Study Skills for Town and Country Planning

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Aims

To explore the historical evolution of town and country planning in the UK and to identify the role of planners in shaping the places we live in.

Learning outcomes

After reading this chapter you will:

- understand the origins and development of town and country planning in the UK
- recognise the importance of planning to the management of the built and natural environment
- appreciate the role and importance of planners in society.

Introduction

The Royal Town Planning Institute (RTPI), the organisation which represents the planning profession, state that “planning involves twin activities – the management of the competing uses for space, and the making of places that are valued and have identity” (RTPI, 2012a). This goes some way to identifying the breadth of ‘planning’ and it is of note that unlike many other subjects, the content of your course will have both theoretical elements and practice orientated aspects. Studying town and country planning at university therefore means engaging with both an academic subject and a professional discipline.
Although we have used the term ‘town and country planning’ and ‘planning’ interchangeably throughout this book, the reality is that a range of terms are used to explain the activity. University courses are labelled in a variety of ways but their content is typically quite similar as we explain later on. With regards to those practising planning, we use the general term ‘planner’ but again a variety of titles are used in reality.

Planning is a dynamic, challenging and fast-changing subject area, and the profession involves a diverse range of interesting and challenging careers. In your studies you will not just learn about planning and the profession today; to truly understand planning demands an appreciation of the past and the evolution of the art and science of the activity into its current form.

**Origins and history**

It is easy to think of town and country planning as a relatively modern phenomenon. The modern planning system that now operates in the UK can trace its origins directly to the early 1900s and the emergence of public health-focused planning legislation, but regulations which existed to manage places and spaces can be traced back to the Medieval period, and the idea of planned places can be traced back to the ancient world.

The earliest settlements were not planned in the same manner that urban areas are planned today, but that does not mean that planning did not take place when they were created. Important factors like the need to have access to clean water and land suitable for farming would have been foremost in the minds of the community group, as would the need to consider defence, flooding risk and the availability of potential building materials, food supplies and so forth. Where a town was positioned would therefore have been a considered and thought-out matter. Similarly, the layout of the actual settlement would have been undertaken with regards to uses, religion and societal hierarchies and relationships.

The extent to which the earliest settlements were consciously ‘planned’ will have varied considerably, but there is evidence of ‘town planning’ dating back to the Egyptians and we can certainly see planned settlements from the classical Greek period. Many ideas and philosophies can trace their origins to the Greeks, and this includes theories and concepts for town planning. Greek settlement plans can be found which are clearly laid out having regard to the physical geography of the area, and most demonstrate elements of the grid pattern arrangements many
people now associate with the United States of America. An important point here is the difference between planning, and the planning system. The planning system is a fairly recent phenomenon, but humankind has planned since the earliest settlements were created. This history is important and as a planner understanding settlement patterns, morphology, growth, systems and networks and the historical evolution of a place is hugely important.

Activity

Take the opportunity to learn about the town or city where you live, or near where you live. Consider:

1. How the settlement has changed over time; where is the oldest part? How has it grown? Is much of the history still visible from the buildings and layout?
2. What type of settlement is it? Is it an important retail centre for the wider area? Are there a lot of industrial uses? Or office buildings? Is there a dominant employer like the military? Or a large factory?
3. Can you find out why the settlement is where it is? Was it an important river crossing? Or a port? Did it grow because of a particular industry like coal mining? Or has it grown as a ‘commuter town’ because of the influence of a nearby major city or access to good transport links like the railways?
4. Can you map out the key periods of growth? Did it grow quickly during the industrial revolution? Was there a period of growth following a particular event, such as the end of the Second World War? Has there been recent growth? And is more growth planned?

Understanding the history and change that has taken place in an area is vitally important to the art and science of town planning. This understanding, together with an appreciation of the current pressures and demands facing the area and its population, helps us to create plans for the future; to help protect what needs to be protected and support growth and change where this is appropriate.

The idea of regulatory control is also not a new one. Although legislation requiring the creation of plans to guide development in a given area is relatively new, the use of legal controls to manage the built and natural environment can trace its origins back almost as far as the early evidence of planning activity through very simple laws relating to construction. In the UK, evidence can be found of construction laws dating back to medieval times. Although evidence suggests that even earlier controls existed in London, the Assize of Nuisance in 1275 can certainly be highlighted as one of the earliest forms of control over buildings. This introduced various controls that are akin
to basic building regulations and arguably all modern systems of control over the built environment, from planning through building regulations to environmental health legislation, can trace its history back to this point (Booth, 2003).

