignore the potential for enhancing the social sustainability of many of Herefordshire's smaller communities.
- 4.11 It was apparent in progressing this approach that overall the strategy would provide scope for a greater provision of affordable housing and increased flexibility within which neighbourhood planning could develop – the stated purposes for revising the rural housing provision and the reasons for advancing a strategy with a greater emphasis on enhancing social and economic sustainability.

5 The Core Strategy approach - A localised strategy for the rural areas of Herefordshire based on Housing Market Areas (HMAs)

- 5.1 The Council's strategy for the rural areas of the county outside of Hereford and the market towns recognises the many challenges in securing their long term future in a sustainable manner. As touched upon, the concept of sustainability is based upon a range of social, economic and environmental factors which includes the presence of employment, affordable housing, facilities and services, access to sustainable transport, as well as intangible factors such as social fabric reflecting community cohesion, interdependence and commitment.
- 5.2 Sustainable development is therefore about positive growth and gains in these three dimensions of sustainability are central to achieving a strong living and working rural Herefordshire and meeting objectives 1, 5, 8, 10 and 12 of the draft Core Strategy.
- 5.3 To achieve this aim, this strategy will seek to enhance the role the county's rural settlements have traditionally played as accessible, sustainable centres for their rural catchments. Therefore the positive growth of existing villages through the development of appropriate rural businesses and housing, including affordable housing, that contributes toward maintaining and strengthening these centres as hives of activity both socially and economically will be supported.
- 5.4 54% of Herefordshire's population live in rural areas outside of Hereford and the market towns in villages or smaller settlements, farms and other isolated properties⁶. The sparse, scattered nature of population distribution is not only characteristic of these areas but a defining characteristic of the county. Whilst acknowledging county-wide characteristics that paint a picture of a predominantly rural community, it is apparent that within its borders different areas of Herefordshire have their own identities shaped by a variety of factors and affinities that have evolved through time.

⁶ Understanding Herefordshire 2012 – An Integrated Needs Assessment

- 5.5 The pattern of settlement is a significant facet of an area's geography and contributes to a particular local character. In Herefordshire, the pattern of rural settlements varies within the county and therefore to assist the development of the Core Strategy for such a large county, a localised approach to the rural areas has been developed.
- 5.6 In advancing this approach to rural development the Council has decided to build upon the work undertaken on Housing Market Areas (HMAs) in the county through the West Midlands Strategic Housing Market Assessment - Shropshire & Herefordshire (2008), Herefordshire Local Housing Market Assessment (June 2011) and Local Housing Requirement Study (March 2012).
- 5.7 What is a Housing Market Area

The housing market refers to the supply and demand for houses, usually in a particular country or region. The West Midlands Strategic Housing Market Assessment (2008) identified areas within the region where similar dwellings command similar prices and where evidence of functional connections, such as travel to work patterns exist. Within the West Midlands, the area along the Welsh border encompassing Herefordshire and Shropshire (with the exception of the Telford and Wrekin authority area) was identified as an area within which a housing market operates at this sub-regional level.

- 5.8 However this analysis recognised trying to group such large areas together could appear contrived. This is primarily a consequence of the rural nature of this large sub-regional area, with its many centres and separate identities not fitting with a strategic analysis. On this basis the area was broken down further, including seven relatively self-contained geographical areas within Herefordshire.
- 5.9 Building upon this strategic analysis, further county based studies recognised the housing market within Herefordshire varies spatially and the county can be divided in to seven areas based upon common housing market characteristics including:
- tenure
 - house type profile
 - incomes and affordability
 - house prices
 - geographical proximity
 - patterns of household movement (migration)
 - travel to work patterns that demonstrate the functional relationship between where people live and work

These geographical areas are the Housing Markets Areas (HMAs) of Herefordshire.

- 5.10 By virtue of these differing attributes, each HMA and its requisite rural and urban elements have differing specific future housing needs and requirements, which this locally incorporated approach seeks to respond to more closely.
- 5.11 The Figure 1 over page shows the seven HMAs which are broadly focused on Hereford and the market towns, except for the Golden Valley. HMAs utilise ward boundaries (within which parishes sit). The approach to rural areas has been undertaken on the basis of analysis of the rural element of each HMA. The term rural HMAs used in this paper refers to the rural parts of the defined HMAs.

Figure 1 – Map of the Housing Market Areas (HMAs) of Herefordshire



Housing Market Areas



NORTH Not to Scale

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5.12 The Council is proposing that approximately 5,300 houses should be developed in the rural areas of the county during the plan period. Utilising evidence from the Local Housing Requirement Study (March 2012) this county wide rural housing target can be broken down by rural HMA, thus informing a set of indicative rural housing targets which relate more closely to the future housing needs of the different areas and rural communities of Herefordshire.

These targets are approximations and do not take in to account existing commitments and windfall development (for example barn conversions). As such the level of housing will be lower within each rural HMA. Section 8 – Delivery and Monitoring explains more fully how housing will be delivered, in particular the role of neighbourhood planning.

Figure 2 – Table showing the rural housing target by rural HMA

| Rural HMA | Approximate number of dwellings 2011 - 2031 |
|---------------|---|
| Bromyard | 364 |
| Golden Valley | 304 |
| Hereford | 1870 |
| Kington | 317 |
| Ledbury | 565 |
| Leominster | 730 |
| Ross on Wye | 1150 |
| | ----- |
| | 5300 |

5.13 Acknowledging that the county’s rural neighbourhood varies spatially and the different characters of the rural HMAs can be seen in their village communities, beyond individual rural HMA housing targets, an assessment of each was undertaken to inform how housing would be distributed within to enhance the social and economic sustainability of its villages. Section 6 outlines these assessments on the basis of the principles set out below.

5.14 Integral to this assessment is the median average village size within each rural HMA. Incorporating this local attribute recognises some HMAs have relatively small villages (such as Kington, Leominster and the Golden Valley) which operate as locally significant centres, whereas in other areas clusters of larger neighbouring settlements have evolved in closer proximity (Hereford for example).

5.15 To determine the median average of each rural HMA the number of dwellings within the main envelope of each village located within the rural HMA was counted. The median average was then calculated from those villages with 20 or above dwellings. A baseline of 20 dwellings was used as those communities below could not be considered villages (or small villages) by virtue of not being a compact settlement of houses and other buildings, often traditionally with a church.

5.16 A further aspect of the approach is the targeted development of those villages which act as a focus for the wider community through the presence of existing services and facilities that can include schools, shops, public houses and businesses. Such facilities and services are crucial to the sustainability of rural communities and growth in these

places plays a role in meeting local needs, supporting and where possible improving and extending the local service provision, as well as reducing carbon emissions by minimising the need to travel longer distances to such facilities by private car. Therefore studying each rural HMA, villages below the median average size with a range of services and facilities in the context of that area have also been included. An assessment of services and facilities was undertaken as part of development of The Preferred Options: Rural Areas approach. The details of this assessment can be viewed in Rural Settlement Hierarchy Background Paper (updated November 2010) available on the Council's website.

5.17 By using the median village size of each rural HMA as a localised benchmark a broader range of settlements have been considered as locations for future housing development. The application of this criterion also enables those villages with a sizeable population basis (in the context of the HMA) and potential to become more sustainable to be included. It is evident that many areas experience difficulty in accessing services and that many parishes understand not only the need to support current services and facilities, but to enhance their provision. A number of villages have a sizeable population basis but more limited services presently and by enabling some housing growth within these communities, facilities become more viable and identified needs and community aspirations are more likely to be realised.

5.18 This methodology provides a direction for how growth should be distributed but is potentially less rigid and locally specific, considering settlements in the context of the area within which they are set and function, as opposed to on a wider county level. Rather than purely reinforcing a pattern of rural growth that mirrors past policy meaning large pockets of rural Herefordshire are overlooked, being precluded from any meaningful growth, this approach aims, together with neighbourhood planning, to empower more communities to become sustainable places in a manner which respects the fundamental rural character of Herefordshire.

5.19 Smaller villages - market housing which are affordable for local people

The subject of housing for local people is a key concern across all communities of the rural HMAs. As already highlighted, affordability is an issue in Herefordshire due to the relationship between house prices and incomes. In rural areas this issue is further exacerbated by an existing housing mix that is heavily skewed towards higher value properties, as well as demand from people moving to rural areas, coupled with restricted scope for new house building. This situation has resulted in a need for a range of housing for local people.

5.20 Whilst affordable housing policies within the draft Core Strategy will help to increase the supply of affordable sector housing in Hereford, the market towns and across the rural areas, this does not address the shortage of market housing priced at a level which is affordable for local people. To enhance social sustainability in the smaller villages of Herefordshire's rural areas, housing development will therefore be focused on providing smaller and consequently more affordably priced market homes which meet the needs of people with local connections, whom would not otherwise be able to live in their local area.

5.21 Restricting the occupation of dwellings on the basis that they must meet an identified local housing need enables policy criteria to be devised to encompass those circumstances generating such a need. Examples of situations that trigger a housing need can include:

- retirement from a family business located within a parish;

- circumstances where an ageing or dependent family member requires medical or social support;
- younger family members requiring separate accommodation;
- persons with substantive employment in a parish

5.22 In situations such as these, supporting the provision of housing which reinforces family ties, both with a parish and other family members, will enhance the social sustainability of Herefordshire's smaller villages by strengthening community cohesion and family connections, together with helping to tackle social and rural isolation. Additionally enabling housing for persons employed in a parish supports the rural economy, as well as reducing work related travel and the associated vehicle emissions. Planning obligations that safeguard the occupation of the development for local needs in perpetuity will be used to retain a stock of housing on this basis.

5.23 It is evident from Herefordshire Local Housing Market Assessment (June 2011) and Local Housing Requirement Study (March 2012), that smaller houses predominantly two and three bedroom properties are required across are rural HMAs. This is because forecast changes in the age structure for the county's rural areas indicate growth will be in the population aged between 25 and 39 and over 65. These forecasts, together with an existing rural housing stock distorted towards larger, higher value properties, means there is an overriding need to seek to redress the balance in the housing mix by providing smaller, flexible accommodation that meets the needs of all generations.

5.24 To ensure housing in Herefordshire's smaller villages contribute to addressing the need for smaller properties, as well as keeping the value of these properties at the lower end of the house price range and thereby affordable to local people, the size of the house and plot will be restricted. Permitted development rights will also be removed to restrict the enlargement of such developments and consequential increase in value and price.

5.25 Using a size restriction is a tried and test method used for the purpose of keeping build costs down and importantly the house price at the lower end of the house price range in the long term. To inform size criteria the internal floorspace allowances made by registered social landlords when applying to the Homes and Communities Agency for funding utilising their Housing Quality Indicators system were used. The internal floor areas are as follows:

- 80 sq m (2 bedroom house)
- 90 sq m (3 bedroom house)
- 100 sq m (4 bedroom house)

These sizes represent comfortable, functional and adaptable space allowances which are broadly in line with the recommendation set out in Royal Institute of British Architects Future Homes Commission Report of October 2012. In the event that medical needs necessitate the provision of specific facilities any resulting additional floor area requirements should be justified on a case by case basis.

