

COMMUNITY HOUSING FUND

In the Strategic Housing Market Area of Uttlesford District Council, Epping Forest District Council, East Herts District Council, and Harlow Council.

The Draft FINAL REPORT TO THE COMMUNITY HOUSING FUND STEERING GROUP

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EXECUTIVE SUMMARY (see separate document)

OVERALL AIM(S) OF THE ACTION LEARNING APPROACH

- i. The Brief for the work to consider how ‘community-led housing’ (CLH) might be embedded within the evolution of the Harlow & Gilston Garden Town included the following aims:
 - to help raise awareness of ‘community-led housing’ and its relevance to the plans to develop the Harlow & Gilston Garden Town;
 - to help the local authorities in the East Herts / West Essex SHMA area consider options for implementing local ‘community-led housing’ initiatives within the Harlow & Gilston Garden Town area;
 - to identify what actions could be undertaken by local authorities in the SHMA area in support of ‘community-led housing’, and what might be barriers to this;
 - to clarify how ‘community-led housing’ could be of assistance to the local authorities in helping address other local priorities;
- ii. The ‘Community Housing Fund’ Steering Group - comprised of officers from each of the four authorities in the SHMA area was set up to oversee the work. It sought advice on how the subsequent findings of this work could help inform ideas to address wider priorities for housing and regeneration work elsewhere within the SHMA area and what overlaps existed between CLH and self-build and custom housebuilding.
- iii. Each local authority identified a Community Housing Member Champion, to raise the profile of community led housing amongst elected members.
- iv. Contact was maintained with MHCLG to ensure the progress of the project complied with the terms of the funding from the CHF.

Part One : BASELINE ASSESSMENTS AND INITIAL KEY FINDINGS

1.1 Awareness-raising of ‘Community-led Housing’

Key Findings

- KF1 The baseline awareness of ‘community-led housing’ by the local authorities and stakeholders in the Harlow & Gilston Garden Town area has begun to expand.
- KF2 There is a willingness from local authorities to act as *Champions* of local initiatives and engagements and to play a proactive role.
- KF3 The local authorities wish to establish a consistent approach to identifying demand and providing advice for self-build and custom housebuilding applicants on their Registers.

1.1.1 A series of presentations was provided to the Steering Group, to elected members, and to other sets of stakeholders to discuss matters of national policy and local 'good practice' regarding the formation and delivery of 'community-led housing'. (A list of meetings and groups attended is given in the Appendix Two.) A strong consensus emerged of the invaluable role that could be undertaken by local authorities as *Champions* of local 'community-led housing' possibilities.

The project has worked within the following Key Definition of 'What makes a scheme locally accountable and community-led?':

- Common principles - The legal form and activities of each community-led housing scheme depend on the outcomes needed, but schemes that are genuinely community-led all share common principles:
 - The community is integrally involved throughout the process in key decisions – for example: what is provided, where, and for who. They don't necessarily have to initiate the conversation, or build homes themselves.
 - There is a presumption that the community group will take a long term formal role in the ownership, stewardship or management of the homes.
 - The benefits of the scheme to the local area and/or specified community group are clearly defined and legally protected in perpetuity.

Approaches which adopt these common principles include community land trusts; co-ops; cohousing; mutual home ownership; mixed economy rental; community self-build; and combinations of these. A recent addition to this definition, which we understand that both the Greater London Authority (GLA) and Homes England are minded to adopt, requires that "*community consent occurs throughout the development process*" and that the long term role should be "*in a manner of [the community's] choosing*".

1.2.2 See Appendix One for statutory definitions and glossary defining each of the key approaches.

1.2.3 It was noted that local initiatives can stem from a variety of motivations within local communities to bring about changes to housing and neighbourhood circumstances, and that several distinct but complementary 'practices' and 'models' exist to implement local projects. The focus of a practice like 'self build' housing to organise the building of individual properties was the most commonly recognised activity at the start of the project.

1.2.4 The motivations were discussed at workshops using the following slides in the presentations:

1.2.5

What is it local people want?

- to build new property for one or more household;
- to provide affordable housing, for rent or sale, for allocation to local people;
- to provide, own or manage property for one's own household to rent;
- to take control of, or refashioning, local housing services;
- to manage natural and environmental spaces adjacent to residential homes;
- to create resident-led housing options for older residents;
- to renovate or reuse derelict, vacant or under-used property;
- to create eco-sensitive, low-impact and 'green' accommodation, and reduce utility use and costs;
- to live together with others for shared religious, political, or other beliefs;
- to build 'intentional communities', places for 'group living' or other 'utopian' lifestyles;
- to design and build shared or 'intentional' neighbourhoods;
- to revitalise existing neighbourhoods and increase their quality and inclusivity;
- to generate funds to help deliver broader community services and innovation.

[It can be noted there can also be shared community aspirations from people wishing to meet their own needs by residing in their own accommodation, either on their own or in water-separation and as 'shared' accommodation, managed either by a Housing Group, and by 'living' on their own and water-separation. The focus of this report is on residential 'shared' settings.]

Community-led Housing, Neighbourhoods and Stewardship

MOTIVATIONS: PRIMARY / OTHER (#)	NEW GROUND (Senior Coh.)	THRESHOLD CENTRE (Mixed tenure Coh.)	NEW HOPE CRESCENT (Ex-service Self-Build)	SWAFFHAM PRIOR (Rural CLT)	GRAVEN HILL (Custom / Self-Build Plans)	LILAC (Urban co-op)
NEW SUPPLY	# (25)	#	#	# (8)	PRIMARY	# (20)
AFFORDABILITY	#	# (14)	# (10)	PRIMARY	# (300+)	#
MANAGEMENT				#		
ENVIRONMENT		#				#
SPECIFIC NEED GROUP	PRIMARY					
RE-USE OF EXISTING		#				
'LOW-IMPACT'		#				#
SHARED COMMUNITY		PRIMARY				#
'INTENTIONAL' COMMUNITY	#					PRIMARY
NEIGHBOURHOOD			PRIMARY	#		
INNOVATION	#		#		#	#

1.2.6. An early baseline assessment was undertaken of the background housing, planning and community strategies of the SHMA authorities to look for any prior inclusion of support for 'community-led housing'. This initial trawl of documents noted a limited degree of consideration for ways for people to be engaged in shaping their own housing provisions (see Appendix Three).

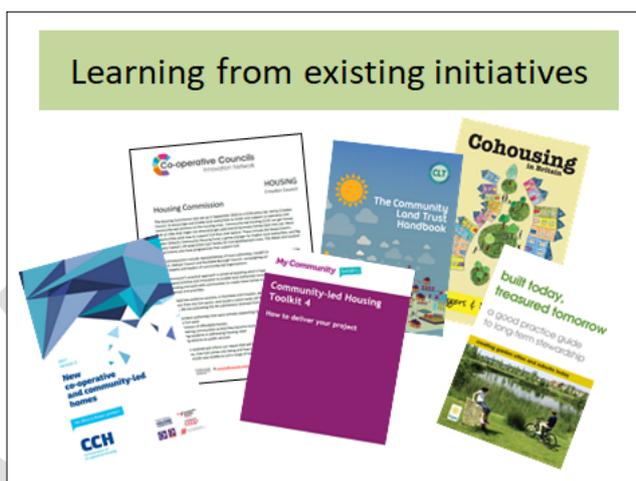
1.2.7. All four authorities had established Self-build and Custom Housebuilding Registers in line with the Acts and Regulations¹, although there were no agreed supplementary policies yet in place for how the identification of 'serviced' plots might proceed in any of the authority areas. It was acknowledged that specific new-build development policies for sites in the Garden Town area would take some time to be compiled and completed by the work of the planning authorities and the subsequent engagement of property developers. The Steering group have agreed to co-ordinate the approach to Self-build provision and **develop a set of shared criteria** to be used for all Registers, which can simply the process for all households in the separate authorities to identify their demand and receive a consistent level of advice and response.. Potential for a shared single Register is to be explored further, if additional funding is available. (see Appendix XX for further information on NPG guidance, and Appendix XXX for a Self-build working paper).

¹ The [Self-build and Custom Housebuilding Act 2015 \(as amended by the Housing and Planning Act 2016\)](#)

National Planning Guidance website: **Paragraph: 016 Reference ID: 57-016-20170728, Revision date: 28 07 2017**

1.2.8. Examples of external documents and other materials were brought to the attention of the Steering Group to demonstrate statutory-community sector partnerships, and how key stakeholders can support community-led initiatives. During the period of this Brief these included a new report by the Commission on community-led housing set up by the Co-operative Councils Innovation Network².

1.2.9. Examples of Good Practice from specific local ‘community-led housing’ projects were also shared with the Steering Group. These summarised a breadth of community-led outcomes for greenfield development, regeneration area ‘infill’, and other local property management initiatives across urban and rural areas, and to a specific linking of such outcomes into Garden Town and Garden Village initiatives elsewhere.



1.2.10. Details of these examples are included in [Appendix xxx case studies].

1.2.11. Two workshops were held with members of the Steering Group and other local authority colleagues to explore how their roles and responsibilities could support ‘community-led housing’ development at a variety of scales. These identified a clear interest in working with local initiatives, but some uncertainty about how to establish a momentum that could see large numbers of new properties come forward within the target timescales of the SHMA authorities.

1.3. Consideration of Options

Key Findings

KF4 There are a number of partners and agencies in the Harlow & Gilston Garden Town area (and across the strategic housing market area) sympathetic to ‘community-led housing’ possibilities, although there remained some uncertainty regarding how to act on these interests.

² http://www.ccinhousing.co.uk/wp-content/uploads/2018/01/Community_Led_housing_Report_2017.pdf

KF5 There is a clear recognition that ‘community-led housing’ initiatives could fit well with a focus on maximising long-term community ‘stewardships’ within the Garden Town area, and the SHMA in general.

1.3.1. In the course of implementing this Brief, a number of propositions were put forward for potential engagement with ‘community-led housing’ issues and development.

- Meeting with households on each of the local authorities’ ‘Self-Build and Custom housebuilding Registers: it was agreed that this would be useful in time, however the priority of the planning authorities was to instigate a first set of policies that would help meet their statutory obligations, so that the following requirement is satisfied “*At the end of each base period, relevant authorities have 3 years in which to permission an equivalent number of plots of land, which are suitable for self-build and custom housebuilding, as there are entries for that base period*”³. A working paper is included in Appendix xx.
- Seeking support from local Parish Councils to incorporate ‘community-led housing’ into local plans and aspirations for housing-related initiatives : presentations were given to meetings of local parish bodies and other rural housing enablers, including ideas for including community-led projects within emerging Neighbourhood Plans.
- Engagement with mainstream housing delivery bodies in the private and Housing Association Sector : presentations were given to development sector ‘forums’, and strong interest was evidenced in one of the largest agents for future Garden Town site development.
- Inclusion of specific ‘community-led housing’ proposals within options being incorporated into the new Local Plans that SHMA planning authorities were producing in parallel with the work of this Brief : draft material was provided to planning authorities that helped inform the subsequent text of plan documentation that is now undergoing formal public consultation and inspection.
- A focus on the concept and practice of ‘Local Stewardship’ as a long-term approach to safeguarding the value of future provisions for the benefit of local communities, and the recognition of how practical engagement in local stewardships have a significant impact upon positive community empowerment : examples of this were shared with a variety of audiences and meetings.

1.4. Identification of Actions

³ National Planning Guidance website: **Paragraph: 016 Reference ID: 57-016-20170728, Revision date: 28 07 2017**

Key Findings

- KF 6 'Community-led housing' projects require the same resources – sites, finances, construction agents - similar to other housing development proposals, but can lack the technical expertise to bring these together working with and for the community.
- KF7 The availability of specific sites for community-led projects has a major galvanising impact on local households to direct their own resources towards future activities.
- KF8 There is limited existing capacity within the SHMA bodies to devote officer resources to mentoring new community projects to take shape. Additional resources will need to be sourced through existing budgets or from future external sources, such as future Community Housing Fund grants.

- 1.4.1. It was acknowledged that the key practical elements of 'community-led housing' projects are in accord with other housing and development works and involve:
- the acquisition of sites or property, to use for residential provision
 - the availability of finance to cover short-, medium- and longer-term costs
 - choosing the means to undertake property construction, or other building works
- 1.4.2. SHMA authorities were asked to ascertain what sites or other assets within their individual ownerships might be suitable for different scales of 'community-led housing' initiatives, however it was acknowledged that most sites (where there are still some in public ownership) are already woven into internal plans to generate revenue returns or prospects for other development-based income.
- 1.4.3. No regular linkages were yet identified between the broader range of local public-sector bodies to pool information on their property and asset portfolios.
- 1.4.4. Several scenarios were explored in the workshops for how local authority responsibilities and resources could be applied to practical levels of support that could enable 'community-led housing' projects to come forward, including legal, financial and property-based support. Whilst there was a clear appeal in such projects being established alongside more conventional ways to address authority priorities, there was a concern expressed that the 'day job' did not usually afford much time for a longer developmental input to be applied to projects that would be slow in their materialisation into full service provision.
- 1.4.5. There were no blockages to 'community-led housing' identified as such, although it was recognised that there may be limited capacity within the four

authorities to commit sufficient officer time to help new community projects become established.

1.5. Assistance with LA priorities

Key Findings

- KF9 It was acknowledged that there are existing SHMA housing and planning priorities against which any 'community-led housing' initiative will be measured.
- KF10 The 'community-led housing' projects which were studied, provide a range of examples for how priorities like maximising new affordable housing supply can be welcomed alongside other market housing delivery, when carried out in a transparently collaborative approach.
- KF11 The aspiration to find 'better ways of working for, and with, local people for the benefit of their local community' is incorporated in the recommendations of this Report.

1.5.1. A key concern from the Steering Group was how 'community-led housing' initiatives might support other service and policy priorities already identified by the local authorities, and other statutory requirements. These included:

- The provision of new market and affordable housing to meet SHMA targets, through alternative delivery mechanisms;
- Assisting households on the authorities' Housing Registers or Self-Build Registers to find accommodation to meet suitable individual needs;
- Homelessness Protection in its broadest sense – e.g. preventing 'unnecessary' homelessness through protection of 'perpetuity' and security for households renting in the market sector, often on tenancy agreements which can be terminated at short notice; CLH delivering housing products which suit local market needs (outwith 'affordable housing' definitions); indirectly avoiding people falling into need, and registering on each local authority's Housing Registers;
- estate regeneration plans for a remodelling of existing residential areas;
- providing enabling for Older People and other specialist groups with health and care-related needs, whose personalised needs can be met through new forms of support, rather than directly revenue funded local authority provision;
- Affordability of housing for low and middle income households;

- The fostering of suitable social networks and wider ‘community empowerment’ within large new settlements, such as those proposed within the Garden Town and garden communities;
- Ability of community-led housing to address very local issues, including regeneration.

1.5.2. Recent work by the Co-operative Councils Innovation Network has summarised the practical appeal of Community-led Housing projects to local authorities. The Community-Led Housing Report⁴, considers housing in the context of ‘finding better ways of working for, and with, local people for the benefit of their local community’.