From the Assize of Nuisance we can see the evolution of control, with further mechanisms introduced to regulate construction standards, layouts, fire prevention, public health and neighbour nuisance. This was not just a case of strengthening control though; some important changes took place to which planning today owes much. For example, Elizabeth I introduced systems to manage the growth of London, while James I and Charles I both created controls that influenced the use of resources, material and appearance. From these origins we can draw parallels to modern planning and its policies to deliver well-designed, sustainable development (Booth, 2003).

In the nineteenth century, public health acts and local government legislation, and then the creation of bylaws, developed. These changes were in response to the challenges associated with the massive growth and change seen during the industrial revolution and by the early 1900s legislation required the preparation and approval of plans for new housing growth, and stricter standards in construction, design and layout of new development. The culmination of this period of evolution in the system of development management effectively occurred immediately after the Second World War.

Before and during the Second World War, even while the bombs were still falling on London, research was being undertaken into how the UK would emerge from the war. Evidence highlighted the need for large scale reconstruction, but also a change in the way spaces and places were managed to respond to the social and economic changes occurring across the country. In 1947 a Town and Country Planning Act was published and the system we have today still works in the same basic way. From this point forward control (not ownership) of land was nationalised plans were required to manage town and country, and permission was required to undertake all new development.

Globally, the development of systems to enable town and country planning have evolved at different rates and the legal systems that have emerged do vary, but the fundamental principles, approaches and theories transcend borders across the UK and the wider world.

From the very start of your studies you should familiarise yourself with the historical evolution of the modern planning system. It is only by understanding the past that we can truly understand how things work in the present, and plan for the future. There is a grouped list of further reading at the back of this book.
Town planning today

As you undertake your studies at university you will learn about the theories and principles behind town and country planning. The skills of good planning are international, but if you pursue a career in planning, or work within a related field, you will find yourself working within an organised system of regulations and legislation, processes and procedures. The world of planning is also occupied by a hugely varied and complex network of organisations and groups from the private, public and voluntary sectors. It is through these systems, networks, people and organisations that planning is facilitated and, although it may all seem a little overwhelming at first glance, few other subject areas and professions offers the range of opportunities that planning does. Understanding this intricate environment is therefore important whether you intend to work as a planner, with planners, or in a related field.

Town and country planning and the planning system

An important point to first emphasise is the difference between planning and the planning system. When ‘planning’ is discussed in the media it is often in relation to the systems that exist to enable the practise of planning. For example, the process that people go through to get permission to undertake development, or the procedure involved in producing a plan for a given area. At university you will be studying the practise of planning, the art and science of the activity; this is the dynamic, exciting and challenging world of places and spaces, urban and rural landscapes, regeneration, growth, heritage and environmental protection, sustainability and, above all, managing change. This field area requires people and organisations, but it also requires systems. A legal framework, a process, a system; these are all things that are required to facilitate and enable planning. They are not the essence of planning, but they are the mechanisms that allow planning to take place.

Town planning people

Town planning as a profession, as opposed to an activity, is a relatively recent phenomenon in the sense that it is only really since the early 1900s that planners have been recognised as a distinct group of professionals, distinct from architects, surveyors and engineers. As you will have realised from the earlier sections of this chapter, individuals have participated in town planning for centuries, but the evolution of the art and science of the act of planning
into a profession occurred in parallel with the emergence of the *systems* of planning from their health and building regulation origins.

Today, planners operate in multiple arenas and can be found in the private, public and third sectors working in a range of areas from housing to retail, transport to heritage and conservation, and regeneration to law. Some planners will work in the various tiers of government; others will operate in the private sector for planning or multi-disciplinary consultancies. Career opportunities are therefore wide ranging and diverse. Importantly, it should also be remembered that planning as an activity is also undertaken by ‘non-professionals’, with politicians, interest groups and community organisations either interacting with the system, or undertaking planning activities directly. Some will employ professionals to support them with their interactions with the system. Finally, there are academic planners such as those you will encounter at university. Some of these will have come from practice, others through an educational routeway via a Doctorate. You will find in your university, as in practice, that the staff will have diverse backgrounds, specialisms and interests.