5.23 Overall the strategy for Herefordshire's villages will enable residential development in a broader range of settlements than in previous development plans, much of which will potentially provide for local people. As residential development in the smaller villages is singularly focused on people with local connections, this together with rural exception sites (developments of affordable sector housing for local people) should serve to increase the overall housing mix available to meet local housing needs.

5.24 Proportional growth

To inform the scale of development in all of the villages identified in each HMA, a set of rural HMA village housing growth targets have been calculated. The formation of a housing target by HMA is more responsive to local circumstances ensuring countrywide variations are encapsulated. This indicator represents a level of growth, as a percentage, which is considered proportionate to existing HMA characteristics and reflective of future housing needs and requirements within that area.

5.25 Appendix 1 sets out how these targets were calculated.

Figure 3 – Proportional housing target for the villages of each rural HMA table

| Rural HMA | Housing growth target for villages (%) |
|---------------|--|
| Bromyard | 15 |
| Golden Valley | 12 |
| Hereford | 18 |
| Kington | 12 |
| Ledbury | 14 |
| Leominster | 14 |
| Ross on Wye | 14 |

5.26 Proportional growth is essentially a mechanism by which forward housing within the villages of each rural HMA can be enabled. For individual villages this is translated as a proportional percentage of the total number of dwellings in the main village. For example, the growth target for a village of 100 dwellings located within Bromyard rural HMA (where the housing growth target is 15%) would be approximately 15 new dwellings over the period 2011 to 2031.

5.27 These targets will inform the preparation of emerging Neighbourhood Development Plans to enable communities to identify appropriate sites to accommodate growth proportionate to their village(s). The indicator represents a target which individual communities can aim to meet or potentially exceed over the plan period depending on their particular aspirations and environmental constraints, in particular flood risk and/or landscape sensitivity.

5.28 In recognising the potential of neighbourhood planning, Herefordshire Council has developed this policy approach with the role of this layer of plan making being central and integral to its aim. Through using HMAs as a basis, it seeks to provide a strategic but locally based policy framework that communities can utilise to advance their own distinctive plans which best suit their needs and bring forward their element of future rural housing growth.

5.29 On this basis, villages will have the opportunity for housing growth that is proportionate to their existing size. The primary focus for this housing will be those villages that in the context of the rural HMA within which they are set and function are the most locally sustainable to accommodate new development. In the remaining, often smaller villages of each HMA, proportional housing growth will be restricted to smaller market housing which meets the needs of people with local connections.

- 5.30 Settlement boundaries are a commonly used planning policy device for controlling the location of future residential development. The Herefordshire Unitary Development Plan 2007 uses this method for those rural settlements it classes as main villages. As originally a strategic plan, the Core Strategy was never intended to detail settlement boundaries, although consideration may have been given to using such a mechanism in the more detailed Market Towns and Rural Areas Plan initially proposed. With the ability of local communities to now produce their own Neighbourhood Development Plans there is no rationale for producing a Market Towns and Rural Areas plan setting out specific policies and site allocations. Therefore unless individual communities choose to use this mechanism in a Neighbourhood Development Plan (or potentially in other development plan documents in respect of those areas without a Neighbourhood Development Plan), settlement boundaries will not be defined.
- 5.31 To ensure villages retain their separate, distinctive and varied characters proposed residential development schemes will be assessed against criteria developed to ensure the proposal is locally appropriate. Whilst settlement boundaries will not serve to control the location of housing development, location remains a key aspect of such criteria to ensure any site proposed is well related to the main body of the village and does not result in the development of locally sensitive sites. In addition to location, criteria relating to the character of a village and surrounding environment, mix of housing types and sizes, as well as community engagement have been developed.

6 The assessment of the rural HMAs

6.1 Appendix 2 sets out the analysis of each rural HMA undertaken.

6.2 Bromyard rural HMA

Bromyard is the most sparsely populated rural HMA in the county with infrequent scattered villages, sparse hamlets and farmsteads in red, pink and grey stone and brick. Physically the area comprises of gentle rolling plateaux with open arable cultivation which is dissected by narrow valleys enclosing hopyards, orchards and pasture. The scattered nature of population and geography make access to services difficult. Like Leominster, Kington, Golden Valley and Ross rural HMAs, there are high levels of employment in agriculture here. The proximity to Worcestershire in the east has resulted in high proportion of residents commuting out of county for work. This HMA has the second highest houses prices in the county but low rental levels.

- 6.3 In Bromyard rural HMA the main requirement is for three bedroom houses with no requirement for larger properties. Similarly in the affordable sector smaller one and two bedroom properties, as well as three bedroom properties are broadly required, although this will vary according to local needs evidence.
- 6.5 The median average village size in Bromyard rural HMA is 63 dwellings. Whilst being below the median average village size Burley Gate and Stoke Lacy were identified as villages having a notable range of services in the context of Bromyard rural HMA.
- 6.6 The villages identified as providing the main focus of proportional housing development (column A) and where proportional residential development will be restricted to market homes which meets the needs of people with local connections (column B) are as follows:

Figure 4 – Bromyard rural HMA analysis summary table

| Bromyard rural HMA | | |
|--|--|---|
| (Wards: Hampton Court, Bringsty & rural areas of Bromyard) | | |
| Plan period targets (2011-2031) | Villages | |
| | A | B |
| 364 dwellings | Bodenham Bodenham Moor Bredenbury Bringsty Burley Gate Hope under Dinmore Linton Pencombe Risbury Stoke Cross/Stoke Lacy Stoke Prior Whitbourne | Docklow Edwyn Ralph Hatfield Munderfield Ocle Pychard Pudleston Steensbridge Ullingswick |
| 15% proportional growth in the villages | | |

6.7 Golden Valley rural HMA

Along the western edge of the county, adjoining the Welsh border, is the sparsely populated HMA of the Golden Valley. Unlike the other HMAs, the Golden Valley has no market town, being predominantly rural in nature with high levels of employment in agriculture. The remote Black Mountains dominate the area from their position along the border. Moving east from this high moorland with extensive pasture, isolated farmsteads and scattered hamlets located on valley sides, the landscape changes to the wide, intensively farmed Golden Valley and central lowlands of the County. Not unlike the western edge of the Kington rural HMA, the western Golden Valley HMA has a mixture of Welsh and English settlements. The remoteness of parts of this area means transport links are more limited and access to services (the Welsh towns of Hay-on-Wye and Abergavenny are important service centres), public transport and broadband can be difficult. The Golden Valley HMA has some of the lowest rural house prices in the County, as well as one of the highest proportions of second home ownership.

- 6.8 In the Golden Valley two thirds of market housing should be three bedroom houses and around a third smaller units. In the affordable sector smaller one and two bedroom properties, as well as three bedroom properties are broadly required, although this will vary according to local needs evidence.
- 6.9 The median average village size in the Golden Valley HMA is 41 dwellings. Whilst being below the median average village size Michealchurch Escley and Bredwardine were identified as villages having a notable range of services in the context of the HMA.
- 6.10 The villages identified as providing the main focus of proportional housing development (column A) and where proportional residential development will be restricted to market homes which meets the needs of people with local connections (column B) are as follows:

Figure 5 – Golden Valley HMA analysis summary table

| Golden Valley HMA | | |
|--|--|---|
| (Wards: Golden Valley North & Golden Valley South) | | |
| Plan period targets (2011-2031) | Villages | |
| | A | B |
| 304 dwellings | Bredwardine Clifford Cusop Dorstone Ewyas Harold Longtown Michaelchurch Escley Moccas Peterchurch Preston on Wye Vowchurch | Abbeydore Bacton Blakemere Lower Maescoed Priory Wood Rowlestone Tyberton |
| 12% proportional growth in the villages | | |

6.11 Hereford rural HMA

Located at the heart of the county surrounding Hereford city, Hereford rural HMA is the most densely populated of all the rural HMAs. It can be characterised by wide river valleys, intensive arable farming, steep wooded hills, orchards and hop yards, and although agriculture is important it has a more mixed economy than many of the other HMAs. In this most settled area, villages are larger, interspersed with frequent hamlets and large farmsteads. Those parts of the Hereford HMA located along the lower section of the River Wye are in an Area of Outstanding Natural Beauty.

6.12 Many of this rural HMA's attributes are shaped by its strong geographical and functional relationship with Hereford city. As the main centre for employment and education in the County, transport links radiate from the city in all directions passing through this surrounding rural HMA. As a result many of its settlements have grown, evolving as communities with notable numbers of people living and travelling to the city for work and secondary/higher education. The evolution of this bond means Hereford rural HMA supports a greater proportion of young working age adults than any of the County's other rural HMAs. Better transport links is a continuing need.

6.13 In Hereford rural HMA, the main requirement is for three bedroom market housing. In the affordable sector, smaller one and two bedroom properties, as well as three bedroom properties are broadly required, although this will vary according to local needs evidence.

6.14 The median average village size in the Hereford rural HMA is 79 dwellings. Whilst being below the median average village size Mordiford was identified as a village with a notable range of services in the context of the HMA.

6.15 The villages identified as providing the main focus of proportional housing development (column A) and where proportional residential development will be restricted to market homes which meets the needs of people with local connections (column B) are as follows:

Figure 6 – Hereford rural HMA analysis summary table

| Hereford rural HMA | | |
|--|-----------------------|-------------------|
| (Wards: Backbury, Burghill, Holmer and Lyde, Credenhill, Hagley, Hollington, Sutton Walls, Stoney Street & Wormsley Ridge) | | |
| Plan period targets (2011-2031) | Villages | |
| | A | B |
| 1870 dwellings | Bartestree/Lugwardine | Burmarsh |
| | Bishopstone | Byford |
| | Brienton | Dinedor |
| | Burghill | Dormington |
| | Canon Pyon | Kings Pyon |
| | Clehonger | Ledgemoor |
| | Credenhill | Little Tarrington |
| | Eaton Bishop | Litmarsh |
| | Fownhope | Mansel Lacy |
| | Hampton Bishop | Moorhampton |
| 18% proportional growth in the villages | Holme Lacy | Priors Frome |
| | Little Dewchurch | Ruckhall |
| | Madley | Shelwick |
| | Marden | Shucknall |
| | Mordiford | Stoke Edith |
| | Moreton on Lugg | Twyford Common |
| | Pipe & Lyde | Upper Lyde |
| | Stretton Sugwas | Vauld |
| | Sutton St Nicholas | Westhide |
| | Swainshill | Weston Beggard |
| | Tarrington | Withington Marsh |
| | Tillington | Yazor |
| | Wellington | |
| | Westhope | |
| | Withington | |

6.16 Kington rural HMA

Like the Golden Valley HMA, Kington rural HMA also adjoins the Welsh border along the western edge of the county and is sparsely populated. Parts of this rural HMA are remote and access to services can be difficult, with Kington and the Welsh towns of Hay on Wye and Presteigne playing important roles as service centres. Kington rural HMA is made up of upland hills from where narrow valleys broaden to flat bottomed intensively farmed lower valleys and lowlands as you travel east. Isolated grey stone farmsteads give way to villages, more frequent hamlets and large farmsteads of stone and timber framed buildings. This is an economy where agriculture is important and like Leominster rural HMA, there is a high proportion of residents aged 65+ years and a low proportion of children residing within. Kington rural HMA has some of the lowest rural house prices in the County, as well as one the highest proportions of second home ownership.