DRAFT

⁴ http://www.ccinhousing.co.uk/wp-content/uploads/2018/01/Community_Led_housing_Report_2017.pdf

Why other local authorities support CLH

Local authorities' responses to "the CCIN Commission set out the main areas in which CLH can help authorities to deliver their strategic priorities.

1. Improving housing supply and providing permanently affordable housing

- Diversifying the local housebuilding market, unlocking small sites not attractive to mainstream developers.
- Providing permanently affordable housing for local people, helping to reduce opposition to development (CLTs and co-ops are not subject to the Right to Buy)
- Increasing choice by producing a range of housing options for people on the housing register and for people priced out of home ownership.

2. Supporting regeneration and returning empty homes to use

- Mobilising support for regeneration
- Increasing the commitment to and confidence in deprived neighbourhoods
- Providing skills, training and jobs for care leavers, homeless and unemployed people.

3. Empowering communities so they become self-sufficient, cohesive, resilient and sustainable

- Promoting community cohesion and helping to reduce anti-social behaviour
- Providing housing options that enable people to remain in the local area and ensure schools, services and amenities remain viable
- Assisting local employers to recruit and retain their workforce
- Skilling up CLH group members in building, property refurbishment and management.

4. Involving residents in addressing housing need

- Helping councils to bring forward new market and affordable schemes
- Strengthening the neighbourhood planning process
- Enabling older and vulnerable people to maintain their independence through creating local housing options for them or their support networks, creating mutually supportive communities, and developing housing where they have an active role in decision making.

CLH can empower tenants to manage homes to high standard. Co-op and mutual landlords were recognised in 24 Housing's top 50 social landlords in 2017, with Community Gateway Association named the best UK housing association."

"How CLH brings resources into the area

DCLG's Community Housing Fund is providing £60m a year of revenue and capital funding for CLH in England over the 2016/20 period. Community-led builders can access mainstream funding from affordable housing programmes in England, Scotland and Wales.

Community-led groups bring in significant resources not accessible to other housing providers through commercial and social lenders, charitable funds, crowdfunding, community bond issues and, in self-build schemes, their members' own labour. CLH schemes can produce a social return through using local labour and supply chains. They create local jobs in building industry.

They can increase confidence in a local area and attract investment."

1.5.3. A number of examples of 'community-led housing' were provided as

demonstrators for what could address one or more of the above priorities:

- 'senior' cohousing projects to create shared neighbourhoods, designed and developed by groups of households over 50 years of age;
 - a plurality of self-build plot developments, over extensive new neighbourhood areas;
 - 'group' self build / training projects, that have enlisted marginalised households like homeless ex-service personnel;
 - self-help and co-operative housing schemes, to create collaboratively-produced affordable units from underused or derelict urban dwellings
 - rural community land trusts, that have galvanised local parishes and countryside communities into engagement with new affordable housing supplies in mixed and balanced communities.
- See Appendix for presentation slides.

1.5.4. It was noted that, whilst some key strategies and policies for core services were already in place or had now been drafted ready for wider inspection, there could be readiness to create additional or supplementary polices and guidance to provide suitable weight to support for 'community-led housing' proposals. Some concern was expressed as to how to resource the creation of new guidance without ongoing MHCLG support, the CHFund, and other funding.

1.5.5. I

A Garden City is a holistically planned new settlement

The Garden City principles are an indivisible and interlocking framework for their delivery, and include:

- Land value capture for the benefit of the community.
- Strong vision, leadership and community engagement.
- Community ownership of land and long-term stewardship of assets.
- Mixed-tenure homes and housing types that are genuinely affordable.
- A wide range of local jobs in the Garden City within easy commuting distance of homes.
- Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities, and including opportunities to grow food.
- Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy-positive technology to ensure climate resilience.
- Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods.
- Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport.

<https://www.tcpa.org.uk/garden-city-principles>

In this Report to the East Herts / West Essex SHMA authorities, there are many parallels with the recommendations in the Community-Led Housing Report⁵, and the focus on 'putting people first' is acknowledged in the first recommendation in section 3 below.

Part Two : Key Relationships

2.1. Harlow & Gilston Garden Towns and garden communities relationship with community-led housing

2.1.1. In the expression of interest (2016) the local authorities have stated that they intend to “support the core ethos and objectives set out in the Town & Country Planning Association’s (TCPA) key guiding principles”.

2.1.2.

⁵ ditto

2.1.3. The highlighted principles in **BOLD**, have set the tone for this project work on community-led housing within garden communities, to include the Harlow and Gilston garden town as well as the 3 garden communities in Uttlesford DC administrative boundary. Community-led housing is seen as a contributing approach within an overall delivery strategy to achieving these principles.

2.1.4. The World Habitat (previously) the Building and Social Housing Foundation (BSHF)) published a report in 2013 'Creating the Conditions for New Settlements in England'⁶. This recommends 'New Settlement Partnerships' (NSP). "The basic premise of NSPs is that organisations and groups can work together to develop the best proposals and solutions to meet the needs of a particular area and to consider the ongoing management needs. NSPs embody the principles of locally led new settlements, which the government is advocating."

Figure 7 Potential members of a New Settlement Partnership



"An NSP should be established early on in the scoping phase. As a result, there may initially be a shortage of local area representatives due to the lack of an

established community. To address this, a '**shadow board**', comprising representatives from all relevant organisations and sectors, would be initiated with the responsibility for the early planning stages and developing a masterplan."

"In the long term, an NSP should be involved in the management of any new settlement and should be endowed with income-generating assets to sustain civic and practical functions in years to come for the benefit of the community. ... Community involvement in any such work would be a vital component of ensuring community benefit. ... For this to happen, an NSP would need to be a properly articulated company, capable of holding community assets for the community in perpetuity."

⁶ <https://www.world-habitat.org/wp-content/uploads/2016/03/Creating-the-conditions-for-new-settlements-in-England-FINAL-for-web.pdf#page=51&zoom=auto,-82,434>

2.1.5. In the Harlow & Gilston garden town expression of interest (2016), the local authorities have expressed in section 1.1, their Vision and Objectives to include for:

- The delivery of housing, supported by good access to social, leisure, community, health facilities, education and jobs, that **meet the needs of local people** and supports sustainable economic growth, whilst ensuring it remains an attractive place for people to live and **locate to**;

2.1.6. The guiding principles include:

- Quality of place and connectivity are at the heart of the vision to become a competitive knowledge-driven Garden Town.

2.1.7. The Brief for this project aims to link the Garden Town delivery with the ability of community-led housing to meet local needs and to deliver alternative forms of housing which are known to be attractive for new residents, based on quality and sustainability.

2.1.8. When considering the ways in which the current and future communities will engage with the building and sustaining of the new garden town, the Expression of Interest (2016) states in section 2.5 'Long-term governance':

- “ In the longer-terms, the Councils wish to jointly explore appropriate opportunities for long-term **community ownership** and governance. Strategic growth and placemaking must be accompanied by strong community capacity building and empowerment. Ownership of assets and **direct involvement in the placemaking process** will be key. Discussions around the transfer of land assets to an appropriate community body are already underway in respect of the Gilston scheme.
- It is envisaged this will examine what legal mechanisms exist for involving residents across all tenures in having a say in how their neighbourhood is run. Issues to explore include:
 - Explore how each neighbourhood involves residents in governance
 - Evaluate the different legal models used
 - Identify key principles in establishing a mechanism for involvement that works”.

2.1.9. Over a 20-30 year build out period, achieving ongoing affordability from first sale/tenancy through a home's lifecycle will be critical to maintaining the garden city ethos. The support and facilitation for a trajectory of community-led home-building could be developed to mean that future households, being formed in, say, 2040 will know that, if they want to, there are a range of ways for them to be in control of the design and management of a new home, and that this is as normal as buying or renting an Edwardian terraced house or flat, or something built by the New Town in the 1950s.

2.1.10. In Appendix XXX, key proposals for ways of supporting individuals and communities are explained, and the relevant legal mechanisms are explored using research by TCPA.

2.2. **Strategic sites relationship with community-led housing**

- 2.2.1. It can be noted that where a council's strategic sites policy included a masterplanning-led approach, as in Epping Forest District Council's submission Local Plan (SP3 H (i), (ii) and (iii)), extracted in Appendix XXX, and East Herts District Council's 'Main Modifications consultation version of the Local Plan' (GA1) extracted in Appendix XXXX, there are similar opportunities to introduce community-led housing solutions as part of the approach to delivering mixed tenure and long-term stewardship of assets.
- 2.2.2. The planning policies will establish the principle, and the Brief for the masterplanning of each site will need to include specific references to searching out and applying the best practice for community empowerment through the design process and the formulation of the delivery strategy. This is not 'business as usual', as it requires a bottom-up approach. The Brief will need to make clear that community-led housing should be incorporated, which meets all the Common Principles for community-led housing set out in 1.1.2 above.
- 2.2.3. In the East Herts District Council's 'Main Modifications consultation version of the Local Plan' Chapter 13, East of Welwyn Garden City, for example, it is proposed that the local authorities work together with landowners and other key stakeholders to produce a masterplan for Birchall Garden Suburb, which can be adopted as a Supplementary Planning Document.

“Having the community at the forefront of a new scheme can give it much more local support and reduces the risk of failing at the planning hurdle. Once built, CLH tends to provide a more stable and supportive environment – a place that is efficient and well looked after because everyone who lives there is invested in its success.”

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- 2.2.4. The approach proposed will be breaking new ground for many site promoters and developers. Leadership from the local authorities will be required to show the benefits which community-led housing delivery approaches can bring to landowners and site promoters. These are likely to include the following benefits:
- faster progress through the planning system, as a result of greater community support;
 - 'pre-sales' of land parcels with fixed land prices, marketed specifically to CLH groups keen to build a variety of homes and neighbourhoods for between 25-300 homes and associated facilities;

⁷ http://www.ccinhousing.co.uk/wp-content/uploads/2018/01/Community_Led_housing_Report_2017.pdf

- an alternative market for land, which are currently not a part of traditional housebuilders market group – tapping into the 80% of the population who do not currently see themselves purchasing a new home from these existing providers;
- ‘downsizers’ - households looking to move into suitable smaller homes, when they no longer have dependents living with them, are more likely to be attracted to homes which they have had a part in designing, to their own requirements. (Cohousing can be particularly attractive, as they look to the future for mutual support);
- the ability of community-led housing approaches to see potential opportunities in land, which might have been missed by traditional housing providers;
- the ability of community-led housing approaches to deliver high levels of sustainability, and potentially a lower parking provision;
- the ability of CLH to inject new forms of investment (e.g. personal wealth and group mortgages) to cross-fund non-standard affordable housing products from ‘market housing’;
- pre-planning engagement with the planning authority and community, to build trust and explore opportunities which deliver benefits for local communities as well as meeting planning policies; best practice community participation will also improve design outcomes;
- reduced costs of community involvement and participation, by showing best practice processes, working with existing residents and community agencies.

2.3. Rural sites relationship with community-led housing

- 2.3.1. Through meetings with rural housing enablers, PLEione consultants and the Steering Group have identified existing practice in supporting community-led housing. The most common examples are led by parish councils using housing association enablers. These examples can sometimes be limited in their ability to meet all of the Common Principles for community-led housing set out in 1.1.2, and may not ‘integrally involve the community throughout the process’, and may be fettered in their ability to protect affordability ‘in perpetuity’ if grant has been obtained. However, there is greater control in the case of Rural exception sites. One clearly best practice example was shown in Stretham CLT, in East Cambridgeshire, where the delivery strategy included a ‘patient investor’ role for the landowner, who is a Cambridge college.

Part three : RECOMMENDATIONS AND ACTIONS

3. Key Recommendations and actions

- 3.1. The recommendations are made based on the Key Findings which emerged through the action learning approach, outlined in Parts One and Two above, brought together below as a summary.

3.2. Key Findings

KF1	The baseline awareness of 'community-led housing' by the local authorities and stakeholders in the Harlow & Gilston Garden Town area has begun to expand.
KF2	There is a willingness from local authorities to act as <i>Champions</i> of local initiatives and engagements and to play a proactive role.
KF3	The local authorities wish to establish a consistent approach to identifying demand and providing advice for self-build and custom housebuilding applicants on their Registers
KF4	There are a number of partners and agencies in the Harlow & Gilston Garden Town area (and across the SHMA) sympathetic to 'community-led housing' possibilities, although there remained some uncertainty regarding how to act on such interests.
KF5	There is a clear recognition that 'community-led housing' initiatives could fit well with a focus on maximising long-term community 'stewardships' within the Garden Town area, and the SHMA in general.
KF6	'Community-led housing' projects require the same resources – sites, finances, construction agents - similar to other housing development proposals, but can lack the technical expertise to bring these together working with and for the community.
KF7	The availability of specific sites for community-led projects has a major galvanising impact on local households to direct their own resources towards future activities.

KF8	There is limited existing capacity within the SHMA bodies to devote officer resources to mentoring new community projects to take shape. Additional resources will need to be sourced through existing budgets or from future external sources, such as future Community Housing Fund grants.
KF9	It was acknowledged that there are existing SHMA housing and planning priorities against which any 'community-led housing' initiative will be measured.
KF10	The 'community-led housing' projects which were studied, provide a range of examples for how priorities like maximising new affordable housing supply can be welcomed alongside other market housing delivery, when carried out in a transparently collaborative approach.
KF11	The aspiration to find 'better ways of working for, and with, local people for the benefit of their local community' is incorporated in the recommendations of this Report.