The term ‘town planner’ is therefore something of a dynamic term since, unlike architects who can only refer to themselves as such if recognised by their professional body, an individual can call themselves a ‘town planner’
but not be an accredited professional recognised by the RTPI. Moreover, a person may be involved in town planning, but not be a town planner.

The variety of roles and the range of opportunities that exist within the field of town planning can be considered in the section below, but is also explored more fully in the final chapter of this book.

The organisations

Individuals and organisations operate at various different levels and in various different sectors. All of these interact throughout the development process.

A prominent feature of all planning systems across the world is that of a role for government. Although the extent of involvement and the manner in which it is executed will vary considerably, almost all nations operate on the basis of state management of space to some degree.

Globally, a number of different approaches to managing development and property rights exist. As a student you will explore many of these. You will learn about the differences between zoned systems of planning, where legally binding plans are created against which development must comply, to the discretionary systems where plans provide a framework to inform individual decisions. Each approach has advantages and challenges, and there is no right way to do it. At university you will begin to understand these different approaches and what we can learn from them.

To give an example of the complexity of the approaches that can be found, this book will briefly present the system in the UK. If you are studying in the UK you will likely find that much of your work at university will be presented and discussed having regard to the systems and approaches found in England, Scotland, Wales and Northern Ireland. That said, comparative planning on a global scale will be a key feature throughout your studies.

In the UK, the state functions at different levels and at each level a number of organisations operate. Planning functions similarly operate and exist at different levels of government, with a diverse range of people and organisations all working together to plan and manage change.

The most strategic level of government is the national government of the UK, based in Westminster. In relation to planning however, most of the national level power is found at the ‘home nation’ level, i.e. England, Scotland, Wales and Northern Ireland. To ensure effective and efficient operations, the national governments across the UK (and internationally) have departments which look after different areas of work, one of which will include planning. This department will set the guiding policies to manage change, protect and conserve, and encourage economic and physical
growth. The national government will also set the legislation and regulation that provide the framework for the creation of plans with which change is managed, and specify the legal requirements and definitions in relation to development proposals. It is worth bearing in mind at this point that more than one department will be involved in some way in planning matters. For example the historic and natural environment, highways and economic growth will all be managed to varying degrees by departments other than the one primarily responsible for planning; as you will discover later in this book, effective working relationships between people and organisations are extremely important in planning because most matters will involve individuals and permissions from different departments or organisations.

In addition to the government departments, a range of national level executive agencies and QUANGOs (quasi-autonomous non-governmental organisations) exist to deliver functions and services. These are organisations which have varying degrees of separation from government departments and operate with some degree of independence. They all ultimately remain answerable to government however to some degree. These organisations normally exist to deliver certain management responsibilities for the government, examples of which would include the Environment Agency and the Highways Agency. A number of these organisations have a role in planning and often employ planners in specialist roles. Some will play more significant roles in planning than others, for example the Planning Inspectorate has a significant involvement in policy guidance and decision-making in England and Wales and only works in the field of planning, whereas the Ministry of Defence clearly has other areas of focus, but will nevertheless engage with the planning system in various ways as a consultee, developer, or land owner/manager.

Below this national level things become a little complicated in England and a greater degree of variation exists between the ‘home nations’. Between the national and the local level there is a regional or sub-regional approach to governance and strategic organisation and delivery, but the precise nature of these varies. In Wales, for example, there is a regional approach to coordinate waste planning and the idea of city regions is gaining traction too. In Scotland, a regional approach is used for matters such as transport planning. In addition, sub-regions exist in Scotland around the major urban areas for strategic planning activities. Northern Ireland takes a similar approach, with strategic matters such as waste and transport planning being managed through a regional system. This activity is not, however, undertaken through regional government; rather there is a collaborative approach between the local authorities within the identified area.
in partnership with the national government. England used to have a complex system of regional bodies, with three different organisations responsible for different areas of regional planning and development. This system was dismantled however with the formation of the Conservative Party and Liberal Democrat Party coalition government in 2010. Now organisations called ‘Local Enterprise Partnerships’ exist as the sub-regional level, focusing on economic development. In addition, many areas have sub-regional bodies for other forms of partnership working – including economic growth, waste and transport planning – and strategic spatial planning activities are managed through organisations formed of groups of local authorities, as is found in the home nations. This mainly occurs around major urban areas, conurbations, or the old traditional ‘counties’ where there is arguably an increased need for strategic planning and delivery.