6.17 Kington rural HMA has a requirement for mainly three bedroom market housing, with a notable requirement for four bedroom properties relative to other rural HMAs. In the affordable sector smaller one and two bedroom properties, as well as three bedroom properties are broadly required, although this will vary according to local needs evidence.

- 6.18 The median average village size in Kington rural HMA is 49 dwellings. Whilst being below the median average village size Brilley, Norton Canon and Whitney on Wye were identified as villages having a notable range of services in the context of the rural HMA.
- 6.19 The villages identified as providing the main focus of proportional housing development (column A) and where proportional residential development will be restricted to market homes which meets the needs of people with local connections (column B) are as follows:

Figure 7 – Kington rural HMA analysis summary table

| Kington rural HMA | | |
|--|---|---|
| (Wards: Castle, rural areas of Kington Town & Pembridge and Lyonshall with Titley) | | |
| Plan period targets (2011-2031) | Villages | |
| | A | B |
| 317 dwellings | Almeley Brilley Eardisley Hergest Lyonshall Norton Canon Pembridge Staunton on Wye Shobdon Titley Whitney on Wye Winforton | Holme Marsh Kinnersley Letton Staunton on Arrow Woonton |
| 12% proportional growth in the villages | | |

6.20 Ledbury rural HMA

Bordering Worcestershire and Gloucestershire in the east of the county is Ledbury rural HMA. Whilst of a similar size to Bromyard rural HMA, Ledbury is more densely populated with a higher number of large villages, of which Colwall is the County's largest. A key feature of the area is the Malvern Hills rising abruptly along the eastern border as a narrow ridge of high, rounded hills (an Area of Outstanding Natural Beauty). Open commons on hill summits and south eastern slopes give way to wooded lower slopes and enclosed landscapes of rolling hills, small pasture fields and woodlands. Further west the landscape is more open and typical of lowland Herefordshire.

- 6.21 Like Hereford rural HMA, Ledbury rural HMA has a more mixed economy than the other rural HMAs. With some of the best transport links (railway stations at Ledbury and Colwall, proximity to M50 motorway and trunk roads) in the County access to employment and services outside of Herefordshire is easier from here (Malvern, Gloucester, Tewkesbury and the Wychavon area are important). This is reflected in high out of county commuting rates, a greater presence of high earning professionals and older wealthy couples. These factors have led to Ledbury rural HMA being one of the most affluent areas of the county, with the highest house prices and rental levels.
- 6.22 Within Ledbury rural HMA the main requirement is for three bedroom houses with no requirement for larger properties. In the affordable sector smaller one and two bedroom properties, as well as three bedroom properties are broadly required, although this will vary according to local needs evidence.

- 6.23 The median average village size in Ledbury rural HMA is 58 dwellings. Whilst being below the median average village size Eastnor was identified as a village having a notable range of services in the context of the HMA.
- 6.24 The villages identified as providing the main focus of proportional housing development (column A) and where proportional residential development will be restricted to market homes which meets the needs of people with local connections (column B) are as follows:

Figure 8 – Ledbury rural HMA analysis summary table

| Ledbury rural HMA | | |
|---|--|---|
| (Wards: Frome, Hope End & the rural areas of Ledbury ward) | | |
| Plan period targets (2011-2031) | Villages | |
| | A | B |
| 565 dwellings 14% proportional growth in the villages | Ashperton Bishops Frome Bosbury Colwall Cradley Eastnor Fromes Hill Lower Egglerton/Newtown Putley Wellington Heath | Canon Frome Coddington Eggleton Mathon Monkhide Much Cowarne Stretton Grandison |

6.25 Leominster rural HMA

Located to the north, sharing boundaries with Shropshire and Powys and having the third largest population is Leominster rural HMA. It is a diverse landscape made up of lowlands of wide river valleys, intensive arable farming and orchards, together with frequent villages, hamlets and large farmsteads often including timber framed buildings at its core. This is in contrast to in the north western corner known as the Mortimer area which comprises rounded upland divided by narrow enclosing valleys with isolated farmsteads and villages where valleys broaden. Access to services can be difficult in these areas.

- 6.26 Like other rural HMAs there is a high dependence on agriculture here also. Leominster town is an employment centre, although there is some out of county commuting for work to the towns of Ludlow, Knighton and Presteigne, with these all also being important service centres. Many of the residents of Leominster rural HMA are approaching retirement or are retired, with a high proportion of residents aged 65+ and a low proportion of children. House prices are the third highest in the County but rental levels are the lowest.
- 6.27 In Leominster rural HMA, the main requirement is for three bedroom market houses. In the affordable sector, smaller one and two bedroom properties, as well as three bedroom properties are broadly required, although this will vary according to local needs evidence.
- 6.28 The median average village size in Leominster rural HMA is 44 dwellings. Whilst being below the median average village size Lingen was identified as a village having a notable range of services in the context of the HMA.

6.29 The villages identified as providing the main focus of proportional housing development (column A) and where proportional residential development will be restricted to market homes which meets the needs of people with local connections (column B) are as follows:

Figure 9 – Leominster rural HMA analysis summary table

| Leominster rural HMA | | |
|--|---|--|
| (Wards: Bircher, rural areas of Leominster South, Mortimer & Upton) | | |
| Plan period targets (2011-2031) | Villages | |
| | A | B |
| <p>730 dwellings</p> <p>14% proportional growth in the villages</p> | <p>Adforton Bircher Brampton Bryan Brimfield Bush Bank Dilwyn Eardisland Kimbolton Kingsland Leintwardine Leysters Lingen Lucton Luston Monkland Orleton Richards Castle Shirlheath Weobley Wigmore Yarpole</p> | <p>Ashton Aymestrey Brierley Cobnash Combe Moor Eyton Ivington Kinsham Leinthall Earls Leinthall Starkes Little Hereford Moreton Mortimers Cross Middleton on the Hill Stapleton Upper Hill Walford Wharton Yatton</p> |

6.30 Ross on Wye rural HMA

Forming the southern part of Herefordshire, bordering Gloucestershire and Monmouthshire and having the second highest population density is Ross rural HMA. North of the market town, the area comprises fertile, undulating farmland with extensive arable farming, meandering floodplain, as well as gentle riverbanks and steep wooded slopes. Villages, hamlets and substantial red sandstone farmsteads make up the landscape. In contrast, to the south is the wooded ridged plateau of the Forest of Dean through which the River Wye cuts a deep gorge. Sizeable parts of this HMA falls within the Wye Valley Area of Outstanding Natural Beauty.

6.31 Agriculture is important to the economy but with good road connections Ross rural HMA residents also commute out of the County for work to towns such as Gloucester, Tewkesbury and Monmouth. Like Ledbury rural HMA, there is a number of affluent households being a mix of high earning professionals, wealthy older couples and established families. House prices are the fourth highest in the County, rental levels are high and there are a high proportion of second homes.

6.32 Ross rural HMA has a requirement for mainly three bedroom market houses. In the affordable sector smaller one and two bedroom properties, as well as three bedroom

properties are broadly required, although this will vary according to local needs evidence.

6.33 The median average village size in Ross rural HMA is 60 dwellings. Whilst being below the median average village size St Weonards, Winnal and Wormbridge were identified as villages with a notable range of services in the context of the HMA.

6.34 The villages identified as providing the main focus of proportional housing development (column A) and where proportional residential development will be restricted to market homes which meets the needs of people with local connections (column B) are as follows:

Figure 10 – Ross on Wye rural HMA analysis summary table

| Ross on Wye rural HMA | | |
|---|---|--|
| (Wards: Kerne Bridge, Llangarron, Old Gore, Penyard, Pontrilas & Valletts) | | |
| Plan period targets (2011-2031) | Villages | |
| | A | B |
| 1150 dwellings | Bromsash Brampton Abbots Bridstow Garway Goodrich Gorsley Hoarwithy Kingstone Kingsthorpe Kings Caple Lea Linton Little Birch Llangrove Much Birch Much Dewchurch Much Marcle Orcop Hill Peterstow Pontrilas Pontshill St Weonards Upton Bishop/Crow Hill Walford (Coughton) Weston under Penyard Whitchurch Wilton Winnal Woolhope Wormbridge Wormelow | Aconsbury Allensmore Aston Ingham Bishopswood Broad Oak Brockhampton Cobhall Common Didley Glewstone Harewood End Howle Hill Kerne Bridge Kilpeck Llancloudy Llangarron Llanwarne Much Birch (Axe & Clever) Orcop Rushall St Owens Cross Symonds Yat (West) Three Ashes Thrupton Upton Crews Welsh Newton Common |
| 14% proportional growth in the villages | | |

6.35 Across all rural areas

Applying this approach identifies 122 villages across all rural HMAs where it is intended proportionate housing growth would predominantly be located. It is envisaged

that this strategy will lead to many small scale residential developments where the proposal is championed by the community with clear community and environmental benefits. It is also anticipated that this approach together with the application of affordable housing policies will lead to an increase in the provision of affordable sector housing across all rural areas.

- 6.36 Housing development in 93 other smaller villages (in the context of the HMA where they are set) will be restricted to residential proposals that contribute towards meeting an identified local housing need (which is clearly demonstrable to the satisfaction of Herefordshire Council). Proposals of this nature should be needs led, the starting point being a need for a house or housing in a village, rather than the availability of a particular site.
- 6.37 Appendix 3 contains a copy of the policies in the draft Core Strategy relating to the strategy and villages.

7 The Herefordshire countryside

- 7.1 As detailed above, this revised strategy provides a total of 215 village communities across Herefordshire's rural areas with the opportunity to sustain and enhance their role proportionately. This approach introduces greater flexibility enabling a wider range of village settlements to potentially benefit from development in a controlled manner than in the past. Together with the a focus on providing smaller and thus more affordable market homes for people within local connections, this strategy offers greater scope to meet the housing needs of the rural community, including the needs of rural workers whether associated with agriculture and/or other rural enterprises.
- 7.2 Consequently, elsewhere in rural Herefordshire new housing will be strictly controlled to avoid unsustainable patterns of development which result in isolated, sporadic development at the expense of the landscape and environment. Section 55 of the NPPF makes it clear sustainable development should be promoted and new isolated homes in the countryside should be avoided. Paragraph 4.5 of this paper sets out the reasons for discounting a strategy for unrestricted development in rural areas.
- 7.3 Notwithstanding this approach, there will be special circumstances where the provision of a new home in the countryside is justified as an exception to the strategy. Section 55 of the NPPF provides some suggested special circumstances. Therefore the approach developed to the rural areas limits the construction of new dwellings in countryside locations (outside of the villages identified within each rural HMA) to the following circumstances:
- dwellings supporting the rural economy, such as those required for essential rural workers including in relation to agriculture, forestry or other farm diversification enterprises;
 - dwellings necessary to the growth of rural enterprises;
 - replacement dwellings;
 - the conversion of redundant rural buildings;
 - rural exception housing (small, affordable sector housing schemes on land not normally released for open market housing);
 - dwellings of exceptional quality and design achieving a zero carbon building.