3.3. Key Recommendations

- 3.3.1. These proposals are likely to require additional funding to be sought by the local authorities to fill capacity and skills gaps. The ambition which has emerged from the awareness raising workshops and conversations has not been hidebound by the need for funding and resources, but it is recognised that without further funding from government or charitable sources, the local authorities and their partners will struggle to deliver their ambitions.
- 3.3.2. As a result of the Key Findings, the consideration of Key relationships with different scales and visions for sustainable development, and the recommendations encapsulated in the CCIN report, the consultants have made the following recommendations to the Community Housing Fund Project Steering Group.
- 3.3.3. The Recommendations are grouped under three headings:
- **Corporate Strategy support for people-first placemaking through CLH**
 - **Supportive frameworks for CLH**
 - **Use of local authority powers and resources**

3.3.3. Establish Corporate Strategy support for people-first placemaking through CLH.

- a) **During the project, each of the SHMA local authorities identified a CLH member champion; committed political leadership at the highest levels will be required to set support for CLH, and to see such values applied through all subsequent levels and engagements of their respective authorities**
- b) **In order to set out clearly how each local authority wish to support 'people-first' placemaking and for communities to develop and have a voice to shape the neighbourhoods that will be developed in the next years, it is recommended that they prepare corporate policy statements of intent, which will guide the development of policies in all departments and functions. (The template in the CCIN Report could be used as a base).**
- c) **The opportunity provided through alignment of CLH and garden city principles is recommended to be built upon through the work of the Harlow & Gilston Garden Town Delivery Team**

- 3.3.3.1) It is recommended that an evolved set of strategies and resources which are focused upon '*How to put people first.....*' will enable more opportunities for local people with the Harlow and Gilston Garden Town initiative and the Uttlesford garden settlements to develop and have a voice to shape the neighbourhoods that will be developed in the next years. Community-led housing requires control be shared with those who wish to create and sustain their own housing or housing for their community⁸.
- 3.3.3.2) It is recommended that suitable resources are sought from the DCLG Community—Led fund, in year 17-18; year 18-19, in order to deliver the next stage of work on these strategies.
- 3.3.3.3) Each council will consider the CCIN Commission on Community-led Housing Report⁹ (published on 24/1/18) and develop their 'Pledge' on CLH. This could range from 'In Principle' support, which would not be about officer time or funding – e.g. highlighting opportunities or acting as a conduit; through to a targeted approach requiring a budget. Or a pledge to search for additional funding to deliver more CLH, by effectively making the process for delivery simpler and easier.
- 3.3.3.4) We note that the Project Director for the Harlow and Gilston Garden Town Delivery Team has been appointed. and will be reviewing the staffing requirements for an inter-disciplinary Team. It is possible that the Team will include Community Engagement expertise. It is recommended that an adjunct to this Team, is expertise and resources in delivery and finance for community-led housing to facilitate the practical requirements for achieving the outcomes of 'putting people first..'. In the short term an expert or a member of staff could be seconded with a dedicated responsibility for increasing delivery of CLH. In the

⁸ <http://locality.org.uk/wp-content/uploads/LOCALITY-LOCALISM-REPORT.pdf>

⁹ <http://www.ccinhousing.co.uk/wp-content/uploads/2017/11/Local-authority-pledge-on-CLH-Guidance-FINAL.pdf>

longer term, this could either be one team to work across all the authorities, or a team established within each separate authority.

3.3.3.5) The responsibilities of this additional team(s) will include the determination and implementation of the local support networks¹⁰ that will be required to bring community-led development sites and areas into use within each authority within the Garden Town boundaries. It can act as a conduit between the local authorities and the emerging 'demand' for alternative delivery approaches, whilst also presenting this demand in a way each local authority can understand and work with. The work of a collective team could facilitate similar works elsewhere within the four authorities, if so desired.

3.3.3.6) Based on experience in other areas (e.g. Teinbridge), there needs to be someone for whom this their main job. It cannot be carried through successfully, as an adjunct to an additional function. Once CLH is an established delivery mechanism, the role will no longer be required.

3.3.4. Supportive frameworks for community led housing

a) Flowing from the corporate strategy positions, it is recommended that the SHMA group of local authorities provide a supportive policy and enabling framework to encourage and support more CLH to come forward across the housing market area.

b) It is recommended that benefits to first and subsequent households are maintained in perpetuity.

3.3.4.1) It is recommended that a funding bid is made to MHCLG as part of the 2017/18 year for revenue funding to help establish a 'Community-led Housing Hub' which could be enhanced with initial funds obtained by each of the authorities, if further CHF is forthcoming. This will include representatives from community-led bodies who can take part in scrutinising the operations of the additional team(s). This scrutiny role will be able to build trust between existing communities and the local authorities and the Garden Town Delivery Team. It can become a key stakeholder and advocate.

3.3.4.2) It is recommended that the following elements are drafted for the operations of the local planning authorities, where they have not already been incorporated into development plan documents (DPDs):

- Policies for emerging Local Plans, that include specific details on the nature and dimension of self build, custom build and other forms of group-led design and development initiatives. Existing policies in submission and main modifications Local Plans are in Appendices [XX and XXX].¹¹

¹⁰ Teignbridge SPD

¹¹ East Herts Council policy for the Gilston Area is in Appendix XXX
Epping Forest DC Policy for Harlow/Epping sites are in Appendix XXX - Policy SP 4
Development and Delivery of Garden Communities in the Harlow and Gilston Garden Town – section C(i)(c), C(ii), C(iii), C(iv) and C(x), page 40 on -

- New Supplementary Planning Documents should be considered, that will build upon, and provide more detailed guidance, about policies set out in Local Plans, and that will provide material advice for how development of new residential areas will be expected to demonstrate a suitable engagement with, and influence from, current and future residents as part of the garden town or garden settlements, for example, East Herts Council, Welwyn Hatfield Council and Hertfordshire County Council are working with landowners and other key stakeholders to produce a masterplan for Birchall Garden Suburb, which can be adopted as a Supplementary Planning Document to provide a clear basis upon which future planning applications will be considered. Establishing the frameworks for potential Local Development Orders should be considered, that can ‘front-load’ the planning process, and facilitate obtaining individual full planning permissions in short times:
 - ‘plot passports’ for sale of plots and sites
 - percentages of sale and rental properties
 - levels of affordability for different products
 - use of Design Codes, to facilitate community-led planning and design
 - delivery of necessary social and physical infrastructure
- Establishing the frameworks for community-focused Design Codes should be considered, to permit:
 - use of plots / sites
 - levels of affordability for different products- flexibility in the dimensions of the properties
 - an encouragement of sustainable construction and its methods
 - flexibility in neighbourhood layouts and designs
 - the kinds of associated facilities to be sought in neighbourhood areas
- The next stage of information regarding Self Build Registers, should be developed so that those who register can know how to use the registration to progress their ambitions, in the context of the ways in which the local authorities will facilitate and enable permissions for sufficient sites to meet demand:
 - identification of sites:
 - support to acquire finds
 - support to choose constructional techniques
 - formal permissions
 - legal matters and other administrative concerns
- Housing-related policies in emerging Neighbourhood Plans should be encouraged to consider options for local delivery through community-led and other self-build initiatives.

<http://rds.eppingforestdc.gov.uk/documents/s81028/Appendix%201%20-%20Submission%20Plan%20Appendices.pdf>

<https://www.eastherts.gov.uk/mainmodifications> (to 29th March 2018)

3.3.4.1) It is recommended that the following elements are drafted for how formal strategic housing strategies can assist the operations of each authority, to increase the supply of community-led housing:

- Preparing bespoke LA housing strategies should be considered for strategic sites. Where there is planning policy requiring a masterplanning approach, bespoke housing strategies should form part of the briefs for that masterplanning. These site specific housing strategies should stipulate an encouragement of people to be involved in commissioning the building of their own homes, including:
 - self-build / custom-build development
 - cohousing neighbourhoods
 - community land trusts
 - housing co-operatives
 - households that are current priorities on the LA Housing Register of people applying for social housing
 - households that are not currently prioritised on the Housing Register of people applying for social housing
- Setting out requirements for 'affordable' housing, and for the affordability of other provisions, and encourage mixed-tenure delivery by community projects
- Setting out a 'Housing Investment Strategy' that will detail support for 'community' schemes and households, alongside support to mainstream schemes;
- Setting out guidelines for Delivery Frameworks / Panels / Partners, that will stipulate a range of projects that can encourage the prioritisation of community groups
- Revising Empty Homes Strategies, to facilitate community projects to acquire empty properties in urban and rural settings, and explain the powers to be used
- Revising a 'Tenants Strategy' to promote a range of local TMO engagements, across local stakeholders and stock-owners
- Housing-related policies to be promoted in emerging Neighbourhood Plans

As a part of the masterplanning process for strategic sites, it is likely that these housing related items will be incorporated into a single strategy, as part of the overall masterplanning brief.

3.3.4.2) It is recommended that benefits to first and subsequent households are maintained in perpetuity, wherever discounts have been established that reduce the housing costs of the resident households, and the principle of projecting benefit into the future in perpetuity if there is any form of discount applied through

the planning system is developed. Planning obligations applied to the land can be used to obtain overage, or require future sales, for example, to maintain a link between median incomes and resale prices¹². Where there is no 'discount', for instance in regard to individual self-build market housing, the situation should be clarified so that the benefit accrues only to the initial occupier.

3.3.5. Use of local authority powers and resources

- a) **Flowing from the corporate strategy positions, it is recommended that demonstrator sites are identified. This may be through the use of available public sector land, at 'market' prices (tested by the intended use and public benefit) or the councils act as enablers and CLH is signposted to acquisition opportunities in the private sector as part of garden towns or garden communities,**
- b) **It is recommended that priorities are identified for local authority and other public sector land towards community-led and self-build housing development, and a new VfM framework is created around 'public benefit', working with accredited community-based partners.**
- c) **Each of the local authorities explore their powers to facilitate CLH, working with a local Hub and the emerging national support frameworks, due to be funded through CHF for the next 3 years.**

3.3.3.7) It is recommended that formal policy positions are adopted by the authorities for the use of assets at their disposal, and from key stakeholders. Transparency around each council's priorities will increase the opportunities for co-production between each council and community groups, and build trust. The use of assets will be framed by the Local Government Acts, and the Localism Act 2011, to ensure that public benefit is achieved, so it is important that the use of assets by communities is facilitated by each local authority.

3.3.3.8) Income can be generated from leasehold disposals by local authorities to communities, which may be able to support long-term financial sustainability as central government grants diminish. Each local authority in the Steering Group is likely to want to develop their own bespoke asset disposal strategy, driven by their own priorities for the use of their land assets.

- 3.3.3.9) These strategies should be split in to:
- i. The support and non-financial facilitation and enabling to be provided to individuals and groups who wish to deliver market housing interventions which will continue to be community controlled in some form, or for which the public realm will be community controlled;
 - ii. Financial, assets or other monetisable benefits, where some form of 'discount' is inherent, and in these circumstances, the value of the benefit is deemed to be attributed to the land, so that it can be carried forward 'in

¹² Case study for St Clements Hospital...

perpetuity', through some form of overage, or restrictive covenant.(see also the planning issues)

3.3.3.10) It is recommended that in the next 2 years, sites are identified, and brought forward as demonstrator projects. Each demonstrator site should include:

- The prioritisation of identified local authority and other public sector land towards community-led and self-build housing development,
- A Value for Money framework to be established that identifies the use of public assets for community-led initiatives as a suitable candidate for 'best consideration reasonably obtained', where these initiatives are shown to deliver wider public benefit, rather than this to be judged in terms of the highest receipt
- That assets can be released to accepted community-based partners who can demonstrate appropriate governance procedures (with sector accreditation, if required), with an acceptance of claw-back mechanisms in times of default
- the locations for the first new examples of community-led developments, which the local authorities will proactively lead to identify emerging groups to be supported. Such support shall include the use of the existing (16/17) and potential future (to 2020) Community Housing Fund grant:
 - o That the authorities are able to stand as 'guarantors' for loan finance that could be required by community organisations, subject to financial checks (to be set out clearly by each finance director).
 - o That 'start-up' grant finance is available for community projects to use for their initial incorporations and administrative structures.
- Land required for each demonstrator site of between 1 and 3 acres (0.4 – 1.21 Ha) should, in the first instance consider that most intentional CLH groups, like co-ops and cohousing, work best for groups up to about 40 adults, approximately 25-30 households. CLTs can work for much larger sites, of around 300 homes, which can often be made up of smaller co-ops and cohousing groups sitting underneath the overarching CLT. A best practice example in Switzerland won the Habitat III prize in 2016.

3.3.3.11) Demonstrator sites could be located on each of the strategic sites, which would allow the local authorities to adopt a different approach for CLH for each demonstrator site, subject to the masterplanning and nature of each site's intended population.

3.3.3.12) It is recommended that a form of 'property shop' be established and operated by the authorities that will provide full characteristics, legal checks and property searches on selected sites and plots that could be made available (by the authorities and by partners) and for the results to be available for a suitable fee to community-led and self-build housing schemes, to recover the up-front cost.

3.3.3.13) These recommendations are in line with the recent conclusions of the CCIN Housing Report. Further enabling and support are included in the box below.

DRAFT

The CCIN commission made recommendations for:

“How local authorities can enable or support Community-Led Housing

The support authorities give to CLH varies greatly, depending on their local circumstances and priorities. They can enable CLH through policy and support it with resources. Authorities named in brackets refer to case studies in the CCIN report.

Policy

1. Leadership

2. A political champion and an officer champion to link up the ambition with the authority’s strategy and processes across the organisation (East Cambridgeshire). **A policy environment supportive of CLH**

Aligning planning, corporate asset management and housing policies can create opportunities for CLH schemes. Housing policies that enable CLH would include a housing strategy that includes CLH schemes as part of its approach to affordable housing delivery (Lewisham); an empty property strategy that includes CLH resources to tackle empty homes (Leeds); and an allocations policy that identifies potential CLH residents from households in housing need.

3. Land made available through planning policy

A review of sites can assess their suitability for CLH and the local plan can make provision for CLH schemes (Brighton and Bristol). A supplementary planning document can set out clearly what is required of CLH projects in order to increase the chances of their obtaining planning permission (Cornwall, East Cambridgeshire).

Resources

4. Council assets provided through sale or asset transfer

5. Funding by local authorities

6. Enabling support

CLH schemes will need support and advice through the five stages of a project: forming the group; securing a site; planning, designing and financing the scheme; building; and managing the completed homes. Enabling support can be provided by a local authority or through a national or regional CLH support organisation. Authorities support CLH through partnerships and can connect new community groups with more experienced ones or with a local housing association committed to developing CLH schemes.

They provide guidance on the planning process and support funding bids. Some raise awareness of CLH in the community to foster the development of new CLH groups (Chichester).”

1.6. Proposed Actions Summary

3.4.1. Establish Corporate Strategy support for people-first placemaking through CLH.

- a) **PLEDGES** – The local authorities to adopt ‘pledges’ to set corporate strategy for CLH, using as a starting template the CCIN created one - <http://www.ccinhousing.co.uk/wp-content/uploads/2017/11/Local-authority-pledge-on-CLH-Guidance-FINAL.pdf> , this will frame the resources available for subsequent actions,
- b) **HOUSING POLICIES** – The local authorities to construct housing policies, adapted to garden towns, garden communities and strategic sites, to assist with forming the supportive frameworks for CLH,
- c) **PLANNING POLICIES** – The local authorities to continue with emerging planning policies, adapted to garden towns, garden communities and strategic sites, to assist with forming the supportive frameworks for community-led housing,
- d) **FUNDING** – The local authorities to source funding from their own budgets, from development partners, and MHCLG to provide the necessary revenue funding to carry out the actions and tasks in para 3.5.

3.4.2. Supportive frameworks for community led housing

- a) **SHARED COMMUNITY LED HOUSING ENABLING HUB** – to establish a ‘Community-led Housing Hub’ with initial funds from each of the authorities. This will include representatives from community-led bodies and CVS who can take part in scrutinising the operations of additional team(s). This scrutiny role will be able to build trust between existing communities and the local authorities and the garden town Delivery Team. It can become a key stakeholder and advocate, and provide expertise to emerging groups

Typical tasks which other Hubs are engaged in across the UK:

Objectives:	ACTION REQUIRED
a) Proactively identify sites and groups facilitating some incorporations to be focused on one or more specific sites already identified by the local authority	Recruit a project manager (for fixed term, say 6 months) who can work directly to support the: <ul style="list-style-type: none"> – formation of a group, vision and outcomes – take the group through the steps to full engagement; incorporation, and securing the site – set the group up with an action plan for the tasks for delivery and management.