The regional tier demonstrates the diverse range of approaches that can be taken in relation to the organisational arrangements for government, and this is further highlighted at the local level. Wales and Scotland have a relatively simple system with a single tier of local authority, and Northern Ireland has parallels with this approach in some respects, although the scale and history of this area makes for some notable differences. England, however, is again somewhat troublesome having a single tier of local authority in some areas, but two tiers in others. The single-tier authorities manage all local council services, whereas the two-tier areas split responsibility between them based upon whether the service area is more strategic (i.e. minerals, waste and transport planning) or local (wider planning functions to manage development).

Below the local level, a further tier of public authority exists consisting of Community Councils in Wales and Scotland, or Parish Councils in England. This tier of sub-local authority is important, but it has relatively limited powers compared to the local authority. The powers also vary based upon history, population numbers and so forth, sometimes even between neighbouring areas. The coverage of Parish Councils in England is not universal, with large urban centres often not having such a tier. In some cases, for some planning purposes, a Neighbourhood Forum will exist in the areas without a Parish Council, but these are somewhat different in relation to their structure, roles and responsibilities.

The public sector is only one part of planning though. In addition, the private and third (or voluntary) sectors are hugely important.

Private sector planning consultancies represent their clients’ interests, effectively acting on their behalf within the systems of planning. In the private sector you may find yourself working as a town planner within the
organisation of a house-builder or national retailer. However, you may also work as a planning consultant, effectively working for a range of clients to ensure their interests and intentions are suitably addressed through the planning system. The private sector often provides support to the public sector, particularly in the delivery of specialised services. Consultancies vary significantly in size, from very small local businesses to huge international organisations that operate around the world. The nature of the organisations varies considerably too, with some being very specialised in certain areas of planning work. The private sector also includes universities, and planning lawyers who play an important role in shaping and informing decisions.

The third sector is a diverse group of organisations which range from charities to voluntary groups. These organisations play a hugely important role in planning, representing planning professionals (the Royal Town Planning Institute), interests (such as the Town and Country Planning Association, Campaign to Protect Rural England, the National Trust, the Royal Society for the Protection of Birds), or frontline community organisations (such as community transport services, support for the elderly, church groups, youth groups). All of these organisations play a significant role within planning and, although they will interact with the systems of planning in different ways and at different points, they all have a key part to play. Significantly

![Figure 1.2: The hierarchy and organisation of town and country planning](image-url)
these organisations often represent the views of local communities and groups of society.

Internationally, organisational approaches do vary significantly. Some countries will have stronger and more influential tiers of government; others operate in a manner which provides for a greater role for the private sector. During your studies you will not only learn about planning in the UK, you will also explore other systems from around the world. This is important for academic reasons because it will allow you to consider theories of planning and the different approaches that exist and the basis and merits of this, but it will also be important for your professional future. You may find yourself working overseas, or you could be working for a company that has operations in a number of countries. Of course, you may be an international student studying in the UK; in this case you may not study the system of your own country, but you will develop an understanding of the different approaches that exist internationally, allowing you and everyone else on your course to practice the art of planning anywhere in the world, albeit you may need to read up a little on the precise details of your system!

It is important for you to understand this complex web of public, private and third sector organisations, for it is these bodies which manage the systems for planning.

**Activity**

For the area that you live or study in the UK, try to identify the structure of government:

1. Can you find evidence of national organisations operating in your local area?
2. Is there a regional or sub-regional organisation you can identify? What is their role?
3. Do you live in an area with a single-tier local authority? Or two tiers?
4. Do you live in an area with a Parish or Community Council? Or is there a Neighbourhood Forum instead? Perhaps there is no sub-local tier at all?
5. Can you find any evidence of planning consultancies in your area?
6. What is your community organisational infrastructure like? Is there a ‘Community/Voluntary Action’ group for example?