7.4 Rural Worker Dwellings

The importance of supporting the sustainable growth of the rural economy is central to the long term viability of rural Herefordshire. Separate policy has been developed in the Core Strategy which relates specifically to the rural economy taking in to account paragraph 28 of the NPPF. In situations where housing development is essential to the business needs of a rural enterprise and these needs cannot be met in existing accommodation, such proposals may fall in to one of the above circumstances thereby potentially justifying a new dwelling where it would not be normally be permitted. It is therefore a question of how such proposals are appraised and the policy developed to enable applications made on this basis to be assessed.

7.5 National planning guidance in Planning Policy Statement (PPS) 7 (Sustainable Development in Rural Areas) previously set out the requirements and tests to be used when assessing such proposals. The replacement of PPS7 with the NPPF has removed much of the detailed guidance in relation to occupational dwellings that it is necessary for the Core Strategy to fill this void.

7.6 The NPPF does not open the door for unsubstantiated applications for rural dwellings. At the heart of the NPPF is a presumption in favour of sustainable development which should be seen as a *'golden thread running through both plan-making and decision-making'*. As such in the remoter areas of the countryside outside of the 215 villages, there remains an underlying need for the Core Strategy to deliver a sustainable solution with regard to the 'essential' housing needs of rural enterprises. Accordingly the functional and financial sustainability of any housing need and the associated business remain key aspects of this. Taking this in to account, the framework set out in PPS7 is a helpful for assisting to qualify how 'essential' can be defined and thus elements have been used within the methodology developed for these circumstances.

7.7 To ensure concessions to the approach to Herefordshire countryside are not abused, ultimately undermining the planning system, applications made on this basis will require careful assessment of individual business case requirements. Central to which will be demonstrating that a dwelling at a business is 'essential' due to a functional need for the occupier to be present at the business for the majority of the time ('time' being 24 hours a day, 7 days a week). The development can only be considered to be sustainable however, if the essential functional need for the dwelling can be sustained and secondly, that it forms an essential part of a financially sustainable business. Without this emphasis, any approach would be contrary to national guidance and would result in unsustainable development in rural locations on the basis of short term need at the expense of the landscape and genuine sustainable business cases.

7.8 Dwellings permitted for a rural worker whether in relation to agriculture, forestry or other rural enterprises have historically been subject a planning condition restricting occupation for the future. However to make the stock of occupational dwellings more flexible than in the past and respond to local housing needs, the Core Strategy proposes that the occupation of such dwellings will be secured from the start by a Section 106 Agreement that also encompasses local housing needs. As such in the event that there is no longer a functional requirement either from the original rural business or from other rural enterprises in the locality, the dwelling will default to local housing needs rather than being lost from the stock of smaller and thus more affordable rural housing. This additional flexibility ensures that whilst housing of this nature contributes to supporting the rural economy it can also make a contribution to meeting local housing needs.

7.8 Given the introduction of a default to local needs, for consistency the size of occupational dwellings will be restricted on the same basis as housing for people with local connections in the smaller villages of all rural HMAs (detailed from paragraph 5.19). This ensures the overarching approach to local housing needs is not undermined, as well as addressing a gap in policy that has historically resulted in inconsistencies on the size of occupational dwellings in Herefordshire. It may be contended that occupational dwellings are not linked to affordability, but to a functional need to live on site, and therefore the link to a size limit for smaller and thus more affordable housing for people with local connections is not appropriate. However it is evident that for many rural workers and businesses there is an overlap with the need for a property to be affordable (to invest in, build and run), especially given the low wage level within the county. Notwithstanding this, depending on the nature of the rural enterprise with which the dwelling is associated, additional space needs may exist and as such a further 20% allowance may be utilised where such needs can be justified. Permitted development rights for dwellings approved under this policy will be removed.

7.8 All other circumstances

Outside of rural worker dwellings, four other circumstances can justify an exception to the overall approach to the countryside. These are: replacement dwellings; the conversion of redundant rural buildings; rural exception housing; and dwellings of exceptional quality and design achieving a zero carbon building.

7.9 The replacement of an existing dwelling does not result in the creation of a new residential unit of accommodation thereby compromising the strategy. To ensure this is the case, replacement dwellings will only be permitted provided the existing building has established and continuing residential use rights which have not been abandoned. To enable the development of sites with building fragments, ruins or indeed abandoned buildings would lead to new isolated development in unsustainable locations contrary to the approach and the NPPF.

7.10 The opportunity to replace an existing dwelling enables the redevelopment of potentially sub-standard accommodation with a building of modern construction standards ordinarily being sited in the same position as the original dwelling. As consistently noted, the size of dwellings in the countryside is of concern as the market is already skewed heavily towards large, high value properties which exclude the less well-off, including those who need to live and work in rural areas. As such replacement dwellings should be of a comparable total cubic volume to the existing dwelling in the interests of not further exacerbating this problem and harming the landscape through the visual impact of large buildings.

7.11 The re-use of redundant rural buildings in countryside locations does not involve new construction but the conversion of existing buildings considered to be heritage assets. This provides an additional opportunity to meet the housing needs of rural workers. Primarily however such buildings have an important role to play in promoting economic prosperity and sustainable development in rural areas through the creation of local accessible jobs, providing premises for business start-ups and/or expansions, improving business networks and supporting farming through diversification schemes. Specific policy has thus been developed which supports proposals only where the building is a heritage asset and a non-residential use is not viable. Schemes advanced on this basis should not harm the character of the building and/or impact on the local environment and communities.

7.12 As the provision of affordable sector housing for local people is more difficult in rural areas, the approach to the rural areas enables small schemes of this nature to come

forward as an exception to the strategy. Policy developed for the Core Strategy will thus enable the provision of affordable housing outside of villages, in areas where there is generally a restraint on open market housing, in order to help meet affordable housing needs in rural areas in perpetuity. Proposals will need to take full account of environmental considerations, including design, siting and materials and avoid sensitive locations where development would not be permitted for reasons of landscape or visual impact. Similarly a site's location should not place additional financial burdens upon households occupying the scheme such as through isolation or increased costs in gaining access to local services and facilities, for example schools and employment.

- 7.13 The final justification for a new dwelling in the countryside is those homes of exceptional quality and design. This has been included to enable proposals of genuinely the highest quality which are reflective of truly outstanding architecture and thereby consequently raise the bar in rural housing design standards to come forward. Section 55 of the NPPF provides some criteria to assist in defining what constitutes 'exceptional' design. In addition to this criterion, proposals should push the boundaries of sustainable design, ensuring sustainable construction standards are utilised to achieve a zero carbon building, whilst ensuring the landscape character of the area is respected and the ecology of the site is protected and enhanced. This does not advocate innovation for its own sake but sensitive design that combines elegance and environmental efficiency that in the future will be viewed as contributing to the county's built heritage.
- 7.14 Appendix 4 contains a copy of the policies in the draft Core Strategy relating to the countryside.

8 Delivery and Monitoring

- 8.1 Sections 4, 5, 6 and 7 of this paper set out a methodology for distributing the county's strategic rural housing target of 5,300 for the plan period. The use of HMAs as a means of shaping the methodology has enabled a more localised approach to Herefordshire's rural areas to be developed, thereby providing a set of indicative housing targets by rural HMA; a strategy that seeks to enhance the social and economic sustainability of the county's traditional village communities; and in proportional growth, a mechanism to enable development in those villages.
- 8.2 A criticism of The Preferred Options: Rural Areas (August 2010) approach was that it was insufficiently flexible and too perspective to encapsulate the aspirations of communities and the neighbourhood planning process. This revised approach genuinely seeks to address these criticisms, embrace neighbourhood planning and meet the aspirations of local communities. However the Core Strategy must seek to fulfil these aims balanced with a legal framework that requires the plan to be deemed 'sound' through the examination process. One of the tests of soundness is that a plan is effective. Without a mechanism such as proportional growth, the Herefordshire Council would have no means of demonstrating at examination how the plan effectively enables the requisite development in the county's rural areas. Furthermore communities would have a limited starting point and no broader context from which to draft their individual Neighbourhood Development Plans.
- 8.3 It is envisaged communities can build upon this framework to advance their own distinctive plans which best suit their needs and bring forward their element of future rural housing growth in general conformity with the Core Strategy. The targets set out

within this strategy seek to inform the preparation of emerging Neighbourhood Development Plans, enabling communities to identify appropriate sites or draft criteria to accommodate growth proportionate to their village communities. Individual communities can aim to meet or potentially exceed these targets over the plan period depending on their particular aspirations and environmental constraints, in particular flood risk and/or landscape sensitivity.

- 8.4 Whilst Neighbourhood Development Plans will be main means of delivering housing in the rural areas, the uptake of neighbourhood planning is not entirely predictable and there are likely to be some communities who do not pursue this opportunity. For those communities not committed to the advancement of a Neighbourhood Development Plan by submission of the Core Strategy, the Herefordshire Council will allocate housing through a series of area based development plan documents in order to ensure the delivery of housing sites across rural Herefordshire.
- 8.5 Neighbourhood Development Plans (or potentially other development plan documents) will not be the only means by which housing will be delivered in the rural areas. They make up a significant element in combination with existing commitments and windfall development (sites not allocated/identified for development but that un-expectantly become available and are granted planning permission for housing development, e.g. barn conversions, newly redundant brownfield sites).

Figure 11 outlines broadly how rural housing will be delivered during the plan period. It should be noted that existing commitments and potential windfall development effectively reduce the level of housing sites to be delivered through Neighbourhood Development plans or other development plan documents. This will further be reduced once work on the level of commitments in 2012 is completed and factored in.

Figure 11 – Table showing the means of delivering rural housing over the plan period.

| Rural Housing 2011 – 2031 | Dwelling Numbers |
|--|-------------------------|
| Commitments 2011 | 724 |
| Windfall allowance | 1000 |
| Sites enabled through Neighbourhood Developments or other development plan documents | 3576 |
| Total 2011 – 2031 | 5300 |

- 8.6 Past rates of housing completions in the rural areas suggest that this level of growth is appropriate and achievable. The Council's Strategic Housing Land Availability Assessment (SHLAA) indicates there is potential for this level of future development in Herefordshire's rural villages, although some further survey work will need to be undertaken as part of the SHLAA to ensure assessments are completed for all villages identified under this revised approach.
- 8.7 Historically it is evident that much rural housing has come forward on small sites, often for individual dwellings, being allowed through the application of planning policy rather than the allocation of housing sites. Additionally, significant numbers of new housing continues to be delivered through the conversion of rural buildings, many being redundant agricultural buildings on farmsteads. Paragraph 48 of the NPPF indicates that an allowance may be made for windfall if there is compelling evidence that such sites have consistently become available and will continue to provide a reliable source. There is clear evidence over many years that such sites have delivered an important

element of the county's housing supply and as such a modest windfall allowance has been included of 1000 dwellings (50 per annum).