<p>b) facilitating some incorporations to be focused on some of the specific intentions that have customarily driven specific 'models' of community-led initiatives – such as an intention to provide affordable housing, or an intention to create innovative options for older-persons households, or to rehabilitate empty properties;</p>	<p>Use existing expertise in RCCE, CLT East etc. or develop a new community-led housing Hub for this locality, to explore the intentions of existing groups/parish councils.</p> <p>To avoid this becoming open-ended, and drifting without delivering, a target number of groups to be supported could be identified per annum, to achieve set milestones in the delivery process.</p> <p>Each LA may need to identify/create a post for which part of the remit will be to be responsible for delivering the programme targets.</p>
<p>(c) facilitating some 'open-ended' incorporations, where a group is emerging but is still at a stage where it has yet to reach a decision on how it may focus on one or other specific community-led priority;</p>	<p>Bespoke package of consultant 'Enabler' support for emerging groups, using the approach adopted by other Enabler 'Hubs'.</p> <p>Query if this 'reactive approach' will achieve the desired effect</p> <ul style="list-style-type: none"> – how will groups know to apply?
<p>(d) facilitating some incorporation for initiatives that would be able to support more individualistic self-build developments.</p>	<ul style="list-style-type: none"> – What market research is there to know if the types of housing which the LAs want to meet their priorities will come forward through these approaches reactively?

- b) **HARLOW & GILSTON GARDEN TOWN DELIVERY TEAM** – to support the new Project Director from February 2018 develop their team, to include consideration of the staffing requirements to support community led housing.
- c) **PLANNING DELIVERY** – to establish planning protocols (e.g. PPAs) to consider CLH opportunities in masterplanning-led approaches and review CLH delivery in the context of planning obligations for infrastructure and affordable housing

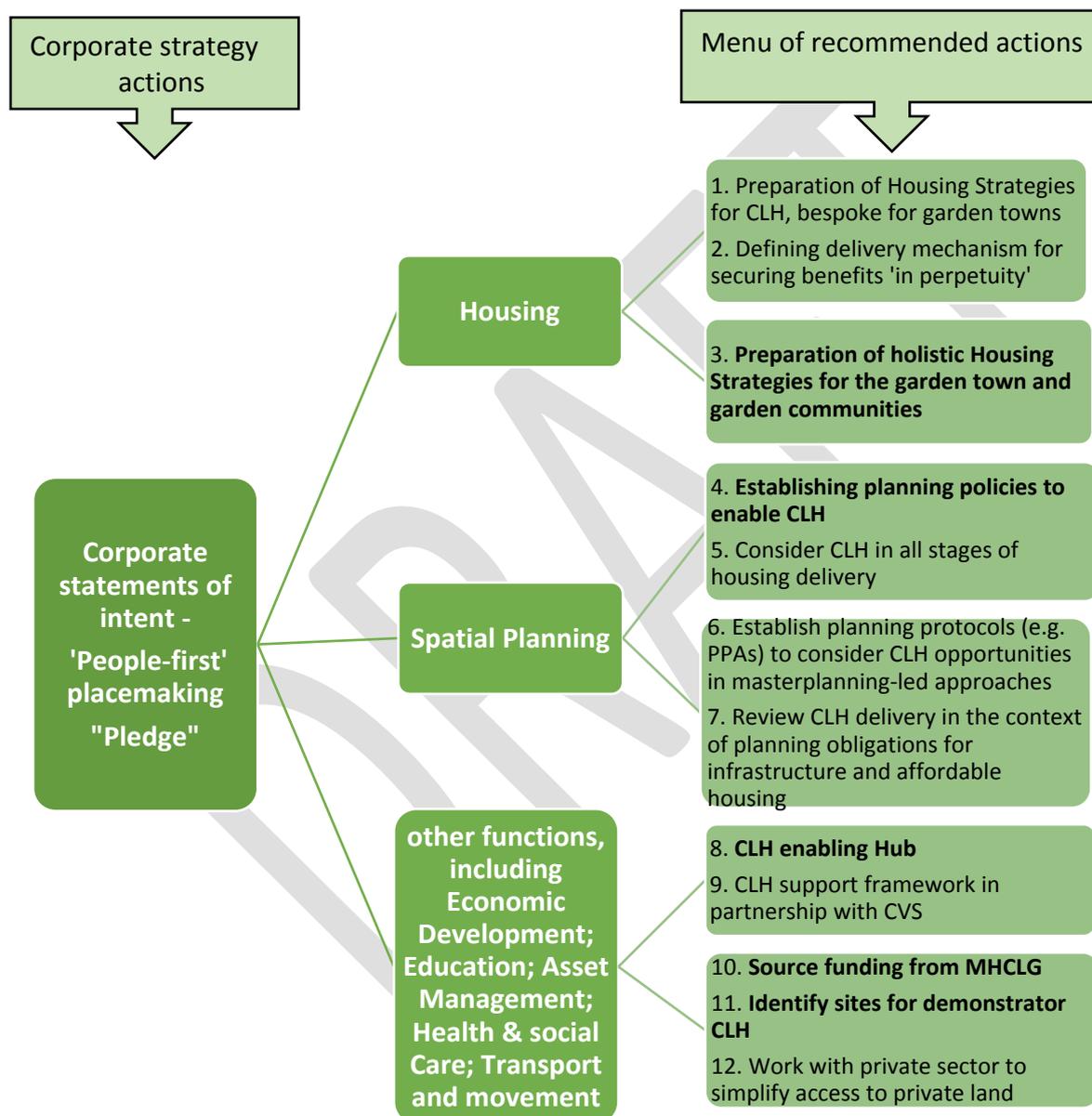
3.4.3. Use of local authority powers and resources

- a) **DEMONSTRATOR PROJECTS** – to establish in the next 2 years, identified sites brought forward as demonstrator projects for CLH.
- b) **VALUE FOR MONEY & CLH-FIRST ASSETS** – to prioritise identified local authority and other public sector land towards community-led and self-build housing development, and create a new VfM framework around 'public benefit' working with accredited community-based partners.
- c) **POWERS – Exploring the Localism Act 2011, each of the local authorities explore their powers to facilitate CLH, working with a local Hub and the emerging national support frameworks, due to be funded through CHF for the next 3 years.**

3.5. Menu of Recommended Actions

3.5.1. The proposed actions are set out in the diagram below with a link to the resources and functions where responsibility for the action (listed in paragraphs 3.4.1, 3.4.2, and 3.4.3 above) is most likely to lie.

3.5.2. The critical path for an action plan will need to emerge as part of the next review of this report by each local authority and the Steering Group. However, it is recommended that the Corporate Action is taken first, and followed by Actions 10, 3, 4, 8 and 11, as the next priority, shown in bold in the diagram below.



APPENDICES

- (1) Statutory definitions and Glossary**
- (2) Overall 'Awareness Raising' within East Herts / West Essex SHMA**
 - i. List of meetings and workshops**
 - ii. Presentations**
 - iii. Workshop content**
 - iv. Case study material**
- (3) Baseline assessment**
- (4) Stewardship – legal types and forms (TCPA and others)**
- (5) Self-Build working paper**
- (6) Planning Policy working paper**
- (7) EFDC policy extracts**
- (8) East Herts DC policy extracts**
- (9) Local Authority powers summary for CLH**
- (10) *Potential Additional work, which would be included in the final version as "Summary 'How to' guide for negotiating with strategic site promoters and developers, and exploring the benefits for them, to include***
 - i. Overview of policy positions***
 - ii. Overview of costs for CLH, 'zero-sum' with market and affordable housing***
 - iii. The use of a masterplanning approach***
 - iv. Scenario Descriptions (4 or 5)***

APPENDIX ONE – Definitions & Glossary

Community-led housing

‘What makes a scheme locally accountable and community-led?’:

Common principles - The legal form and activities of each community-led housing scheme depend on the outcomes needed, but schemes that are genuinely community-led all share common principles:

- The community is integrally involved throughout the process in key decisions – for example: what is provided, where, and for who. They don’t necessarily have to initiate the conversation, or build homes themselves.
- There is a presumption that the community group will take a long term formal role in the ownership, stewardship or management of the homes.
- The benefits of the scheme to the local area and/or specified community group are clearly defined and legally protected in perpetuity.

Approaches which adopt these common principles include community land trusts; co-ops; cohousing; mutual home ownership; mixed economy rental; community self-build; and combinations of these.

KEY TYPOLOGIES

<u>Table.</u>	Definitions of key typologies within UK collaborative & community-led housing
<u>Self-build housing:</u>	Housing arranged by individuals or groups for their own use; individuals typically commission the construction of a new house from a builder, contractor or package company or, in a modest number of cases, physically build a house for themselves. <i>[cf. National Custom and Self-Build Association; Community Self Build Agency]</i>
<u>Custom-build housing:</u>	Where the future households engage a specialist developer to help plan and deliver the home, or where a developer finalises properties to end-purchaser specifications. <i>[cf. National Custom and Self-Build Association]</i>
<u>Co-operative / Mutual housing:</u>	Schemes with a membership limited to those who live in the homes provided, and where the ‘mutual’ membership democratically controls the actions and assets of the organisation through general or other meetings. <i>[cf. Radical Routes; Confederation of Co-operative Housing]</i>

Tenant Management Organisation:

The term 'TMO' covers a range of organisations including Community Gateways in which council or housing association tenants and leaseholders collectively take on responsibility for managing the homes they live in; resident members create an independent legal body and usually elect a tenant-led management committee to run organisations, set up on a variety of scales [cf. *National Federation of Tenant Management Organisations*]

Self Help housing:

Bringing empty or derelict properties back into use through renovation by community projects, often to property acquired by the local authority from the private sector. [cf. *Self Help Housing*]

Community Land Trust:

A non-profit organisation that develops housing or other assets at permanently affordable levels and holds the asset(s) in trust for long-term community benefit. [cf. *National Community Land Trust Network*]

Cohousing:

Neighbourhood development projects (typically between 10-35 households) with self-contained dwellings focused around a 'common house' plus other shared spaces and facilities; vehicles are kept to the development site periphery thereby allowing residents to maximise their social interactions and leisure activities. [cf. *UK Cohousing Network*]

Low Impact housing:

The development of property and the use of suitable building materials which either enhance, or do not significantly diminish, the environmental quality of the settings in which dwellings are placed. [cf. *The land is Ours Network*]

Intentional Community:

A planned residential community (such as a 'commune'), designed to have a high degree of social cohesion and teamwork; members typically hold a common social, political, religious, or spiritual vision [cf. *Fellowship for Intentional Community; Diggers & Dreamers*]

Ecovillages:

Large-scale development of a fully-featured settlement in which all the major functions in life - housing, food provision, leisure, commerce and manufacture – are all present in balanced proportions, and where human activities are harmlessly integrated into the natural world. [cf. *Ecovillage Network*]

STATUTORY DEFINITIONS:

Community Land Trusts

Community Land Trusts have a statutory definition set out in the Housing and Regeneration Act 2008, Part 2, chapter 1 clause 79, it is not of itself a 'delivery model', or a legal form:

A Community Land Trust is a corporate body which satisfies the conditions below:

Condition 1 - Is that the body is established for the express purpose of furthering the social, economic and environmental interests of a local community by acquiring and managing land and other assets in order –

- To provide a benefit to the local community and
- To ensure that the assets are not sold or developed except in a manner which the trust's members think benefits the local community

Condition 2 – Is that the body is established under arrangement which are expressly designed to ensure that:

- Any profits from its activities will be used to benefit the local community (otherwise than by being paid directly to members)
- Individuals who live or work in the specified area have the opportunity to become members of the trust (whether or not others can also become members)
- The members of a trust control it

Self Build and Custom Housebuilding definitions:

The [Self-build and Custom Housebuilding Act 2015 \(as amended by the Housing and Planning Act 2016\)](#) provides a legal definition of self-build and custom housebuilding.

The definition of Self Build as set out in the Self-Build and Custom Housebuilding Act 2015 (as amended by the Housing and Planning Act 2016, Part 1, Chapter 2 Section (9) as set out below.

(A1) "Self build and custom housebuilding" means the building or completion by - a) Individuals, b) associations of individuals, or c) persons working with or for individuals or associations of individuals, of houses to be occupied as homes by those individuals.

(A2) But it does not include the building of a house on a plot acquired from a person who builds the house wholly or mainly to plans or specifications decided or offered by that person¹³.

¹³ This definition is trying to draw a distinction around 'custom housebuilding' from typical housebuilders, who will generally offer some form of customisation, such as worktops, and bathroom fittings.

So if the housebuilder "A Person" in this definition, draws up the plans and the specification themselves and then offers the plots to the market, that IS NOT INCLUDED in the definition of custom housebuilding.

The Act does not distinguish between self-build and custom housebuilding and provides that both are where an individual, an association of individuals, or persons working with or for individuals or associations of individuals, build or complete houses to be occupied as homes by those individuals. In considering whether a home is a self-build or custom build home, relevant authorities must be satisfied that the initial owner of the home will have primary input into its final design and layout.

Paragraph: 016 Reference ID: 57-016-20170728, Revision date: 28 07 2017

Responding to the Register through permissioning suitable plots

At the end of each base period, relevant authorities have 3 years in which to permission an equivalent number of plots of land, which are suitable for self-build and custom housebuilding, as there are entries for that base period. **Paragraph: 023 Reference ID: 57-023-201760728, Revision date: 28 07 2017-**

<https://www.gov.uk/guidance/self-build-and-custom-housebuilding>

OTHER DEFINITIONS

Other guidance regarding suitable participation and governance is set out in the HCA's Eligibility Criteria for the 2011-15:

http://webarchive.nationalarchives.gov.uk/20170131215820/https://udc.homesandcommunities.co.uk/sites/default/files/our-work/community_led_eligibility.pdf

STEWARDSHIP

- Stewardship is the **umbrella term for the way in which** current/new assets, facilities, services and provisions are cared for in the long-term interest of current and future generations. This includes the intention to incorporate local decision-making processes and manage and maintain these assets in such a way as to enable them to have a long-term viable future on behalf of the community (Ref: a 'steward' for a large 18th century estate, without the paternalistic philanthropy).

GOVERNANCE

- Governance is the **decision-making mechanism** by which assets, facilities, service and provisions are cared for in the long-term interest of current and future generations. This includes the intention to empower current and future locality communities to lead in taking decisions about their neighbourhood, through establishment of participative governance structures, whilst recognising the need to provide the support required to help individuals build their self confidence, skills and knowledge to contribute.

Critically, the design and specification MUST BE prepared with PRIMARY INPUT from the initial owner.

APPENDIX TWO - Overall 'Awareness Raising' within East Herts / West Essex Strategic Housing Market Area

The awareness raising stage of the project included a number of meetings, workshops and presentations. Case study material was collated and presented as part of presentations and used in workshops. The Steering Group oversaw the preparation of materials through its meetings, where various case studies were explored in order to find the most useful and relevant comparable examples for the intended audiences for each presentation.