Understanding the network of organisations is important to your understanding of how the planning system works in the sense of who is doing what. You could find yourself working in any of these areas, or indeed for an organisation which needs to interact and engage with planning. How well these organisations work together is essential to the effectiveness and success of the planning outcomes locally and nationally.
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The law

The law plays an important part in town and country planning. Across the world, system variations do exist but legislation, regulation and court decisions provide the legal framework with which the planning system operates. It is through this framework that planning is enabled.

The ability to create and implement plans is enshrined in law, as are the processes and mechanisms involved in their creation and adoption. The purpose, scope and implementation of plans are all guided by legislation and policy, and the decisions made on the nature of these plans, and the subsequent decisions made having regard to these plans and other factors, are all influenced by planning law. The system of plans has evolved over the course of the last century, but the approach today remains based around the principles of planning for, and managing, change and balancing competing interests in land.

A further important consideration to identify is the fact that it is through the law that we establish what falls under the control of the planning application system, and what falls beyond its influence. The manner in which this is defined will vary between nations but in the UK, legislation specifies that planning permission is required for the ‘development’ of land. Development is subsequently defined as building, mining, engineering and other operations in, on, over or under the land, or a material change of use of land or buildings. Each element of this definition has been further defined through legislation and the decision made in the courts. Through this we are able to identify what requires planning permission and therefore what may be managed through the planning system. During your course you will study the law and its importance. You will also learn about its complexity and, importantly, its limitations.

Although planning law provides the parameters and framework to facilitate a functioning planning system, it is essential that the art and science of planning is not limited to the scope of this structural concept. Town and country planning actually goes beyond this framework because of the inter-relationship of planning with other areas, such as health and economic development. Planning therefore operates outside of its structured framework in a conceptual sense, with the system then attempting to respond to the desire to create a holistic approach to physical, environmental and social sustainable development.

The system

The planning ‘system’ is a term applied to the activity of planning. These can broadly be divided into two identifiable, but inter-related areas. The first of these is plan-making and policy, the second is development management.
In different parts of the world, different system approaches exist in relation to town and country planning. The most common family of approaches is often referred to as the ‘zoned’ system of planning. This system operates on the basis of detailed and binding plans and policies which, once adopted, must be adhered to. This is a rigid system in some respects, but the nature of the plans is such that they can provide certainty and flexibility within set parameters.

The other main system in operation is the ‘discretionary’ system. The discretionary system also starts with the creation and adoption of a plan, but it is not completely binding upon subsequent decisions. Instead, a planning application decision may be taken contrary to the plan where entirely justifiable in the context of other policy or external factors. The UK has a discretionary system; in part this is because the legal system is not based upon the codified legal system as is found in much of Europe, but on common law. That said, the two do not automatically sit together; a zoned system can exist in a country with a predominantly common law legal system, such as would be found in part in the US. The discretionary approach offers the benefit of greater flexibility on core matters, but it can reduce certainty and can involve more extensive controls and, arguably, bureaucracy. You will explore both systems of law and planning approaches in your studies at university.

In the UK, plans are informed by, and their creation supported by, planning policies and legislation. As with the organisational structures, the framework of plans and policies varies between the home nations. There is, however, a common theme in that all of the home nations provide national level policy statements and guidance which provide national direction and inform the creation of plans and policies at the lower levels. The arrangement of this documentation is based around themes, so for example, policy guidance is provided to cover areas such as housing, economic development, heritage management, telecommunications, transport and so forth.

The form of this guidance changes with time. While policy in England has traditionally been presented in separate statements since the late 1980s, guidance has recently been consolidated into a single document. This is known as the National Planning Policy Framework (NPPF) (CLG, 2012). The equivalent in Wales is Planning Policy Wales (WAG, 2012), in Scotland Planning Policy (Scottish Government, 2010), and in Northern Ireland Planning Policy Statements (various dates). These policy statements are also backed up by a range of documents that may be called advice notes, supplementary planning document or similar.

In some instances, the power to influence and take decisions on planning matters is also held at the national level. For example, in England and Wales specific policy exists to direct major infrastructure proposals. Decisions on such proposals are then also taken by a governmental organisation at the national level.
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It is important to mention at this point that national governments are not actually the highest level of responsible authority when it comes to planning. Internationally, United Nations designated World Heritage Sites (such as Stonehenge and Bath) and the RAMSAR wetlands areas are examples of supranational activity that impacts upon planning. Similarly, a considerable amount of activity with a planning focus occurs at the European level. Strategic planning in relation to transport and the environment is common, and a number of wildlife protection tools are based upon European legislation. The planning activity in the UK, however, takes place at the national level and below.