- 8.8 To measure the effectiveness of rural housing policies, the Herefordshire Council will monitor the details of on-going housing development in the county. The Annual Monitoring Report (AMR) currently monitors the number and percentage of new dwellings completed within built-up areas for the settlements identified in the Herefordshire Unitary Development Plan. The monitoring of this indicator will continue, being adapted to encompass those settlements identified by this approach to the rural areas. Additionally, the AMR will be utilised to develop indicators of housing completions by HMAs and rural HMAs, as well as in respect of smaller market housing for people with local connections.

Appendix 1 Explanation of proportional housing growth targets for the villages of each rural HMA village

Data on number of households is taken from the Update to the Local Housing Requirement Study (March 2012) prepared by GL Hearn.

More specifically the following data can be found within the above report as outlined:

- The number of households by HMA (estimate) for 2011 in Appendix 1: Projections for Housing Market Areas found from page 67 onwards.
- The number of households per sub area (estimate) which includes the market towns is introduced in Figure 2.8 on page 14 and used throughout study.

Using this data the number of households within each rural HMA can be calculated by subtracting the urban element from the HMA figure. The table below sets out this data and the requisite calculation.

| Number of households in 2011 | HMAs | | | | | | |
|------------------------------|------|------|-------|------|------|-------|-------|
| | Brom | GV | HFD | King | Led | Leo | Ross |
| HMA | 5167 | 2616 | 34909 | 4154 | 8578 | 10506 | 13194 |
| Market Town of the HMA | 2721 | | 24704 | 1449 | 4595 | 5160 | 4729 |
| rural HMA | 2446 | 2616 | 10205 | 2705 | 3983 | 5346 | 8465 |

The housing growth target for the villages of each rural HMA was then calculated by working out the rural HMA housing target (dwellings) as a proportion of the total number of households in each rural HMA.

The target is calculated as follows:

$$\frac{\text{rural HMA housing target (dwellings) 2011 - 2031}}{\text{Number of households in the rural HMA}} * 100$$

As such the following targets as set out below have been calculated for each rural HMA.

| | HMAs | | | | | | | |
|--------------------------------------|------|-----|------|------|-----|-----|------|------|
| | Brom | GV | HFD | King | Led | Leo | Ross | |
| Rural HMA Housing Target (dwellings) | 364 | 304 | 1870 | 317 | 565 | 730 | 1150 | 5300 |
| Housing target for villages as % | 15 | 12 | 18 | 12 | 14 | 14 | 14 | |

Appendix 2 Analysis of rural HMAs

| BROMYARD Rural HMA Housing Target 364 | Approximate number of residential dwellings within the main village envelope | Strategic Housing Land Availability Assessment | Affordable Housing Needs Survey | Public transport provision | Pub / Restaurant | Village Hall | Primary School | Shop | Post office | Existing employment site (within 5km) | Additional Key Services | Floodzone 3 | AONB | Hierarchy matrix total points |
|--|--|--|---------------------------------|----------------------------|------------------|--------------|----------------|------|-------------|---------------------------------------|-------------------------|-------------|------|-------------------------------|
| Hatfield | 32 | | | 0 | | | | | | | | | | 3 |
| Steensbridge | 32 | | 16 ¹ | 1 | | | | | | | | ✓ | | 5 |
| Docklow | 33 | | | 0 | 3 | | | | | | 1 | | | 9 |
| Pudleston | 34 | | | 0 | | 3 | | | | | | | | 7 |
| Munderfield | 38 | | 2 | 3 | | | | | | 2 | | | | 7 |
| Burley Gate | 52 | 92 | 1 | 3 | | 3 | 3 | 3 | 3 | | | | | 22 |
| Ullingswick | 52 | | 0 | 1 | 3 | | | | | | | | | 9 |
| Ocle Pychard | 56 | 0 | | 3 | | | | | | | | | | 10 |
| Stoke Cross / Stoke Lacy | 61 | 131 | 3 | 3 | 3 | 3 | | | | 3 | 2 | | | 19 |
| Edwyn Ralph | 62 | | 1 | 0 | | 3 | | | | | | | | 5 |
| Risbury | 63 | | 16 ¹ | 3 | | 3 | | | | | | | | 9 |
| Bodenham | 69 | | 9 ² | 3 | | | 3 | | | | | ✓ | | 10 |
| Stoke Prior | 71 | 0 | 16 ¹ | 1 | 3 | 3 | 3 | | 3 | 3 | | | | 22 |
| Bringsty / Bringsty Common | 75 | | 5 | 1 | 3 | | 3 | | | 3 | | | | 12 |
| Bredenbury | 76 | 95 | 0 | 1 | 3 | 3 | 3 | 3 | | | | | | 20 |
| Linton (North) | 82 | 0 | 7 | 1 | | | | | | 2 | | | | 4 |
| Pencombe | 89 | 121 | 3 | 1 | 3 | 3 | 3 | | 3 | | | | | 20 |
| Whitbourne | 109 | 37 | 9 | 2 | 3 | 3 | 3 | 3 | | | 1 | | | 21 |
| Hope under Dinmore | 115 | 25 | | 3 | 3 | 3 | | 3 | | | | | | 20 |
| Bodenham Moor | 270 | 254 | 9 ² | 3 | 3 | 3 | | 3 | 3 | | | ✓ | | 28 |

Villages identified as providing the main focus of proportional housing development

Median average village size - 63

Affordable Housing Needs Survey

¹ Steensbridge, Risbury & Stoke Prior assessed collectively (Ford, Humber & Stoke Prior group)

² Bodenham and Bodenham Moor assessed collectively

Empty cells denote where either no surveys have been undertaken or the method of assessment was not considered rigorous enough and thus appropriate to include

Services and facilities data, together with the total points extracted from the hierarchy matrix in Rural Settlement Hierarchy Background Paper (updated Nov 2010) – a review of the data is required
Localised flooding data to be included upon completion

| GOLDEN VALLEY Rural HMA Housing Target 304 | Approximate number of residential dwellings within the main village envelope | Strategic Housing Land Availability Assessment | Affordable Housing Needs Survey | Public transport provision | Pub / Restaurant | Village Hall | Primary School | Shop | Post office | Existing employment site (within 5km) | Additional Key Services | Floodzone 3 | AONB | Hierarchy matrix total points |
|---|--|--|---------------------------------|----------------------------|------------------|--------------|----------------|------|-------------|---------------------------------------|-------------------------|-------------|------|-------------------------------|
| Rowlestone | 20 | | 2 | 0 | | 3 | | | | 3 | | | | 14 |
| Bacton | 21 | | 5 | 1 | | | | | | 3 | | | | 8 |
| Lower Maescloyd | 24 | | | 0 | | | | | | | | | | 3 |
| Blakemere | 25 | | 0 | 1 | | | | | | | | | | 5 |
| Tyberton | 25 | | 0 | 0 | | | | | | | | | | 4 |
| Michaelchurch Escley | 29 | | 3 | 1 | 3 | 3 | 3 | | | | | ✓ | | 19 |
| Priory Wood | 34 | | 6 ¹ | 0 | | | | | | | | | | 2 |
| Bredwardine | 39 | | 1 | 2 | 3 | 3 | | | | | | ✓ | | 12 |
| Abbeydore | 40 | | 7 | 1 | | | | | | 3 | | ✓ | | 8 |
| Clifford | 41 | | 6 ¹ | 0 | | 3 | 3 | | | | | | | 11 |
| Moccas | 43 | | 0 | 1 | | 3 | | | | | | ✓ | | 8 |
| Vowchurch | 56 | | 1 | 3 | | 3 | | | | 3 | | | | 17 |
| Preston on Wye | 61 | 26 | 5 | 3 | 3 | 3 | | | 3 | | | | | 20 |
| Dorstone | 97 | 0 | 4 | 3 | 3 | 3 | | 3 | 1 | | | | | 24 |
| Longtown | 106 | 18 | | 1 | 3 | 3 | 3 | 3 | 3 | | | ✓ | | 27 |
| Cusop | 110 | 93 | 5 | 3 | | 3 | | 3 | | 2 | | | | 19 |
| Peterchurch | 341 | 193 | 8 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | 2 | ✓ | | 41 |
| Ewyas Harold | 460 | 70 | 20 | 2 | 3 | 3 | 3 | 3 | 3 | 3 | | | | 49 |

Median average village size - 41

Affordable Housing Needs Survey

¹ Clifford and Priory Wood have been assessed collectively (Clifford CP)

Empty cells denote where either no surveys have been undertaken or the method of assessment was not considered rigorous enough and thus appropriate to include

Services and facilities data, together with the total points extracted from the hierarchy matrix in Rural Settlement Hierarchy Background Paper (updated Nov 2010) – a review of the data is required
Localised flooding data to be included upon completion

| HEREFORD Rural HMA Housing Target 1870 | Approximate number of residential dwellings within the main village envelope | Strategic Housing Land Availability Assessment | Affordable Housing Needs Survey | Public transport provision | Pub / Restaurant | Village Hall | Primary School | Shop | Post office | Existing employment site (within 5km) | Additional Key Services | Floodzone 3 | AONB | Hierarchy matrix total points |
|---|--|--|---------------------------------|----------------------------|------------------|--------------|----------------|------|-------------|---------------------------------------|-------------------------|-------------|------|-------------------------------|
| Yazor | 20 | | 1 ¹ | 3 | | | | | | | | | | 4 |
| Westhide | 22 | | 0 | 1 | | | | | | 3 | | | | 5 |
| Moorhampton | 24 | | 1 ¹ | 3 | | | | | | | | | | 4 |
| Litmarsh | 26 | | 14 ² | 3 | | | | | | | | | | 5 |
| Ruckhall | 26 | | 2 ³ | 1 | | | | | | | | ✓ | | 2 |
| Weston Beggard | 28 | | 3 ⁴ | 3 | | | | | | 3 | | ✓ | | 7 |
| Kings Pyon | 30 | 0 | 3 | 3 | 3 | | | | | 3 | | | | 12 |
| Burmarsh | 31 | | 14 ² | 0 | 3 | | | | | | | | | 5 |
| Vauld | 32 | | 14 ² | 3 | | | | | | | | | | 5 |
| Mansel Lacy | 33 | | 6 | 3 | | | | | | | | | | 5 |
| Stoke Edith | 33 | | 3 ⁴ | 3 | | | | | | | | | | 3 |
| Ledgemoor | 36 | | | 0 | 3 | 3 | | | | 3 | | | | 12 |
| Priors Frome | 37 | | | 3 | | | | | | | | | | 4 |
| Byford | 41 | | | 3 | | | | | | | | ✓ | | 5 |
| Little Tarrington | 46 | | 7 ⁵ | 3 | | | | | | | | | | 3 |
| Dormington | 51 | | | 3 | | | | | | | | | | 6 |
| Dinedor | 52 | | | 0 | | | | | | 3 | | | | 5 |
| Twyford Common | 52 | | 0 | 0 | | | | | | | | | | 2 |
| Withington Marsh | 55 | | 22 ⁶ | 3 | 3 | | | | | 3 | | ✓ | | 9 |
| Upper Lyde | 57 | | 3 ⁷ | 3 | | | | | | 3 | | | | 6 |
| Shelwick | 58 | 0 | 9 ⁸ | 3 | | | | | | | | | | 3 |
| Shucknall | 65 | | 3 ⁴ | 3 | | | | | | 3 | | | | 6 |
| Mordiford | 72 | 65 | | 3 | 3 | | 3 | 3 | 3 | | | ✓ | ✓ | 20 |
| Stretton Sugwas | 79 | 110 | | 3 | 3 | 3 | 3 | | | 3 | | | | 20 |
| Bishopstone | 80 | 0 | | 3 | | | | | | | | | | 6 |
| Westhope | 81 | | 11 ⁹ | 3 | | | | | | | | | | 6 |
| Eaton Bishop | 88 | | 2 ³ | 3 | | 3 | | | | | | | | 10 |
| Pipe and Lyde | 88 | | 3 ⁷ | 3 | | | | | | 3 | | | | 8 |
| Breinton | 102 | | 9 ¹⁰ | 1 | | 3 | | | | | | | | 7 |
| Tillington Common | 110 | | 14 ¹¹ | 3 | 3 | | | 3 | | | | | | 14 |