This appendix is a collation of the following material:

- i. List of meetings and workshops, including Terms of Reference
- ii. Presentations
- iii. Workshop content
- iv. Case study material.

APPENDIX TWO – (i) List of Meetings and Workshops, including Terms of Reference

		Epping	Uttlesford	Harlow	East Herts
Councillor awareness raising:					
Awareness raising meeting with the Co-operation for Sustainable Development Board	18th September	X	X	X	X
(pre-meeting for Garden Town officers)	7th September	X	X	X	X
Champions' briefing		11th Sept		31st Aug	
Uttlesford Council Members workshop			14th Nov		
Final report back to the Co-operation for Sustainable Development Board	26 th March 2018	X	X	X	X
(pre-meeting for Co-op Senior officers)	15 th March 2018	X	X	X	X
stakeholders awareness raising meetings:					
Local Plan Developers Forum (Large & small scale)		8th Sept		8th Sept	8th Sept
East Hert Rural & Urban conference					12th Oct
Rural Community Council of Essex (RCCE) Advisory Group mtg, with rural housing enablers,			19th Oct		
HA meeting		29th Nov			
email introduction sent to Epping PCs		x			
Uttlesford community workshop – PCs/self-build register/etc.			21 st Feb 18		

Steering Group meetings (4 proposed)	
inception	21st June
1	18th July
2	August telecom
3	8th September
4	9th October
5	14th November
6	8 th January 2018
7	7 th February 2018
8	12 th March 2018

The Terms of Reference for the Steering Group were agreed on 8th September 2017. They are included below:

COMMUNITY HOUSING FUND PROJECT STEERING GROUP

Terms of Reference

Lead Consultant: PLEione – Dinah Roake and Martin Field

Role: To lead and coordinate the Steering Group, and chair meetings.

To deliver work packages as described in the attached workplan

To liaise with the LAs through the Project Steering Group

Local Authority Lead: Stephanie Baxter (Uttlesford District Council)

Role: Main point of contact for the Local Authorities, to coordinate comments on all workshop documents for liaison with PLEione

Provision of advice on community-led housing, as required

Liaison with PLEione on behalf of Uttlesford DC as the procuring authority.

Workstream members: Each local authority to be represented by 1 planning policy and 1 housing strategy officer.

East Herts	Uttlesford	Epping Forest	Harlow
Louise Harris	Stephanie Baxter	James Shutt	Colin Endean
Claire Sime	Philip Bylo	David Coleman	Andrew Debnam
George Pavey	Demetria MacDonald	Alison Blom-Cooper	

role: To represent each LA perspective, and to work collaboratively with the Project Steering Group to achieve the purposes of the Steering Group

Key stakeholders and areas of interest:

Local Authorities: Uttlesford District Council, Epping Forest District Council, East Herts District Council, and Harlow Council – planning and housing policy across the board.

Each LA to identify a champion from their members/Cabinet.

Parish councils, local neighbourhood planning groups and support bodies: RCCE, CDA – including local housing need; neighbourhood planning.

Each LA engagement to continue with existing bodies and use existing fora to introduce community housing and their framework of support (e.g. East Herts Rural & Urban conference, Uttlesford quarterly meetings with RCCE). Potential for RCCE and CDA to be invited to attend a Steering Group meeting on a topic specific basis.

County Councils's Directors: Essex County Council and Hertfordshire County Council - health, social services, older peoples' services.

Generally liaison will be maintained through the SHMA officers group.

Harlow & Gilston Garden town: Sarah Pullin, Garden Town Support Officer

General liaison will be maintained through the SHMA officers group.

Terms of Reference:

- The Community Housing Fund Steering Group's remit is:
 - To steer the whole project, including delivering the purpose and monitoring the delivery of milestones and spend of Community Housing Fund budgets.
 - Meetings will generally be convened in advance on a monthly basis, but flexibility is required and plenty of communication by telephone and email in-between meetings.
 - Topics to be covered will be agreed in advance so the right people can be invited to attend - agendas will be issued by the chair at least 3 days in advance of the meeting.
 - Members should ensure that they can attend on a consistent basis but if sending a substitute, make sure they are properly briefed on the issues to be discussed prior to attendance.
 - Action notes will be taken at every meeting (by PLEione) and circulated to all members of the group, as well as to members of the SHMA Co-op Officers group. Notes should be circulated within 5 working days of the meeting.
 - The chairperson will be responsible for directly raising with the Arup project manager any cross-cutting issues which impact on their work.
 - External stakeholders will be invited to attend as appropriate to give their organisation's input to the progressing of proposals.
 - The Project will end in early 2018, and the Steering Group will review its dissolution.

The Purpose of the Community Housing Fund Project Steering Group is to steer the whole project, including the work of the project consultants to deliver 'enabling support' that will:

- **raise awareness about community-led housing** for both the smaller scale, and the large scale new Garden Towns, and provide a framework to consider the delivery, management and long-term stewardship for different types of community-led housing;
- **help local authority councillors and officers work through options** to arrive at housing and neighbourhood opportunities for their whole administrative areas and the new Garden Town that can respond to and facilitate interests in the long-term stewardship of community-led provision, and develop an approach for use in the SHMA area;
- **identify actions to be taken by the local authorities that can remove blockages** to facilitating community-led forms of housing delivery; and
- **set out how such actions can help deliver other local authority priorities** (like a generation of future revenue; delivery of social infrastructure; and preventative action to reduce requirements for social care provision).

Relevant Policy and Best Practice

- The Self-build and Custom Housebuilding Act 2015
- The Self-build and Custom Housebuilding Regulations 2016 (S.I.2016/950)
- The Self-build and Custom Housebuilding (Time for Compliance and Fees) Regulations 2016 (S.I.2016/1027).
- The Housing and Planning Act 2016 (Chapter 2)
- National Planning policy and Local Plans
- Local Policies – housing; community infrastructure; older persons; health.

Matters to be Tested

- Background motivations

Addressing local priorities, what, when and where?

how can community-led housing contribute?

- Housing quality
- control of delivery timescale
- Permanent affordability – rent and purchase
- Certainty of delivery of social infrastructure
- Long-term stewardship of assets – housing and public realm management and maintenance
- Housing types which are bespoke to and suitable for local demand, e.g. the right sized homes for older single households
- Accountability and transparent governance
- Addressing other priority needs, such as reducing health and social care costs

What makes a scheme locally accountable and community-led?

Common principles - The legal form and activities of each community-led housing scheme depend on the outcomes needed, but schemes that are genuinely community-led all share common principles:

- The community is integrally involved throughout the process in key decisions – for example: what is provided, where, and for who. They don't necessarily have to initiate the conversation, or build homes themselves.
- There is a presumption that the community group will take a long term formal role in the ownership, stewardship or management of the homes.
- The benefits of the scheme to the local area and/or specified community group are clearly defined and legally protected in perpetuity.

Models include community land trusts; co-ops; cohousing; mutual home ownership; mixed economy rental; community self-build; and combinations of these.

A Garden City is a holistically planned new settlement

The Garden City principles are an indivisible and interlocking framework for their delivery, and include:

- Land value capture for the benefit of the community.
- Strong vision, leadership and community engagement.
- Community ownership of land and long-term stewardship of assets.
- Mixed-tenure homes and housing types that are genuinely affordable.
- A wide range of local jobs in the Garden City within easy commuting distance of homes.
- Beautifully and imaginatively designed homes with gardens, combining the best of town and country to create healthy communities, and including opportunities to grow food.
- Development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy-positive technology to ensure climate resilience.
- Strong cultural, recreational and shopping facilities in walkable, vibrant, sociable neighbourhoods.
- Integrated and accessible transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport.

<https://www.tcpa.org.uk/garden-city-principles>

What does this mean for Harlow & Gilston Garden Town?

- Shall a Garden Town build the mechanisms for greater neighbourliness, mutual support and control by the future residents?
- Will a Garden Town engage all future occupiers in how the new place will be run?
- Town-wide or supra-local?

- Expression of Interest (2016):
Extracts – Vision/ Community Engagement:

It is envisaged this will examine what legal mechanisms exist for involving residents across all tenures in having a say in how their neighbourhood is run. Issues to explore include:

- explore how each neighbourhood involves residents in governance
- evaluate the different legal models used
- identify key principles in establishing a mechanism for involvement that works.

Co-operative and mutual

- The Mutual Housing Group - a coalition since 2009, bringing together representatives from:
 - Cohousing Network,
 - Confederation of Co-operative Housing,
 - National Community Land Trusts Network,
 - Community Gateway Network,
 - Locality (Development Trusts Association),
 - National Federation of Tenant Management Organisations
 - National Custom & Self-Build Association
 - Community Self-Build Agency
 - Self-Help Housing (refurbishing existing properties)

➔ Establishing a Community-led Housing Alliance

What is it local people want?

- to build new property for one or more household;
- to provide affordable housing, for rent or sale, for allocation to local people;
- to provide, own or manage property for one's own household to rent;
- to take control of, or refashioning, local housing services;
- to manage natural and environmental spaces adjacent to residential homes;
- to create resident-led housing options for older residents;
- to renovate or reuse derelict, vacant or under-used property;
- to create eco-sensitive, low-impact and 'green' accommodation, and reduce utility use and costs;
- to live together with others for shared religious, political, or other beliefs;
- to build 'intentional communities', places for 'group living' or other 'utopian' lifestyles;
- to design and build shared or 'intentional' neighbourhoods;
- to revitalise existing neighbourhoods and increase their quality and inclusivity;
- to generate funds to help deliver broader community services and innovation.

From the report 'Local initiative or national community organisation? From people choosing to meet their own needs by working in 'niche' accommodation, either on the market or under regulation, and by 'niche' innovation, especially within Equity & Homegroups, and by 'targeted' on the UK's first and second networks. The focus of the above list is on residential and local initiatives.

Community-led Housing, Neighbourhoods and Stewardship

MOTIVATIONS: PRIMARY / OTHER (4)	NEW GROUND (Derelict Cat)	THRESHOLD CENTRE (Derelict Service Cat)	NEW HOME CRESCENT (Service Self-Build)	SHARPHAM PRISM (Share Cat)	GRAVENHILL (Custom / Self-Build Price)	LEAC (Other cat)
NEW SUPPLY	# (25)	#	#	# (9)	PRIMARY	# (20)
AFFORDABILITY	#	# (14)	# (10)	PRIMARY	# (100+)	#
MANAGEMENT				#		
ENVIRONMENT		#				#
SPECIFIC NEED GROUP	PRIMARY					
RE-USE OF EXISTING		#				
'LOW-IMPACT'		#				#
SHARED COMMUNITY		PRIMARY				#
'INTENTIONAL' COMMUNITY	#					PRIMARY
NEIGHBOURHOOD			PRIMARY	#		
INNOVATION	#		#		#	#

Case studies

New Ground - Older Women's Cohousing

- Barnet - EN5 4HY
- Site area 0.3227Ha



Threshold Centre - Cole Street Farm, Gillingham, Dorset (2004-08 – 10)

- Sustainable education centre
- Eco-village community, working with a local housing association
- Green, affordable & neighbourly.



COMMUNITY HOUSING FUND PROJECT STEERING GROUP

Indicative outcomes:

- raised awareness about community-led housing
- worked through options to arrive at housing and neighbourhood opportunities that can respond to and facilitate interests in the long-term stewardship of community-led provision
- actions identified for local authorities to overcome blockages to facilitating community-led forms of housing delivery; and
- set out how such actions can help deliver other local authority

Indicative Milestones:

- Sept: involved stakeholders
- Sept/Oct: workshops
- Nov: Draft strategy
- Dec/Jan: Final Presentation

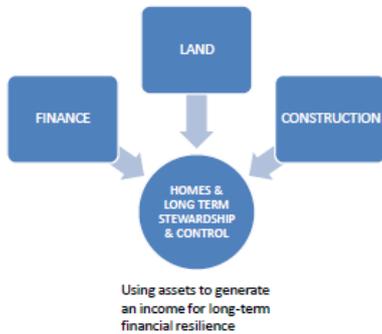


Local Plans which incorporate new approaches

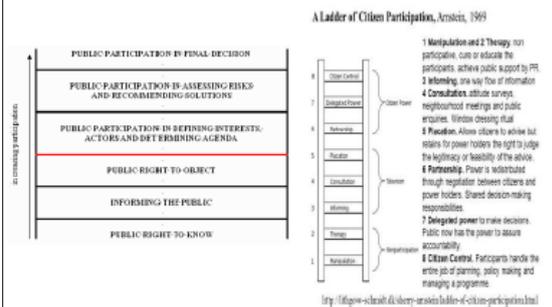
- Teinbridge Local Plan (adopted May 2014)
 - 10% self-build plots
- Cornwall Council
 - Signposting, no policies
- Cherwell District Council
 - Graven Hill 1,900 development
- Shropshire Council
 - SPD approach
- Petersfield neighbourhood plan
 - Allocated sites
- Cambridge – K1 council owned land
- Uttlesford (consultation draft): has draft policies for Self Build, Custom Build and CLTs
- East Herts (submission plan): specific proposals for Self Build and Custom Build outcomes (HOU) – 5% on more than 200 dwelling sites



Mainstreaming



Ladder of participation



Learning from existing initiatives



Potential appetite?

Next steps discussion:

- Support through planning policy?
- Mechanisms for identifying and securing land; finance and construction expertise?
- Other policy or delivery support?
- Alignment with existing Council policies?

APPENDIX TWO – (iii) Workshop content for Officers Workshop (29/11/17)

AWARENESS RAISING - SUMMARY OF OFFICERS WORKSHOP

10.00 – 13.00 Wednesday 29th November 2017

Council Chamber, Harlow Council Civic Centre, Water Gardens, Harlow, CM20 1WG.

BACKGROUND:

The Government awarded funds earlier in 2017 for work to be progressed on the potential development of a 'Garden Town' initiative across a variety of interconnected sites in the Harlow & Gilston area.

Complementary to this initiative, the Government remains keen to see local areas explore options to facilitate increased levels of new housing delivery, and to consider a range of potential community-led delivery mechanisms that can be harnessed to such ends.

WORKSHOP PURPOSE:

This workshop explored the challenges posed to proposers of community-led housing schemes for securing the appropriate finance, land and other assets required to deliver local schemes, both in the Harlow & Gilston area and across the local authority districts.

It sought to explore the context for use of the contemporary powers and assets available to local authorities to support local housing delivery mechanisms, and how such powers could support new demand arising from within local communities themselves.

PARTICIPANTS:

Officers from property, finance and legal departments in East Hertfordshire, Epping Forest, Harlow, Uttlesford, Hertfordshire County Council and Essex County Council.