One significant difference between England, Northern Ireland, Wales and Scotland is the presence of a ‘national plan’. Wales and Scotland both have what could be considered to be ‘national plans’ where the strategic direction of the nation is presented. England, by contrast, has no such plan, instead relying upon legislation and policy to guide planning activity in all matters beyond major infrastructure. In Northern Ireland, a Regional Development Strategy exists to provide a strategic and long-term direction for the future of Northern Ireland.

As discussed in the ‘organisations’ section of this chapter, the regional and sub-regional structure in the UK is somewhat complex and this was also the case for the systems of planning in England prior to the abolition of the regional tier of government. Today, regional and sub-regional planning activity is broadly focused around organisational partnerships, policies and plans to manage strategic matters such as housing, waste, minerals and transport, as well as, in the case of England, strategic partnerships between the public and private sectors in the area of economic development. This is still a relatively complex web of relationships and interactions and the nature and existence of regional planning in England particularly remains an area of much academic and professional debate and research. During your studies you will undoubtedly consider this debate, and the strong regional systems of government found in countries elsewhere, such as in Germany, provide for an interesting comparison.

Although planning legislation and strategic policy/plan guidance in the UK is created in London, Edinburgh, Belfast and Cardiff, it is at the local level where much, if not the majority, of planning activity occurs. Regardless of the structure of local government in the area in question, or the name given to the planning documentation created, a ‘development plan’ of some form will exist. This development plan represents the key document for the guidance and management of change in a given authority area, representing as it does the first and primary consideration in any planning decision. At the heart of the planning system in the UK is the idea of development being guided by this plan, with planning application decisions being taken in accordance with the development plan unless other material considerations are such that a different decision should be taken.
As noted in the ‘People’ section of this chapter however, planning activity is not limited to national and local government. Planning is a community-focused activity which increasingly operates in a collaborative and partnership model between organisations. Recently, the sub-local level of government (Parish or Community Councils) has gained more responsibility within the planning system, with more responsibility for decision-making and planning. This has been an evolutionary process which was most recently highlighted and changed though the system and approach changes introduced by the UK coalition government elected in 2010. The planning system therefore operates from the international level down to the sub-local level, with multiple governmental and non-governmental organisations involved, and all in association with local communities.

When considering the planning system, rather than planning itself, a significant focus is upon the policy-action relationship, that is to say, the creation and implementation of planning policy through activities such as the determination of planning applications or the use of planning powers to stimulate growth or provide protection to buildings or areas. As you pursue your studies you will explore the full extent of the planning system, learning about how the policies, process, mechanisms and activities that form the framework facilitate and enable planning to occur.

**tip**

During your first few weeks at university you should try to explore the fundamentals of the art and science of planning and start to investigate the organisations and systems associated with town and country planning in the UK. This will help underpin your studies through your time at university. Some useful texts are included at the end of this chapter.

**Conclusions**

In this first chapter we have explored the history and nature of town and country planning, its importance to society, the environment and the economy, and considered the people and organisations involved. We have also touched very briefly on the planning system and the role of law in planning.

University is an intensive and demanding educational experience and understanding the basics about planning as both an academic subject and a profession will be very important to your studies from the very first week.
Further reading

Many books provide interesting and informative introductions to town planning. The following are particularly useful:


You should be aware that there continue to be many changes in and around planning which mean no book will be entirely up-to-date. To get a good understanding of the planning system today you should take the time to explore the following government supported website, which is relevant to England and Wales:

- http://www.planningportal.gov.uk

To explore other nations, try to identify the government department responsible for planning and explore their website, most will have user-friendly ‘plain English’ guides for non-professionals.

Review points

When reflecting on this chapter you might consider the following:

- there is more to town and country planning than first appears
- the art and science of town planning is different to the planning system, which is what facilitates and enables this activity to occur
- town and country planning is a multifaceted and complex subject area which is interesting, dynamic and exciting
- town and country planning influences all aspects of society, the built and natural environment, and the economy
- you have already started to learn about planning and how you will study the subject at university.