| | | | | | | | | | | | | | | |
|-------------------------|-----|-----|------------------|---|---|---|---|---|---|---|---|--|---|----|
| Canon Pyon | 117 | 90 | 11 ⁹ | 3 | 3 | 3 | 3 | 3 | 3 | 3 | 1 | | | 35 |
| Holme Lacy | 117 | 70 | | 3 | | 3 | 3 | | | 3 | | | ✓ | 21 |
| Hampton Bishop | 121 | | 2 | 3 | | | | | 3 | 3 | | | ✓ | 11 |
| Swainshall | 128 | | 9 ¹⁰ | 3 | | | | | | | | | | 4 |
| Little Dewchurch | 130 | 45 | 5 | 3 | 3 | 3 | 3 | | | | | | | 16 |
| Tarrington | 140 | 50 | 7 ⁵ | 3 | 3 | 3 | | | | | | | | 16 |
| Burghill | 250 | 112 | 14 ¹¹ | 3 | 3 | 3 | 3 | | | 3 | 1 | | | 25 |
| Wellington | 261 | 367 | 26 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | | | | 33 |
| Sutton St Nicholas | 287 | 300 | 12 | 3 | 3 | 3 | 3 | | | | | | | 21 |
| Moreton on Lugg | 337 | 295 | 9 | 3 | | 3 | | 3 | 3 | 3 | | | | 26 |
| Withington | 352 | 210 | 22 ⁶ | 3 | | 3 | 3 | 3 | 3 | 3 | | | | 29 |
| Madley | 376 | 145 | 29 | 3 | 3 | 3 | 3 | 3 | 3 | 2 | 1 | | | 35 |
| Fownhope | 406 | 145 | 8 | 3 | 3 | 3 | 3 | 3 | 3 | | 1 | | ✓ | 37 |
| Cleghonger | 448 | 85 | 10 | 3 | 3 | 3 | 3 | 3 | 3 | 2 | | | | 25 |
| Marden | 484 | 307 | 14 ² | 3 | 3 | 3 | 3 | 3 | 3 | 3 | | | | 37 |
| Bartestree / Lugwardine | 652 | 393 | 13 | 3 | 3 | 3 | 3 | 3 | | 3 | 1 | | | 31 |
| Credenhill | 728 | 159 | 25 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | | | ✓ | 37 |

Villages identified as providing the main focus of proportional housing development

Median average village size - 79

Affordable Housing Needs Survey

- 1 Yazor and Moorhampton have been assessed collectively (Yazor CP)
- 2 Litmarsh, Vault, Burmarsh & Marden have been assessed collectively (Marden CP)
- 3 Eaton Bishop and Ruckhall have been assessed collectively (Eaton Bishop CP)
- 4 Weston Beggard, Stoke Edith & Shucknall have been assessed collectively (Stoke Edith CP)
- 5 Little Tarrington & Tarrington have been assessed collectively
- 6 Withington and Withington Marsh have been assessed collectively (Withington CP)
- 7 Upper Lyde & Pipe and Lyde have been assessed collectively
- 8 Shelwick has been assessed with Holmer
- 9 Westhope and Canon Pyon have been assessed collectively
- 10 Brienton & Swainshall have been assessed collectively
- 11 Burghill & Tillington Common have been assessed collectively (Burghill CP)

Empty cells denote where either no surveys have been undertaken or the method of assessment was not considered rigorous enough and thus appropriate to include

Services and facilities data, together with the total points extracted from the hierarchy matrix in Rural Settlement Hierarchy Background Paper (updated Nov 2010) – a review of the data is required
Localised flooding data to be included upon completion

| KINGTON Rural HMA Housing Target 317 | Approximate number of residential dwellings within the main village envelope | Strategic Housing Land Availability Assessment | Affordable Housing Needs Survey | Public transport provision | Pub / Restaurant | Village Hall | Primary School | Shop | Post office | Existing employment site (within 5km) | Additional Key Services | Floodzone 3 | AONB | Hierarchy matrix total points |
|---|--|--|---------------------------------|----------------------------|------------------|--------------|----------------|------|-------------|---------------------------------------|-------------------------|-------------|------|-------------------------------|
| Kinnersley | 25 | | 2 | 1 | 3 | | | | | | | | | 8 |
| Whitney on Wye | 26 | | 15 ¹ | 1 | 3 | 3 | | | 1 | | | ✓ | | 15 |
| Letton | 27 | | 1 | 3 | 3 | | | | | | | ✓ | | 9 |
| Woonton | 28 | | 9 ² | 3 | | | | | | 3 | | | | 8 |
| Norton Canon | 30 | | 1 | 3 | 3 | 3 | | | 3 | | | | | 19 |
| Brilley | 31 | | 8 | 2 | 3 | 3 | | | | | | | | 17 |
| Staunton on Arrow | 34 | | 26 ³ | 3 | | 3 | | | | 2 | | ✓ | | 13 |
| Holme Marsh | 35 | | 12 ⁴ | 3 | | | | | | 3 | | | | 8 |
| Titley | 49 | | 26 ³ | 2 | 3 | 3 | | | 3 | | | | | 16 |
| Hergest | 58 | | | 0 | | | | | | 2 | | ✓ | | 3 |
| Winforton | 71 | 71 | 15 ¹ | 3 | 3 | 3 | | | | | | ✓ | | 15 |
| Lyonshall | 110 | 114 | 12 ⁴ | 3 | 3 | 3 | | | | 3 | | | | 17 |
| Staunton on Wye | 128 | 267 | 3 | 2 | 3 | 3 | 3 | | | | 1 | | | 24 |
| Almeley | 129 | 60 | 9 ² | 3 | 3 | 3 | 3 | | 1 | 2 | | | | 20 |
| Pembridge | 227 | 76 | 26 ³ | 3 | 3 | 3 | 3 | 3 | 1 | 2 | 2 | | | 35 |
| Eardisley | 242 | 275 | 15 ¹ | 2 | 3 | 3 | 3 | 3 | 3 | 2 | 1 | ✓ | | 33 |
| Shobdon | 253 | 265 | 15 | 3 | 3 | 3 | 3 | 3 | 3 | 2 | | | | 33 |

Villages identified as providing the main focus of proportional housing development

Median average village size - 49

Affordable Housing Needs Survey

¹ Whitney on Wye, Winforton & Eardisley have been assessed collectively

² Almeley & Woonton have been assessed collectively (Almeley CP)

³ Staunton on Arrow, Titley and Pembridge have been assessed collectively

⁴ Holme Marsh & Lyonshall have been assessed collectively (Lyonshall CP)

Empty cells denote where either no surveys have been undertaken or the method of assessment was not considered rigorous enough and thus appropriate to include

Services and facilities data, together with the total points extracted from the hierarchy matrix in Rural Settlement Hierarchy Background Paper (updated Nov 2010) – a review of the data is required
Localised flooding data to be included upon completion

| LEDBURY Rural HMA Housing Target 565 | Approximate number of residential dwellings within the main village envelope | Strategic Housing Land Availability Assessment | Affordable Housing Needs Survey | Public transport provision | Pub / Restaurant | Village Hall | Primary School | Shop | Post office | Existing employment site (within 5km) | Additional Key Services | Floodzone 3 | AONB | Hierarchy matrix total points |
|---|--|--|---------------------------------|----------------------------|------------------|--------------|----------------|------|-------------|---------------------------------------|-------------------------|-------------|------|-------------------------------|
| Stretton Grandison | 20 | | 1 | 3 | | | | | | | | ✓ | | 7 |
| Eggleton | 20 | | 2 | 0 | | | | | | | | | | 2 |
| Coddington | 27 | | 10 ¹ | 0 | | | | | | | | | | 2 |
| Mathon | 35 | | 0 | 1 | | 3 | | | | 1 | | ✓ | ✓ | 8 |
| Canon Frome | 36 | | 0 | 1 | | | | | | | | ✓ | | 6 |
| Eastnor | 37 | 0 | 5 | 1 | | | 3 | | | 3 | | | ✓ | 13 |
| Monkhide | 38 | | 4 ² | 0 | | | | | | | | | | 4 |
| Much Cowarne | 41 | | 7 | 1 | | | | | | | | ✓ | | 6 |
| Lower Eggleton/Newtown Cross | 58 | | 4 ² | 2 | 3 | | | 3 | 1 | | | ✓ | | 14 |
| Ashperton | 62 | 0 | | 1 | | 3 | 3 | | | | | | | 14 |
| Putley | 63 | | 3 | 1 | | 3 | | | 3 | | | | | 13 |
| Fromes Hill | 81 | 297 | 7 ³ | 1 | 3 | | | | | 2 | | | | 9 |
| Bosbury | 143 | 43 | 10 ¹ | 1 | 3 | 3 | 3 | | 3 | 1 | | ✓ | | 23 |
| Bishops Frome | 163 | 70 | 7 ³ | 2 | 3 | 3 | | 3 | 1 | 2 | 1 | | | 30 |
| Wellington Heath | 168 | 211 | | 3 | 3 | 3 | | | | 3 | | | ✓ | 19 |
| Cradley | 418 | 127 | 25 | 1 | | 3 | 3 | 3 | 1 | 1 | | | ✓ | 32 |
| Colwall | 848 | 110 | 26 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | 1 | | ✓ | 37 |

Villages identified as providing the main focus of proportional housing development

Median average village size - 58

Affordable Housing Needs Survey

¹ Bosbury & Coddington have been assessed collectively

² Monkhide & Lower Eggleton/Newtown Crossroads have been assessed collectively (Yarpole CP)

³ Fromes Hill & Bishops Frome have been assessed collectively (Bishops Frome CP)

Empty cells denote where either no surveys have been undertaken or the method of assessment was not considered rigorous enough and thus appropriate to include