FORMAT:

The primary use of time within the workshop was group-based discussions that could focus consideration on three key Case Studies:

- | | |
|------------------------------|--|
| 1 – Vauban, Freiburg | 1,800 homes constructed through a multiplicity of neighbourhood commissions directed by community group |
| 2 – Graven Hill | 1,900 plots of self build/ custom build homes (with 30% affordable housing) |
| 3 – Caterham Barracks | Mixed use development with 366 homes for sale and for rent. A Community Development Trust manages leisure and business facilities providing jobs for local people. |

FOCUS:

In each of the group discussions, the focus was to explore:

- how would the case study objectives be replicated by each of the SHMA authorities
- how can this approach assist in meeting the garden city principles
- what legal and financial structures would each authority require to facilitate this

- what planning process / orders / codes would be most suitable
- how would land parcels and/ or plots be marketed or allocated
- how to maximise affordability, inclusivity and delivery rates

SUMMARY OF POINTS RAISED:

The range of inputs and contributions shared within the discussion groups have been summarised under the following headings:

1) Role of the local authority:

- To identify own sites able to accept CLH-development.
- To secure a reasonable price for land, while achieving a range of policy objectives.
- To be willing to borrow funds to purchase sites.
- To shape a readiness to accept deferred payments until completion of project
- To support ideas for embarking on partnerships within property-investment vehicles.
- To help enable the resourcing of skill levels in community sector

2) Planning:

- Identify land in Local Plans for potential CLH-development.
- Identify in Local Plans the support for community stewardships.
- Proactive plan-making will consider 'front-loading' some desired policies outcomes.
- The cost of 'officer time' could be recouped through a charge contained in future sales.
- Overall land-use policies must be balanced (residential needs compete with commercial).
- The implementation of Local Development Orders can take some initial time to establish.
- Clarity is required for what actual S106 agreements can locally prioritise.

3) Who is the market?

- Principally a mixture of middle- and low-income households, as individuals and in groups.
- Households with a will to undertake CLH may be more than those on the SB registers.
- Community 'Trusts' will be interested in cross-funding housing and community facilities.
- Communities in regeneration areas interested in new local Estate Management bodies
- Other individuals may be interested in becoming Community Trustees / Stewards.

- How to engage communities on the edge of planned development areas?
- How may the development sector be wooed, to overcome initial apathy or resistance?

4) Promoting Delivery:

- All the case studies had accessed local authority land (including land purchased by LA)
- All the areas combined work by LA-led 'delivery vehicles' and local commissioning groups
- 'Golden Brick' and 'plot passports' combined with the facilitation of Development Orders
- 'Light touch' LDOs and Design Codes facilitated plot approvals in just 28 days.
- LA covenants on some sites could be removed in order to facilitate CLH-policy outcomes.
- The stewardship models provide good guidance for 'open space management'.

5) Overall points:

- The case studies provided a number of examples for different approaches to delivery.
- Groups commissioning neighbourhood development can innovate for older households.
- Community-led schemes produce cohesion and security alongside community spirit.
- Communities will buy-in to a determined partnership approach from LAs.

APPENDIX TWO – (iv) Case study material.

CASE STUDY 1. VAUBAN (GERMANY)

Vauban lies 3 kilometres to the south of Freiburg city centre – a small university city (population 225,000) in south-west Germany, near Switzerland and France. It is a suburban area readily accessible by tram from Freiburg city centre (15-minute journey). It is a mixed-use neighbourhood, built on brownfield land at the edge of the existing conurbation, housing 5,000 people in approximately 1,800-units (plus 600 units of student accommodation) and provides some 600 jobs. Facilities include a primary school, kindergartens, shops, supermarkets, community centre, market square, child play spaces, sports field, various local services, plus some cafes and restaurants. The neighbourhood is served by a tram running along the main avenue.

Local Authority role:

The overall development was driven by the City Council (especially through the Chief Planner Wulf Daseking) and by a citizen's group Forum Vauban, formed from the early residents on the site prior to project development. The site was a former military base which the City Council bought to pursue a policy-led development of the suburban area.

Delivery legal structure:

The authority acted as 'head' land developer and took responsibility for installing extensive public infrastructure across the area. It then sold-serviced plots to the bodies that would act as the developers – most of these were 'Baugruppe' (independent co-operatives).

Planning process:

A masterplan was created by the municipality with a prescriptive design code and regulating plan, which set out a clear set of rules for development. Individual building developers submitted their own plans for sub-neighbourhood development in order that these would conform to the design code and meet associated housing policies.

How sites are 'brought to market':

The municipality released small plots direct to commissioning bodies. It had a deliberate policy favouring transfer to 'Baugruppe' rather than to corporate housebuilders.

Delivery rates:

The project was conceived in the mid-1990s. New build development began on site in 1998 and was completed by 2002. The tram was operational by 2006.

Affordability:

The housing policy wanted a mix of tenures on site, with at least 30% of rental housing. Most of the home ownership 'Baugruppe' only achieved 10% rental supply.

CASE STUDY 2. GRAVEN HILL

Local Authority role:

Cherwell DC, (CDC) Oxfordshire have promoted a range of housing options in the district including self and custom-build. It has taken a deliberate 'interventionist approach' - delivering new housing and developing brownfield sites by buying land from MoD, instead of the land bought by a commercial developer. This has also achieved greater control over the delivery of open space areas and of opportunities for local employment.

Delivery legal structure:

CDC is using wholly-owned companies for scheme delivery : Graven Hill Village Holdings Limited Ltd., and Graven Hill Village Development Company Ltd.

Planning process:

A Local Development Order has been established for the first phase, plus Design Code and individual plot passports. 28-day approvals are specified in the LDO as being required, after applications have been registered.

How are sites 'brought to market'?:

Individuals sign up (register an interest), demonstrate they can access sufficient funds to build, and confirm their 'local connection' if required.

Delivery rates:

200 per year.

Affordability:

The policy position is for 30% affordable housing across the site. There is also a reduced cost of actual delivery of the market plots, linked to the land price and cost of construction, of approx.20% less than costs on the 'second-hand' housing market.

CASE STUDY 3.

Caterham Barracks – a brief development summary

Caterham Barracks was a Depot used by the Guards until 1990 when it was declared redundant by the MOD. Local councillors saw the redevelopment of Caterham Barracks as a potential regeneration site for Caterham-on-the-Hill. To preserve the buildings and to stimulate more sympathetic development, these local councillors spearheaded a successful campaign to make the site a Conservation Area, which required widespread local consultation.

Consultation was extensive and highly productive resulting in a Government inspired Urban Design award and later, after the site had been sold, a Community Planning weekend organised by the developers, Linden Homes, which attracted positive contributions from over 1000 people. As a consequence, the developer is committed to meeting the principles of an Urban Village offering a viable balance of employment opportunities, community facilities and homes.

With the assistance of the local authority, Tandridge District Council, a Caterham Barracks Local Group was set up and more than 100 volunteers worked in a series of Working Groups to produce a 'local view' of the way in which the site should be developed, eliminating unreal or unreasonable aspirations. To meet the needs of the community, the developer is contributing in excess of £2 million pounds in buildings and money to this project.

The Caterham Barracks Community Trust was set up to manage this opportunity on behalf of local people providing new but complementary facilities within the Barracks site, giving local people greater access and helping to reduce the need to travel in the wider locality.

The Trust's efforts and the quality of its processes were recognised by BURA (the British Urban Regeneration Association) in the form of a special award in December 2000 and the New Local Government Network as an example of best practice in public private partnership in 2001.

The Trust has always taken a very strategic view about the development process and prepared a long term development plan to support a robust business plan. This was to ensure that best use was made of resources and that the management and the development of its assets was handled in a planned and structured way.

In addition to supporting CR3, a very successful youth project which is primarily a skatepark (Skaterham) which is currently housed in the Grade 2 Listed Chapel. The Trust has refurbished the Old Naafi (11,000 sq. ft of commercial space) and filled it with tenants including a 96 place Ofsted registered Nursery and office space.

The two Gyms have been developed as a high-quality Arts and Recreation Centre (The ARC). It has purchased and refurbished the Officers' Mess as high quality

serviced offices (6,000 sq. ft) (www.theofficersmess.co.uk). The current borrowing is £1.8 million set against an asset base of £3.5 million and the debt is serviced by rental of commercial spaces.

As a result of the earlier consultation process a junior football club (Caterham Pumas) was formed, it now has 21 teams (boys and girls) and occupies three junior pitches on the edge of the site. Future developments include environmental initiatives on the Rifle Range and the continued development of activities (including cricket) on the Green.

Membership of the Trust

It was always intended that the Trust would be accountable to the community but that accountability is vested in individual trustees drawn from the community. A charitable trustee is responsible for the well being of the charity and is accountable in the first instance to the Charity Commission. The roles and responsibilities of a trustee are set out in the Charity Commission's publication which can be found on the Commission's website at

[The Essential Trustee](#)

The objects of the charity are, for the benefit of those who live, work or study in the area of Caterham Barracks and Caterham ("the area of benefit"):

- (1) To provide, or assist in the provision of facilities for recreational and other leisure time activity in the interests of social welfare, with the object of improving the conditions of life of people who live, work or study in the area of benefit, including those who have special need of such facilities by reason of their youth, disability, or social or economic circumstances.
- (2) To further education and training for children and adults.
- (3) To preserve and enhance such parts of the natural or built environment in the area of benefit as are of aesthetic, historic or scientific interest, including in particular the former Chapel at Caterham Barracks."

REPRESENTATIVE GROUPS	BOARD MEMBERSHIP
Users	3
Youth	1
Village residents	1
Village business	1
Caterham Members (Associations etc.)	1
Tandridge District Council	1
Co-opted members	Up to 4
TOTAL	12

APPENDIX THREE – BASELINE REVIEW OF DOCUMENTS IN CONNECTION WITH COMMUNITY-LED HOUSING IN EAST ESSEX / WEST HERTS STRATEGIC HOUSING MARKET AREA

EAST HERTFORDSHIRE DISTRICT	
	Bishops Stortford Town Council Neighbourhood Plan (All Saints) 2016-32
	Bishops Stortford Town Council Neighbourhood Plan (Silverleys) 2014-31
	Braughing Parish Neighbourhood Plan (pre-submission) 2017-33
	Buntingford Community Area Neighbourhood Plan 2014-31
	East Herts District Council Core Strategy : Issues and Options, April 2010
	East Herts District Council Empty Homes Strategy 2016 – 2020
	East Herts District Plan - Pre-submission Consultation 2016
	East Herts District Plan – Topic Papers : Housing, March 2017
	East Herts District Plan – Topic Papers : Gypsies & Travellers, March 2017
	East Herts Housing and Health Strategy, 2016- 2021
	East Herts Housing Strategy, 2012 -2015
	Examination of East Hertfordshire District Plan) Inspector's Note 1, May 2017
	Local Development Scheme, East Hertfordshire District Council, May 2016
	New Affordable Homes Commissioning Brief - September 2008
	Statement of Community Involvement, East Herts District Council, Oct. 2013
	Sustainable Community Strategy for East Herts, 2009-24
	East Herts Council Policy on Discretionary Community Grant Giving, 2016
	CVS Broxbourne : Survey of the Voluntary & Community Sector in East Herts 2007/8
	East Herts Voluntary Sector Compact, 2003
EPPING FOREST DISTRICT	
	Epping Forest District Council Development Strategy 2013-2019
	Epping Forest District Council Housing Strategy Key Action Plan 2015-16
	Epping Forest District Council List of Preferred Housing Association Partners
	Epping Forest District Council Housing Strategy 2017-22
	Epping Forest District Local Plan – Draft Plan Consultation 2016 BPG1 - Housing Background Paper
	Epping Forest District Local Plan – Consultation 2016
	Epping Forest District Local Plan – Submission Version 2017
	Epping Forest District Council Strategic Land Availability Assessment, 2012
	Epping Forest Local Strategic Partnership Community Strategy 2010 to 2031
	Essex County Council 'A Profile of People Living in Epping Forest', Apr. 2016
	Epping Forest District Compact 2015
	Epping Planning Application 00498956 - Development of 9 Self-build Houses
HARLOW DISTRICT	
	Harlow Local Development Plan – Emerging Strategy & Further Options 2014
	Harlow Local Development Plan – Consultation Draft July 2017
	Harlow Forward Planning Newsletter, May 2016
	Harlow District Council – Appendix A : Local Development Scheme 2017

	Harlow District Council – Securing the listing of an asset of community value
	Harlow District Council Strategic Housing Land Availability Assessment, 2014
	Harlow District Council - The Harlow Spatial Options Study, April 2014
	Harlow District Council Tenancy Strategy 2013-2018
	Harlow's Housing Strategy (draft) 2008 – 2013
	Harlow 2020 Local Strategic Partnership – 2020 Vision 2006-09
	Harlow Regeneration & Social Inclusion Strategy 2010 – 2015
	Harlow Strategic Site Assessment – AECOM Final Report 2016
UTTLESFORD DISTRICT	
	Uttlesford District Council Housing Strategy 2016-21
	Uttlesford District Council Housing Trajectory & 5-Year Land Supply, 2015
	Uttlesford District Council Housing Trajectory, 2016
	Uttlesford District Council Regulation 18 Local Plan, 2017
	Uttlesford District Council Planning Policy Working Group – Draft Local Plan, 29 June 2017
	Uttlesford District Council Planning Policy Working Group - Call for Sites and Strategic Land Availability Assessment, Dec. 2015
	Uttlesford District Council Local Development Scheme, Timetable July 2017
	Uttlesford District Local Plan Developer Contributions Guidance, Feb. 2016
	Uttlesford District Council Strategic Land Availability Assessment - Housing and Employment Land Methodology, 2015
	Uttlesford District Council Economic Development Strategy, 2014-16
	Developer Contribution Guidance Document – Affordable Housing Financial Contributions Draft February 2014, Kift Consulting
	Local Plan - Sites Viability Assessment, BNP Paribas, March 2014
	Great Dunmow Neighbourhood Plan 2015-2032
	Uttlesford Futures Sustainable Community Strategy - A vision for 2018 : June, 2008
	Uttlesford Eco-Town Prospectus, 2007
DOCUMENTS & PUBLICATIONS FROM OTHER SOURCES	
	Harlow and Gilston Garden Town – Scoping Paper, 2016
	Harlow and Gilston Garden Town – Expression of Interest 2016
	Harlow and Gilston Garden Town - Tender for Provision of Project Planning, Programme Management and Project Delivery Support, 2017
	Harlow and Gilston Garden Town - Tender for preparation of a spatial vision and design charter, 2017
	West Essex and East Hertfordshire Strategic Housing Market Assessment, 2015
	West Essex and East Hertfordshire Strategic Housing Market Assessment, Update 2016
	North Hertfordshire Housing & Homelessness Strategy, 2013-2018
	North Hertfordshire Local Plan Submission Strategy, 2011-2031
	Essex Gypsy and Traveller and Travelling Showpeople Accommodation Assessment on behalf of Essex Planning Officers Association, July 2014

CASE STUDY REFERENCES	
	Chilmington Green : Building A Community at Chilmington, The First Three Years (January 2018 – December 2020) : An Early Community Development Strategy.
	Graven Hill Newsletters: https://gravenhill.co.uk/blog/category/newsletters
	Community planning: www.communityplanning.net/casestudies/009 , Caterham Barracks Village
	CLT East - Swaffham Prior Community Land Trust (SPCLT) 2017
	East Cambridgeshire Local Plan, 2015
	East Cambridgeshire District Council : Community-Led Development Supplementary Planning Document (SPD), Adopted: 25th February 2016
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APPENDIX FOUR – STEWARDSHIP – LEGAL TYPES AND FORMS (TCPA and others)

The TCPA have produced guidance for “Garden City Standards for the 21st Century- Practical Guides for Creating Successful New Communities”. Guide 9 is on Long-term Stewardship, published in 2017.