Services and facilities data, together with the total points extracted from the hierarchy matrix in Rural Settlement Hierarchy Background Paper (updated Nov 2010) – a review of the data is required
Localised flooding data to be included upon completion

| LEOMINSTER Rural HMA Housing Target 730 | Approximate number of residential dwellings within the main village envelope | Strategic Housing Land Availability Assessment | Affordable Housing Needs Survey | Public transport provision | Pub / Restaurant | Village Hall | Primary School | Shop | Post office | Existing employment site (within 5km) | Additional Key Services | Floodzone 3 | AONB | Hierarchy matrix total points |
|--|--|--|---------------------------------|----------------------------|------------------|--------------|----------------|------|-------------|---------------------------------------|-------------------------|-------------|------|-------------------------------|
| Combe Moor | 20 | | 0 | 0 | | | | | | | | ✓ | | 2 |
| Wharton | 22 | | | 3 | | | | | | 3 | | ✓ | | 7 |
| Brierley | 22 | | | 0 | | | | | | 3 | | ✓ | | 4 |
| Walford (North) | 23 | | | 1 | | | | | | 2 | | ✓ | | 7 |
| Leinthall Earls | 23 | | 2 ¹ | 0 | | | | | | | | | | 3 |
| Little Hereford | 24 | | 13 ² | 1 | 3 | 3 | | | | 2 | | | | 13 |
| Ashton | 25 | | 12 ³ | 3 | | | | | | 2 | | | | 6 |
| Yatton | 25 | | 2 ¹ | 1 | | | | | | | | | | 4 |
| Eyton | 25 | | 12 ³ | 0 | | | | | | | | | | 2 |
| Moreton | 25 | | 12 ³ | 0 | | | | | | | | ✓ | | 1 |
| Kinsham | 26 | | 2 | 0 | | 3 | | | | | | ✓ | | 7 |
| Cobnash | 29 | | 20 ⁴ | 3 | | | | | | 3 | | ✓ | | 7 |
| Middleton on the Hill | 30 | | 2 | 0 | 3 | 3 | | | 3 | | | | | 13 |
| Upper Hill | 33 | | 0 | 1 | | | | | | | | | | 3 |
| Mortimers Cross | 34 | | 2 ¹ | 1 | 3 | | | | | | | ✓ | | 6 |
| Stapleton | 34 | | 1 | 1 | | | | | | | | | | 3 |
| Aymestrey | 36 | | 2 ¹ | 3 | 3 | 3 | | | | | | ✓ | | 14 |
| Ivington | 36 | | | 1 | | | 3 | | | 3 | | ✓ | | 6 |
| Leinthall Starkes | 36 | | 1 | 0 | | | | | | | | | | 3 |
| Lingen | 42 | 73 | | 0 | 3 | 3 | | | 3 | | | ✓ | | 17 |
| Lucton | 45 | | 12 ⁵ | 3 | | | | | | | | | | 5 |
| Monkland | 46 | 46 | | 2 | 3 | 3 | | | | 3 | | ✓ | | 17 |
| Leysters | 48 | | 2 | 1 | | | | | | | | | | 4 |
| Adforton | 49 | | | 1 | | 3 | | | | | | | | 8 |
| Shirlheath | 50 | | 20 ⁴ | 3 | | | | | | | | | | 4 |
| Brampton Bryan | 51 | 525 | | 1 | | 3 | | 3 | | 2 | | ✓ | | 19 |
| Bush Bank | 57 | | 0 | 3 | | | | | | | | | | 4 |
| Richard's Castle | 79 | 0 | | 3 | 3 | 3 | | | | | | | | 12 |
| Kimbolton | 90 | 19 | 1 | 1 | 3 | 3 | 3 | | | | | | | 14 |
| Bircher | 90 | | 12 ⁵ | 1 | | | | | | | | | | 2 |

| | | | | | | | | | | | | | | |
|---------------------|-----|-----|-----------------|---|---|---|---|---|---|---|---|---|--|----|
| Yarpole | 123 | 88 | 12 ⁵ | 1 | 3 | 3 | | 3 | 3 | | | | | 18 |
| Dilwyn | 123 | 15 | 8 | 1 | 3 | 3 | 3 | | | | | | | 17 |
| Eardisland | 142 | 15 | 5 | 3 | 3 | 3 | | | | 2 | 1 | ✓ | | 19 |
| Luston | 179 | 48 | 12 ³ | 3 | 3 | | 3 | | | 3 | | | | 19 |
| Leintwardine | 243 | 169 | 15 | 2 | 3 | 3 | 3 | 3 | 3 | 2 | | | | 45 |
| Brimfield | 252 | 127 | 13 ² | 1 | 3 | 3 | | | 3 | 2 | | ✓ | | 23 |
| Wigmore | 283 | 66 | 9 | 3 | 3 | 3 | 3 | 3 | | 2 | 1 | | | 27 |
| Orleton | 291 | 107 | 23 | 3 | 3 | 3 | 3 | 3 | 3 | 2 | | | | 33 |
| Kingsland | 312 | 192 | 20 | 3 | 3 | 3 | 3 | 3 | 3 | 2 | 1 | | | 39 |
| Weobley | 437 | 255 | 14 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | | | 57 |

Villages identified as providing the main focus of proportional housing development

Median average village size - 44

Affordable Housing Needs Survey

- 1 Leinthall Earls, Mortimers Cross, Aymestrey & Yatton have been assessed collectively (Aymestrey CP)
- 2 Little Hereford & Brimfield have been assessed collectively
- 3 Aston, Eyton, Moreton & Luston have been assessed collectively (Bishops Frome CP)
- 4 Cobnash, Shirlheath & Kingsland have been assessed collectively (Kingsland CP)
- 5 Lucton, Bircher & Yarpole have been assessed collectively

Empty cells denote where either no surveys have been undertaken or the method of assessment was not considered rigorous enough and thus appropriate to include

Services and facilities data, together with the total points extracted from the hierarchy matrix in Rural Settlement Hierarchy Background Paper (updated Nov 2010) – a review of the data is required
Localised flooding data to be included upon completion

| ROSS Rural HMA Housing Target 1150 | Approximate number of residential dwellings within the main village envelope | Strategic Housing Land Availability Assessment | Affordable Housing Needs Survey | Public transport provision | Pub / Restaurant | Village Hall | Primary School | Shop | Post office | Existing employment site (within 5km) | Additional Key Services | Floodzone 3 | AONB | Hierarchy matrix total points |
|---|--|--|---------------------------------|----------------------------|------------------|--------------|----------------|------|-------------|---------------------------------------|-------------------------|-------------|------|-------------------------------|
| Llancloudy | 21 | | | 3 | | | | | | | | | | 5 |
| Didley | 21 | | 6 | 3 | | | | | | | | | | 4 |
| Brockhampton | 22 | | 2 | 1 | | 3 | | | | | | | ✓ | 10 |
| Thrupton | 24 | | 15 ¹ | 3 | | | | | | | | | | 6 |
| Rushall | 26 | | | 0 | | | | | | | | | | 3 |
| Orcop | 27 | | 6 ² | 3 | | 3 | | | | | | ✓ | | 9 |
| Three Ashes | 27 | | | 0 | | | | | | | | | | 2 |
| Aconbury | 29 | | 1 | 3 | | | | | | | | | | 6 |
| St Weonards | 30 | | | 3 | | 3 | 3 | 3 | 3 | | | | | 21 |
| Llanwarne | 30 | | 7 | 3 | | 3 | | | | | | ✓ | | 10 |
| Allensmore | 33 | | 7 ³ | 3 | | 3 | | | | 2 | | ✓ | | 11 |
| Kerne Bridge | 33 | | 12 ⁴ | 3 | | | | | | | | ✓ | ✓ | 4 |
| Broad Oak | 37 | | 11 ⁵ | 3 | | | | 3 | | | | | | 11 |
| Harewood End | 37 | | 0 | 3 | 3 | | | | | | | | | 8 |
| Much Birch/ The Axe & Cleaver | 38 | | | 3 | 3 | | | | | | | | | 10 |
| St Owens Cross | 38 | | 6 ⁶ | 3 | 3 | | | | | | | | | 9 |
| Kilpeck | 39 | | 1 | 3 | | 3 | | | 3 | | | | | 13 |
| Aston Ingham | 39 | | 2 | 1 | 3 | 3 | | | | | | | | 13 |
| Upton Crews | 40 | | 6 ⁷ | 0 | | | | | | | | | | 2 |
| Symonds Yat (West) | 46 | | 11 ⁸ | 3 | 3 | | | | | 1 | 1 | | | 13 |
| Bishopswood | 47 | | 12 ⁴ | 0 | | 3 | | 3 | | | | | | 10 |
| Welsh Newton Common | 48 | | | 1 | | 3 | | 3 | 3 | | | | | 17 |
| Llangarron | 48 | | | 1 | | 3 | | | | | | | | 10 |
| Glewstone | 51 | | 0 | 1 | | | | | | | | | ✓ | 3 |
| Cobhall Common | 53 | | 7 ³ | 3 | | | | | | | | | | 4 |
| Howle Hill | 55 | | 12 ⁴ | 3 | | | | | | | | | | 5 |
| Winnal | 56 | 5 | 7 ³ | 3 | 3 | | | 3 | 3 | 2 | | | | 18 |
| Wormbridge | 58 | | 2 | 3 | | | | 3 | | | | | | 13 |
| Orcop Hill | 61 | | 6 ² | 1 | 3 | | | | | | | | | 5 |
| Pontrilas | 66 | 6 | 4 | 3 | | 3 | | 3 | 3 | 2 | | ✓ | | 21 |
| Woolhope | 67 | 127 | 4 | 3 | 3 | 3 | | | 3 | | | | ✓ | 17 |

| | | | | | | | | | | | | | | |
|--------------------------|-----|-----|------------------|---|---|---|---|---|---|---|---|---|---|----|
| Bromsash | 68 | | 12 ⁹ | 1 | | | | | | | | | | 2 |
| Garway | 83 | 2 | 11 ⁵ | 2 | 3 | 3 | 3 | | 3 | | | | | 24 |
| Hoarwithy | 83 | | 6 ⁶ | 3 | 3 | | | | 3 | | | ✓ | ✓ | 14 |
| Kings Cuple | 84 | 57 | 2 | 3 | | 3 | 3 | | | | | | ✓ | 14 |
| Pontshill | 88 | | 20 ¹⁰ | 3 | | | | | | | | | | 4 |
| Little Birch | 101 | | 5 | 3 | 3 | 3 | | | | | | | | 14 |
| Much Dewchurch | 104 | 25 | 8 | 3 | 3 | 3 | | | | | | | | 12 |
| Much Marcle | 106 | 31 | | 1 | 3 | 3 | 3 | 3 | 3 | 2 | 2 | | | 32 |
| Brampton Abbots | 109 | | 3 | 1 | | 3 | 3 | | | | | | ✓ | 14 |
| Linton (South) | 110 | | 12 ⁹ | 3 | 3 | 3 | | | 3 | | | | | 17 |
| Wilton | 114 | | | 3 | 3 | | | 3 | | 3 | 4 | ✓ | ✓ | 21 |
| Upton Bishop & Crow Hill | 124 | 0 | 6 ⁷ | 3 | 3 | 3 | | | | | | | | 13 |
| Peterstow | 130 | 45 | | 3 | 3 | 3 | | 3 | 3 | | | | ✓ | 22 |
| Wormelow | 131 | | | 3 | 3 | | | 3 | 3 | | | | | 18 |
| Weston under Penyard | 155 | 357 | 20 ¹⁰ | 3 | 3 | 3 | 3 | | | 3 | | | | 23 |
| Much Birch | 162 | 83 | | 3 | 3 | 3 | 3 | | | | | | | 23 |
| Kingsthorpe | 183 | 5 | | 3 | | | | | | | | | | 6 |
| Gorsley | 184 | 35 | 12 ⁹ | 3 | 3 | 3 | 3 | 3 | 3 | | | | | 27 |
| Goodrich | 187 | 10 | 7 | 3 | 3 | 3 | 3 | 3 | 3 | 2 | 1 | | ✓ | 33 |
| Bridstow | 201 | | | 3 | 3 | 3 | 3 | 3 | | 3 | 1 | | ✓ | 28 |
| Llangrove | 211 | 31 | | 1 | 3 | 3 | 3 | | | | | | | 18 |
| Lea | 218 | 172 | 6 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | | | | 34 |
| Walford (Coughton) | 224 | 75 | 12 ⁴ | 3 | 3 | 3 | 3 | | | 3 | | | ✓ | 23 |
| Whitchurch | 239 | 30 | 11 ⁸ | 3 | 3 | 3 | 3 | 3 | 3 | 2 | | ✓ | | 28 |
| Kingstone | 440 | 479 | 15 ¹ | 3 | 3 | 3 | 3 | 3 | 3 | 2 | | | | 38 |

Villages identified as providing the main focus of proportional housing development

Median average village size - 60

Affordable Housing Needs Survey

- 1 Thrupton & Kingstone have been assessed collectively (Kingstone & Thrupton CP)
- 2 Orcop & Orcop have been assessed collectively
- 3 Allensmore, Winnal & Cobhall Common have been assessed collectively
- 4 Kerne Bridge, Bishopswood, Howle Hill & Walford (Coughton) have been assessed collectively (Walford CP)
- 5 Broadoak & Garway have been assessed collectively (Garway CP)
- 6 St Owens Cross & Hoarwithy have been assessed collectively (Hentland CP)
- 7 Upton Crews, Upton Bishop & Crow Hill have been assessed collectively (Upton Bishop CP)
- 8 Symonds Yat West & Whitchurch have been assessed collectively (Whitchurch CP)
- 9 Bromsash, Linton & Gorsley have been assessed collectively (Linton CP)
- 10 Pontshill & Weston under Penyard have been assessed collectively

Empty cells denote where either no surveys have been undertaken or the method of assessment was not considered rigorous enough and thus appropriate to include

Services and facilities data, together with the total points extracted from the hierarchy matrix in Rural Settlement Hierarchy Background Paper (updated Nov 2010) – a review of the data is required
Localised flooding data to be included upon completion

Appendix 3 Draft Core Strategy policies relating to the strategy and villages

Policy RA1 – Rural housing strategy

In Herefordshire’s rural areas around 5,300 new dwellings will be provided up to 2031 to help meet the county’s housing needs, with the development of affordable housing being a priority. The regeneration of the rural economy will be promoted and supported, and the unique local environment will be protected and, where appropriate, enhanced.

New dwellings will be broadly distributed across the county’s rural areas on the basis of 7 Housing Markets Areas (HMAs – as illustrated in Figure 4) acknowledging that different areas of Herefordshire have different future housing needs and requirements.

Proportionate to existing rural HMA characteristics and reflective of future housing needs and requirements within each area a growth target will assist to inform the level of growth within the villages of each HMA. All neighbourhood development plans shall aim to provide levels of housing which proportionally meets these targets.

| RURAL HMA | Approximate number of dwellings 2011 - 2031 | Housing growth target for the villages (%) |
|----------------------|--|---|
| Bromyard | 364 | 15 |
| Golden Valley | 304 | 12 |
| Hereford | 1870 | 18 |
| Kington | 317 | 12 |
| Ledbury | 565 | 14 |
| Leominster | 730 | 14 |
| Ross on Wye | 1150 | 14 |
| | 5300 | |

Policy RA2 – Herefordshire’s villages

To maintain and strengthen a network of locally sustainable communities across the rural parts of Herefordshire, there will be opportunities for housing growth in those villages best able to support development, bolstering existing service provision, improving facilities and infrastructure and meeting the needs of their communities. Table RA1 provides details of those villages by HMA.

Encapsulating existing rural HMA characteristics, together with the future housing needs and requirements within that area, a HMA housing target will assist to inform the level of housing development that is proportionate to the existing village size. All neighbourhood development plans shall aim to provide levels of housing which proportionally meets these targets.

Reflecting the character of each HMA housing growth will vary between villages in a proportionate manner and will be permitted only where the residential development proposal is considered to be locally appropriate by:

1. Ensuring the proposal reflects the size, role and function of each village and is located within or adjacent to the main body of the village so as to not result in free standing, individual or groups of dwellings which are obviously detached from, or peripheral to, the main built up area;
2. Giving priority to the development of suitable brownfield sites;
3. Reflecting the character of the village and surrounding environment;
4. By contributing to the delivery of an appropriate mix of dwelling types and sizes, including affordable housing, to meet the housing needs of all sectors of the community; and
5. By demonstrating community support in accordance with a neighbourhood development plan OR where there is no neighbourhood development plan by undertaking community consultation.

In those villages identified in Table RA2 proportional residential growth will not be precluded but will be limited to the provision of smaller market housing, where the residential development proposal satisfies criteria 1 – 5 above; and:

1. Through the submission of appropriate evidence to demonstrate the development meets an identified local housing need. Residential developments will be considered to contribute towards meeting an identified need, where it will provide accommodation for any of the following:
 - Existing residents of the parish requiring separate accommodation;
 - Persons who have long standing family links (immediate family only e.g. parent, sibling or adult child and step relationships) with the parish;
 - Grandparents, grandchildren, aunts or uncles will be included only where the council considers it necessary for the applicant to be accommodated within the Parish in order to provide or receive medical or social support to or from a relative;
 - Persons with permanent full time or substantive employment based within the parish;
2. The dwelling size is limited to a net internal floor area of 80 sq m (2 bedroom house) or 90 sq m (3 bedroom house) or 100 sq m (4 bedroom house). Only where medical needs necessitate the provision of specific facilities will any resulting additional floor

space requirements be considered;

3. The plot size is limited to a maximum area of 350 sq m unless site characteristics or configuration render this impractical.

Permission granted in these cases will be subject to planning obligations that safeguard occupation of the development for the identified local need and will continue to do so in perpetuity. To achieve this policy, planning permissions will be subject to a condition removing permitted development rights for the erection of any extension or detached buildings within the curtilage and a condition restricting the conversion of an ancillary garage in to habitable accommodation. Applications for such developments in variation of these conditions will only be approved in exceptional circumstances.

Appendix 4 Draft Core Strategy policies relating to the countryside

Policy RA3 – Herefordshire’s countryside

In rural locations away from Herefordshire’s villages, residential development will be limited to proposals which satisfy one or more of the following criteria:

1. Meets an agricultural or forestry need or other farm diversification enterprise for a worker to live permanently at or near their place of work and complies with policy RA4; or
2. Accompanies and is necessary to the establishment or growth of a rural enterprise, and complies with policy RA4; or
3. Involves the replacement of an existing dwellinghouse (with a lawful residential use) that is comparable in size and scale with and in the same position as the existing dwellinghouse; or
4. Would result in the re-use of a redundant or disused buildings of architectural and/or historical merit which also leads to an enhancement of the immediate setting and complies with policy RA5; or
5. Is rural exception housing in accordance with policy H2; or
6. Is of exceptional quality and innovative design satisfying the design criteria set out in Paragraph 55 of National Planning Policy Framework, as well as demonstrating how sustainable construction standards have been utilised to achieve a zero carbon building.

Policy RA4 – Agricultural, forestry and rural enterprise dwellings

Proposals for dwellings associated with agriculture, forestry and rural enterprises arising under policy RA3 will only be permitted where it can be demonstrated that there is a sustained essential functional need for the dwelling and it forms an essential part of a financially sustainable business, and that such need cannot be met in existing accommodation. Such dwellings should:

1. Demonstrate that the accommodation could not be provided in an existing building(s);
2. Be sited so as to meet the identified functional need either within the unit or in relation to other dwellings;
3. Be of a scale and design which is appropriate to its surroundings and make a positive contribution to their rural location; and
4. Aim to be of a size no greater than a net internal floor area of 100 sq m, only utilising the additional 20% allowance where the nature and needs of the enterprise require and can be justified.

Where evidence of the economic sustainability of the rural enterprise is not proven or where an enterprise has not been established, planning permission for temporary accommodation may be granted for a maximum period of three years to enable the sustainability of the enterprise to be assessed. Successive extensions will not normally be granted. Temporary accommodation should be carefully sited within the unit or in relation to other dwellings.

Dwellings permitted in accordance with this policy will be subject to occupancy controls (encompassing local housing needs occupancy as a default) secured through a Section 106 Agreement. In some situations it will be appropriate to use legal agreements to tie other dwellings to the unit and/or restrict the occupancy of other dwellings within the farm/business unit.

Applications for the removal of occupancy conditions (or section 106 Agreements) which pre-date adoption of the Core Strategy will only be permitted where it can be demonstrated the dwelling is surplus to the current and sustained original business needs, as well as other rural enterprises in the locality and there has been a genuine and unsuccessful attempt to market the property at a realistic price. In these circumstances an appropriate contribution towards affordable housing will be required in accordance with policy AH1.

Policy RA5 – Re-use of rural buildings

The re-use of individual and groups of redundant or disused buildings, including farmsteads in rural areas, will be permitted where:

1. Design proposals, respect the character and significance of any heritage assets affected, together with their settings and
2. The proposal will make a positive contribution to rural businesses and enterprise and support the local economy and;
3. Design proposals make adequate provision for protected and priority species and associated habitats and;
4. The proposal is compatible with neighbouring uses, including any continued agricultural operations and does not cause undue environmental impacts and;
5. The buildings are of permanent and substantial construction capable of conversion without major or complete reconstruction and;
6. The building is capable of accommodating the proposed new use without the need for substantial alteration or extension, ancillary buildings, areas of hard standing or development which individually or taken together would adversely affect the character or appearance of the building or have a detrimental impact on its surroundings and landscape setting.

Outside villages, proposals for the re-use of buildings solely for residential use will only be permitted where the proposal:

- a. Is in accordance with Policy RA.4 regarding rural workers: or
- b. will result in an enhancement of the building(s) and their immediate setting, where their appearance detracts from local amenity and/or quality of the local environment: or
- c. demonstrates that it represents the most viable option for the long term conservation and enhancement of a heritage asset.

Where appropriate, planning permission will be subject to a condition removing permitted development rights for future alterations, extensions and other developments.