<https://www.tcpa.org.uk/Handlers/Download.ashx?IDMF=6326f215-8260-47d6-998d-f0e76aef09fd> , copied below for easy access.

Further guidance on legal forms can be obtained from the NCLTN, and Locality – <http://locality.org.uk/wp-content/uploads/Choosing-a-legal-structure-toolkit.pdf>

3.1 Typical stewardship bodies

Management companies

Probably the most commonly used form of stewardship body, management companies are set up to manage assets (land, property, or facilities) as part of a development. They are sometimes called community trusts or development trusts.

Community land trusts

Community land trusts (CLTs) are non-profit, community-based organisations run by volunteers that develop housing, workspaces, community facilities or other assets that meet the needs of the community. CLTs are owned and controlled by the community and can make sure that assets such as housing are made available at permanently affordable levels.

Development trusts

Development trusts are community organisations created to facilitate sustainable development in their area. They use self-help, trading for social purpose, and ownership of buildings and land to bring about long-term social, economic and environmental benefits in their community. They are similar to community land trusts but have no legal definition and can adopt a range of constitutional forms and business models. They have traditionally been used in the regeneration of an existing area rather than in the development of a new community.

Community interest companies

A community interest company (CIC) is a special type of limited company formed to benefit the community rather than private shareholders. CICs are set up to use their assets, income and profits for the benefit of the community they are intended to serve, and must embrace special features such as an ‘asset lock’, which ensures that assets are retained within the company to support its activities or otherwise used to benefit the community. A CIC is particularly suitable for those who are not aiming to make profits for individuals but do not want the administrative or governance burden of taking on charitable status. They are more flexible than some other legal forms of organisation, and there are a variety of capital structures available to meet their needs.

Industrial and provident societies

Industrial and provident societies are organisations conducting an industry, business or trade, either as a co-operative or for the benefit of the community. Letchworth Garden City Heritage Foundation is an example of this model.

Co-operative societies

Co-operative societies are run for the mutual benefit of their members, with any surplus income usually being reinvested in the organisation to provide better services and facilities. They often take the form of an industrial and provident society, but can take a number of different legal forms. There are a number of different types of co-operative society, which differ according to their core activity (for example housing co-operatives, consumer cooperatives, and worker co-operatives) but are all based on the same legal structure.

Housing associations or registered social landlords

Some housing associations or registered social landlords (RSLs) provide services to communities beyond their role as social landlords. They might be contracted by a local

authority to maintain the public realm or run community centres. They might themselves own such assets if there are facilities they have built as part of their own housing developments.

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APPENDIX FIVE - Self-Build working paper

WORKING PAPER FOR SELF-BUILD AND CUSTOM-BUILDING

1. In the main report (item 1.2.7) It is noted that all four authorities had established Self-build and Custom Housebuilding Registers in line with the Acts and Regulations¹⁴.
2. This working paper explores possible approaches which the authorities could adopt in order to develop agreed supplementary policies for how the identification of 'serviced' plots might proceed and match to potential self-build applicants in any of the authority areas.
3. Work is envisaged that could take place in two stages - firstly a short-term plan and secondly a longer-term policy approach to the Garden Town Area and garden communities, through masterplanning.
4. In the short term, the Steering Group agree to co-ordinate the approach to Self-build provision and **develop a set of shared criteria** to be used for all Registers, which can simplify the process for all households in the separate authorities to state their levels of interest and receive a consistent level of advice and response.

Option for short-term plan

5. The shared criteria could be based on the work already carried out by East Herts District Council. It will need to cover the items in sections 6 below.

6. The Register

6.1 You can register if you:

- Are aged 18 or older;
- Are a British citizen, a national of a EEA State other than the United Kingdom, or a national of Switzerland;
- Satisfy any local eligibility conditions set by the relevant authority;
- Have paid any fee required by the relevant authority to enter or remain on the register; and

¹⁴ The [Self-build and Custom Housebuilding Act 2015 \(as amended by the Housing and Planning Act 2016\)](#)

National Planning Guidance website: **Paragraph: 016 Reference ID: 57-016-20170728, Revision date: 28 07 2017**

- Are seeking (either alone or with others) to acquire a serviced plot of land in the relevant authority's area for their own self-build and custom housebuilding project.

6.2 Local eligibility criteria could include:

- a local connection test
- a financial solvency test

6.3 The Government's expectation is "that relevant authorities will apply one or both of these tests only where they have a strong justification for doing so. They should ensure that they are proportionate and, in the case of the former, we expect these to be introduced in response to a recognised local issue. Relevant authorities should consider consulting on their proposals before they introduce the tests and should review them periodically to ensure that they remain appropriate and that they are still achieving the desired effect."

National Planning Guidance website : *Paragraph: 019 Reference ID: 57-019-20170728*

Revision date: 28 07 2017

6.4 The local connection test could define a named village or market town location, under housing stress/affordability constraints and the need for an individual wanting to register, to have lived in the location for at least [5] years, or to have a previous family connection

6.5 The local connection may be established through a parish housing needs survey and may include:

- close family living within the parish
- employment within the parish
- grew up in the parish
- currently living in the parish.

The local connection test could use similar criteria to those used for 'rural exception sites.

6.6 "Relevant authorities who choose to set a local connection test are required to have two parts to their register. Individuals or associations of individuals who apply for entry on the register and meet all the eligibility criteria must be entered on Part 1. Those who meet all the eligibility criteria except for a local connection test must be entered on Part 2 of the register."

National Planning Guidance website : *Paragraph: 017 Reference ID: 57-017-20170728*

Revision date: 28 07 2017

6.7 What is recorded?

"For entries on the register for individuals, relevant authorities must record the name and address of the individual on the register.

For entries on the register for associations of individuals, relevant authorities must record the following information on the register:

- the name and address of the association;
- the name and address (if different from that of the association) of the lead contact; and
- the number of serviced plots of land in the relevant authority's area the members of the association are seeking to acquire.

In all cases the date on which an entry was made – and any dates on which it has been amended – must be recorded on the register.”

National Planning Guidance website : *Paragraph: 005 Reference ID: 57-005-20160401*

6.8 As part of the registration process relevant authorities can request applicants to provide additional information to that required by the legislation. This can support a greater understanding of the nature of demand for self-build and custom housebuilding in their area. However, those who meet the eligibility criteria but do not provide the additional information requested must still be entered on the register. Relevant authorities should ensure that any additional information requested is relevant, proportionate and reasonable.

National Planning Guidance website : *Paragraph: 006 Reference ID: 57-006-20170728*

Revision date: 28 07 2017

6.9 Additional information could include:

- size of home desired – total area (m2)
- size of plot desired – area (m2)
- anticipated plot ratio (area of ground floor: area of site)
- Local connections
- Anticipated budget for land and construction
- Anticipated period of time likely to stay in new home once built

6.10 Registering an interest

Registering an interest does not guarantee the provision of a plot, but the councils will use information from the register to look for ways to direct the demand for self-build and custom-build plots towards future opportunities across the SHMA area.

6.11 Exemption from Community Infrastructure Levy (CIL)

CIL is a charge applied to new developments to help fund infrastructure in the area. Self-build homes are exempt from CIL.

7.0 IDENTIFICATION OF ‘SERVICED’ PLOTS AND MATCHING TO POTENTIAL SELF-BUILD APPLICANTS IN ANY OF THE AUTHORITY AREAS.



APPENDIX SIX – Planning policy working paper

This paper was produced as an interim working paper to assist the local authorities who were about to commence with policy preparation and drafting. It was produced on 17th October 2017, following the Steering Group meeting on 9th October 2017:

“New Local Plan Policy ‘Place Shaping/ Growth’ : Community-led development

The District Council is generally supportive of community-led development. This may include schemes involving affordable housing, small business units, renewable energy generation, stewardship of open space and other environment areas, and other appropriate uses.

The non-housing elements of schemes will be assessed against other relevant Local Plan policies. However, the District Council will also expect schemes to broadly accord with criteria 5 and 6 below.

The affordable housing elements may be permitted outside development envelopes as an exception to the normal policies of control where:

1. The use of a site or other existing buildings is well related to a settlement which offers a range of services and facilities, and there is good accessibility by foot/cycle to those facilities.
2. No significant harm would be caused to the character or setting of the settlement and the surrounding countryside.
3. The scale of the scheme is appropriate to the location and the level of identified local affordable housing need.
4. The scheme incorporates a range of dwelling sizes, types and tenures appropriate to identified local need.
5. The District Council is satisfied that:
 - (i) the scheme was initiated by, and is being led by, a legitimate local community group such as a Parish Council, Community Land Trust or other group that fits the criteria of membership for one of the national community-led housing bodies [see *definitions in the glossary... - Appendix 3*]; and
 - (ii) the scheme has general community support, with evidence of meaningful public participation and involvement in the development of the scope and design of the scheme.
6. It can be demonstrated that the scheme will be well managed and financially viable over the long-term and that any benefits provided by the scheme can be retained by the local community in perpetuity; and

7. The scheme accords with all other policies of the Local Plan.

An element of open market or low-cost ownership housing on the site will only be acceptable where:

- It is demonstrated through a financial appraisal that this is essential to enable the delivery of rental affordable housing or other community benefits on-site;
- The community benefits of the scheme (such as the level of affordable housing or open space) are significantly greater than would be delivered on an equivalent open market site; and
- The community-led intentions of the scheme include a deliberate mix of different housing tenures, such as within a cohousing neighbourhood, and can include custom and self build housing delivery.

Draft Policy SP 4 Place Shaping

Suggestion to add after para (iii) *provide mixed-tenure homes and housing types that are genuinely affordable for everyone;*

“including community-led approaches such as cohousing, co-operatives and community land trusts.”

And to add after para (x) *positive integration and connection with adjacent rural and urban communities including contribution to the revitalisation of existing neighbourhoods;*

“and addressing community-led development through the criteria in policy [NEW!! ‘Place Shaping/ Growth’].

New Local Plan Policy ‘Housing’ : Custom Build / Self Build Dwellings

Custom Build and Self Build housing is housing built or commissioned by individuals (or groups of individuals) for their own occupation. See Definitions in the glossary (as described in the Self-Build and Custom Housebuilding Act 2015, as amended by the Housing and Planning Act 2016, Chapter 22, Part 1, Chapter 2 Section 9). Because the Local Plan allocates mainly larger housing sites, without this policy it is likely that custom builders and self builders would struggle to compete for sites. The Community Infrastructure Levy Regulations include a definition of “self-build housing” as a dwelling built by (or commissioned by) someone to be occupied by them as their sole or main residence for at least three years.

In accordance with the National Planning Policy Framework, the Council has collected evidence to understand demand for future custom and self build dwellings to be up to [400?].... dwellings in the plan period to 2033.

By ensuring availability of custom and self build plots this policy helps local residents develop their own lower cost market housing, supporting the local economy by providing work for local builders and tradesmen, increasing the diversity of housing supply, and encouraging sustainable construction methods.

To support prospective custom and self builders on sites of more thandwellings developers will supply at least% of dwelling plots for sale to self and custom housebuilders, which will be controlled by the following means:

- a) the Council may seek developments of more than 10 custom or self build dwellings in a single site location to be developed in accordance with an agreed design code;
- b) planning permissions should include conditions requiring custom and self build developments to be completed within 3 years of a custom or self builder purchasing a plot; and
- c) where plots have been made available and marketed appropriately for at least 12 months and have not sold, the plot(s) will be offered to the Council or a Housing Association for a period of at least 6 months, before being built out by a developer.

Custom build and self build dwellings delivered as affordable housing on rural exception sites in partnership with a Housing Association or other registered provider, or as other community right to build proposals, should comply with requirements of this plan.

Monitoring

As the base period for Monitoring of this policy came into force on 11th May 2016, as defined in the Housing and Planning Act 2016, 12(4)(a) “the day before the day on which section 10 of the Housing and Planning Act 2016 comes into force”, there has not been sufficient time elapsed to evaluate the delivery of serviced plots. This council will monitor deliver of serviced plots on an annual basis through returns from planning permissions and completions.

This council will include monitoring assessments of custom housebuilding to accord with the requirements in the Housing and Planning Act 2016, Part 1, Chapter 2 Section (9) (A2). A review of the extent to which land is sold by persons who do not provide the initial owner of the home with

primary input into its final design and layout will be carried out as part of each permission, and monitored annually.

If there is evidence of under-supply, or other issues with delivery, this Council will bring forward revisions to policy or introduce supplementary planning guidance to address any under-supply of serviced plots from promoters.

Teignbridge used a plotfinder website to assess demand in the local area, using postcodes - <https://designfor-me.com/project-types/self-build/which-plot-finder-website-is-best-for-your-self-build-project/>

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APPENDIX SEVEN – EFDC POLICY EXTRACTS

Epping Forest District Council, submission version Local Plan, 2017

Table 2.2 Proposed sites in and around Harlow

Epping Forest District	Latton Priory	~ 1,050
	Water Lane Area	~ 2,100
	East of Harlow *	~ 750
	Total	~ 3,900
East Hertfordshire	Gilston	~ 3,050
Harlow District	East of Harlow*	~ 2,600
	Total in proposed sites	~ 9,550

In addition Harlow District will deliver ~ 6,600 units on sites not included in the strategic sites assessment

* The East of Harlow area is split between Harlow and Epping Forest Districts.

including the local context, design, transport and social infrastructure.

Policy SP 3 Place Shaping

- H. Strategic Masterplans and development proposals must reflect and demonstrate that the following place shaping principles have been adhered to with respect to the scale of development proposed:
- (i) strong vision, leadership and community engagement;
 - (ii) provide for the long-term stewardship of assets;
 - (iii) provide mixed-tenure homes and a range of housing types and sizes;
 - (iv) ensure a robust range of employment opportunities with a variety of jobs within easy commuting distance of homes;
 - (v) provide high quality and imaginatively designed homes with gardens or access to usable and accessible amenity space, combining the very best of urban and rural living to promote healthy and active lifestyles and vibrant communities;
 - (vi) ensure generous, well connected and biodiverse rich green space provision;
 - (vii) extend, enhance and reinforce strategic green infrastructure and public open space;
 - (viii) ensure that development enhances the natural environment;
 - (ix) deliver strong local cultural, recreational, social (including health and educational where required) and shopping facilities to support day-to-day needs in walkable neighbourhoods;
 - (x) ensure positive integration and connection with adjacent rural and urban communities thereby contributing to the revitalisation of existing neighbourhoods;
 - (xi) maintain and enhance the important features, character and assets of existing settlements;
 - (xii) conserve and positively enhance key landscapes, habitats and biodiversity;
 - (xiii) provide for sustainable movement and access to local and strategic destinations (including rail, bus and pedestrians/cycling); and
 - (xiv) positively respond to sustainable water

management.

- I. To ensure the best and most efficient use of land as a guide the Council will normally expect:
- (i) a greater density of development at places with good public transport accessibility;
 - (ii) densities above 50 dwellings per hectare in towns and large village centres, and along main transport routes and/or close to transport nodes;
 - (iii) in the areas outside town and large village centres, new residential development should achieve densities of between 30 and 50 dwellings per hectare, and should enhance the distinctive character and identity of the area;
 - (iv) lower density developments may be appropriate in other areas of the District. Some parts of the urban areas and some villages are particularly sensitive to the impact of intensification and redevelopment because of the prevailing character of the area and the sensitive nature of the surrounding countryside or built form.

Strategic Masterplans

- 2.89 The Council requires a joined-up, collaborative, cohesive and proactive approach to be taken to the planning and implementation of key strategic sites across the District.
- 2.90 The following Strategic Masterplans will be required to guide the development and implementation of the Garden Town Communities (as specified in Policies SP 4 and SP 5 below):
- East of Harlow Masterplan;
 - Latton Priory Masterplan; and
 - Water Lane Area Masterplan.
- 2.91 The following Strategic Masterplans will be produced to guide the development and implementation of other areas (as specified in the Places policies of the Plan in Chapter 5) of significant growth and/or complexity elsewhere in the District:
- South Epping Masterplan;
 - Jessel Green Masterplan;
 - Waltham Abbey North Masterplan;

The Local Plan should be read as a whole. Proposals will be judged against all relevant policies.

Harlow and Gilston Garden Town

- 2.103 Epping Forest District Council, Harlow Council and East Hertfordshire District Council are working in partnership together with Hertfordshire County Council, Essex County Council, Hertfordshire Local Enterprise Partnership, South East Local Enterprise Partnership, land owners and promoters to bring forward transformational growth in the form of Harlow and Gilston Garden Town.
- 2.104 On 2 January 2017 the Government announced its support for the Expression of Interest submitted to the locally-led Garden Towns prospectus on behalf of the Councils. The Councils share a bold vision and set of objectives, recognising that areas in and around Harlow present a number of opportunities to deliver growth of considerable scale and significance. Such growth is key not only to meet growing pressures of housing and infrastructure need locally, but also in delivering broader regeneration and change for Harlow.
- 2.105 The Garden Town lies in the core area of the 'London Stansted Cambridge Corridor' (LSCC) - one of the most important and fastest growing economic regions in the country.
- 2.106 The Garden Town represents a major opportunity to accommodate around 16,000 homes up to 2033 between the global centres of London and Cambridge. The Garden Town will provide a mix of development, including employment, schools and community facilities.
- 2.107 Harlow and Gilston Garden Town comprises four new Garden Town Communities:
- East of Harlow;
 - Latton Priory;
 - Water Lane Area ; and
 - Gilston.
- 2.108 Three of these Communities (East Harlow, Latton Priory and Water Lane Area) lie within or partially within Epping Forest District and are central to the spatial strategy for this Local Plan.

Key Evidence

- Harlow Strategic Site Assessment (AECOM, 2016);

- Harlow and Gilston Garden Town Expression of Interest (2016); and
- Site Selection Report 2016 and 2017 (Arup);
- West Essex and East Hertfordshire Assessment of Employment Needs (Hardisty Jones Associates, 2017);
- Employment Review (Hardisty Jones Associates, 2017);
- Epping Forest District Council: Gypsy, Traveller and Travelling Showpeople Accommodation Assessment Need Summary Report (ORS, 2017);
- Infrastructure Delivery Plan (Arup, 2017); and
- Level 1 Strategic Flood Risk Assessment (SFRA) Update (URS 2015)

Approach

- 2.109 The planning and delivery of the new Garden Town Communities will be framed by the objectives set out in the Town and Country Planning Association's (TCPA) nine Garden City principles.
- 2.110 The level of strategic growth proposed across the Garden Town Communities, and the holistic, comprehensive approach to planning and delivery will enable the development proposals to achieve 'Garden City' ambitions, whilst delivering development in an efficient and timely manner.
- 2.111 The approach to delivery of the Garden Town means that the new Communities will not only provide a long-term supply of new homes, but will also deliver a quality of development, environment, infrastructure, services and community that would not otherwise be possible. In line with the TCPA's principles, the planned new development will enhance the natural environment and offer high-quality affordable housing and locally accessible work in beautiful, healthy and sociable communities.
- 2.112 Alongside the new homes that will be provided, the Garden Town will deliver a range of new community facilities, employment opportunities, schools and healthcare facilities. Included within this provision has been made

The Local Plan should be read as a whole. Proposals will be judged against all relevant policies.

Policy SP 4 Development & Delivery of Garden Communities in the Harlow and Gilston Garden Town

- A. The following three Garden Town Communities are planned in the Harlow and Gilston Garden Town within Epping Forest District:
- (i) **Lotton Priory;**
 - (ii) **Water Lane Area; and**
 - (iii) **East of Harlow**
- B. Development within the Garden Town Communities will be holistically and comprehensively planned with a distinct identity that responds directly to its context and is of sufficient scale to incorporate a range of homes, employment, education and community facilities, green space and other uses to enable residents to meet the majority of their day-to-day needs. Delivery of each new Garden Town Community will be phased and underpinned by a comprehensive package of infrastructure as set out within the Infrastructure Delivery Plan.
- C. The design, development and phased delivery of each Garden Town Community must accord with the following principles:
- (i) The public sector will work pro-actively and collaboratively with the private sector to design, and bring forward the Garden Town Communities to: (a) secure a high-quality of place making; (b) ensure the timely delivery of both the on-site and off-site infrastructure required to address the impact of these new communities; and (c) provide and fund a mechanism for future stewardship, management, maintenance and renewal of community infrastructure and assets;
 - (ii) Community and stakeholder empowerment will be embedded in the design and delivery of each Garden Town Community from the outset and include a long-term community engagement strategy.
 - (iii) Inclusion of opportunities for community-led housing development;
 - (iv) Agreeing appropriate and sustainable long-term governance and stewardship arrangements for community assets including green space, the public realm areas and community and other relevant facilities prior to the submission of outline

planning applications. Such arrangements will be funded by the development and include community representation to ensure residents have a stake in long term development, stewardship and management of their community;

- (v) A Strategic Masterplan will be developed for each of the Garden Town Communities setting out the key development design and delivery principles and guide development proposals. Planning applications and any other consenting mechanisms for the Garden Town Communities will be required to be in general conformity with the Strategic Masterplans which have been formally endorsed by Epping Forest District Council and where appropriate Harlow District Council;
- (vi) Be consistent with and adhere to the relevant Design Code(s) which has been formally endorsed by Epping Forest District Council and where appropriate Harlow District Council;
- (vii) Strategic Masterplans and detailed design proposals must be reviewed and informed by the Quality Review Panel;
- (viii) Promotion and execution of the highest quality of planning, design and management of the built and public realm so that the Garden Town Communities are characterised as distinctive places that capitalise on local assets and establish environments that promote health, happiness and well-being. Proposals should adhere to the Harlow and Gilston Garden Town Spatial Vision and Design Charter, and have regard to the original guiding principles established by Sir Frederick Gibberd's masterplan for Harlow, including the Green Wedge network;
- (ix) Ensure that on-site and off-site infrastructure is provided in a timely manner, subject to viability considerations, ahead of or in tandem with the development it supports to mitigate any impacts of the new Garden Communities, meet the needs of residents and establish sustainable travel patterns;
- (x) Provide for balanced and inclusive communities through a mix of homes of different sizes, tenures and types. Provision should be made for self- and custom-built homes and the needs of an ageing

The Local Plan should be read as a whole. Proposals will be judged against all relevant policies.

- population;
- (xi) Provide and promote appropriate opportunities for small-scale employment generating uses;
- (xii) Ensure the provision of integrated and sustainable transport systems for the Harlow and Gilston area that put walking, cycling and public transit networks and connections at the heart of growth in the area, to create a step change in modal shift through providing for and encouraging more sustainable travel patterns;
- (xiii) Contribute to the delivery of the Sustainable Transport Corridors and the establishment of an integrated, accessible and safe transport system which maximises the use of the sustainable transport modes of walking, cycling and the use of public and community transport in order to improve air quality and reduce emissions and promote healthy lifestyles. Garden Town Communities must ensure the provision of high quality, safe and direct walking and cycling routes and linkages to and from Harlow within a permeable site layout with priority over vehicular traffic;
- (xiv) Create sociable, vibrant, healthy and walkable neighbourhoods with equality of access for all to local employment opportunities, a range of community services and facilities including health, education, retail, culture, community meeting spaces, multi-functional open space, the Green Wedge Network, sports and leisure facilities and to high quality digital infrastructure;
- (xv) Develop specific Garden Town Community parking approaches and standards recognising that car-ownership will need to be accommodated without impacting on the 'quality of place, and sustainable transport objectives' whilst making the best use of land;
- (xvi) Create distinctive environments which relate to the surrounding area, the natural and historic landscapes and systems, provide a multi-functional green-grid which creates significant networks of new green infrastructure and which provides a high degree of connectivity to existing corridors and networks and enhance biodiversity;
- (xvii) Integrate a sustainable approach to design

and construction that secures net gains in local biodiversity and the highest standards of energy efficiency and innovation in technology; and

(xviii) Ensure that appropriate measures are put in place to equalise and apportion the cost of shared infrastructure and associated land contributions.

- 2.121 In addition to the overarching requirements set out in Policy SP 4, Policy SP 5 sets out the more detailed on-site requirements for each of the three Garden Town Communities that lie within Epping Forest District. The requirements have been identified in close consultation with Harlow District Council and other local authorities within the Harlow and Gilston Garden Town in order to ensure coordination and compatibility with other emerging Local Plans and work-streams.
- 2.122 The Garden Communities will provide flagship development, and Epping Forest District will work jointly with Harlow District Council to resolve any cross-boundary issues in delivery. The development also provide opportunities to promote high environmental standards in terms of energy efficiency, design and low-carbon technologies, and set an example for future major developments in Epping Forest District.
- 2.123 All sites will provide a significant amount of multi-functional green infrastructure, serving strategic and local purposes. Green infrastructure will be required to provide a high quality context for the development, where appropriate providing a buffer to the outer extent of development, and providing mitigation towards impacts arising from growth in relation to Epping Forest SAC. It will retain and improve habitats for wildlife, including the safeguarding of protected species in line with statutory requirements, and provide good recreational opportunities for local people. There will be connections for walking and cycling to other recreational opportunities in Harlow and Epping Forest District. Plentiful local green infrastructure must be incorporated within the development to reflect Garden Town principles, and ensure the creation of high quality beautiful, healthy and sociable communities.
- 2.124 Details of site specific infrastructure requirements are provided within the Infrastructure Delivery Plan.

The Local Plan should be read as a whole. Proposals will be judged against all relevant policies.



APPENDIX EIGHT - East Herts District Council 'Main Modifications consultation version of the Local Plan' 2018

11.3 Development in the Gilston Area

11.3.1 The main components of the development strategy for the Gilston Area are as follows:

11.3.2 Housing: development in this location will provide a mixture of house sizes and tenures across seven distinct villages, including affordable housing and homes for older people. Provision will also be made for **The site will also provide for the accommodation needs of Gypsy and Travellers and Travelling Showpeople and make provision for self-build and/or custom-build opportunities.**

Policy GA1 The Gilston Area

- I. In accordance with Policy DPS3 (Housing Supply 2011-2033), land at the Gilston Area is allocated for development to accommodate 10,000 homes, to be delivered within this Plan period and beyond. It is anticipated that approximately **at least** 3,000 homes could **will** be delivered by 2033.
- II. A Concept Framework will be **is being** jointly prepared by the landowners, and the Council **and the local community.**, in consultation with local communities, which **The Concept Framework** will identify **identifies** design principles, potential land uses, infrastructure requirements and phasing, **and will be used as a benchmark in reviewing proposals for development.** Prior to the submission of any planning application(s) further detailed design work **through the preapplication engagement process** will be required in order to agree, among other things, the quantum and distribution of land uses, access and layout principles.
- III. The Gilston Area will provide for 10,000 homes across distinct villages, each based on Garden City principles respecting the following:
 - strong vision, leadership and community engagement;
 - land value capture to deliver the social and physical infrastructure for the benefit of the community;
 - long-term community ownership of land and stewardship of assets;
 - mixed-tenure homes and housing types including those that are genuinely affordable;
 - a wide range of local jobs within easy commuting distance of homes;
 - beautifully and imaginatively designed homes with access to open space, combining the best of town and country to create healthy communities, and including opportunities to grow food;
 - development that enhances the natural environment, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses energy-positive technology to ensure climate resilience;
 - strong cultural, recreational and shopping facilities in walkable, vibrant, sociable communities; and
 - integrated and accessible sustainable transport systems, with walking, cycling and public transport designed to be the most attractive forms of local transport for new residents to travel within the Gilston Area and to key local destinations.

- IV. A community engagement strategy will be prepared, working with the two local parishes, which will include consideration of managing the effects on local residents, and opportunities for them to participate in the emerging new community. Engagement with the local communities and other relevant stakeholders shall take place through the planning application process and through the development of village Masterplans.
- V. The development is expected to address the following provisions and issues:
- a) a range of dwelling type and mix, in accordance with the provisions of Policy HOU1 (Type and Mix of Housing);
 - b) Affordable Housing in accordance with Policy HOU3 (Affordable Housing);
 - c) a care home/ flexi-care or sheltered properties in accordance with the provisions of Policy HOU6 (Homes for Older and Vulnerable People);
 - d) Self-Build and Custom Build Housing in accordance with Policy HOU8 (Self-Build and Custom Build Housing);
 - e) the provision of a serviced site for Gypsies and Travellers, in accordance with Policy HOU9 (Gypsies and Travellers and Travelling Showpeople) which should deliver 15 pitches for longer term needs beyond the Plan period;
 - f) the provision of a serviced site for Travelling Showpeople in accordance with Policy HOU9 (Gypsies and Travellers and Travelling Showpeople) which should deliver 8 plots for longer term needs beyond the Plan period; (each of sufficient size to allow for the provision of accommodation and equipment plus storage/maintenance);
 - g) quality local green infrastructure throughout the site including opportunities for preserving and enhancing on-site assets, maximising opportunities to link into existing assets and enhancing biodiversity. Including This will include the protection of County Local Wildlife Sites and other assets of environmental value;
 - h) the provision of significant managed public open space and parklands, and a limited number of buildings associated with that use, on the northern section of the site as identified in Figure 11.2, the ownership of which will be transferred to a community trust or other mechanism that ensures long term stewardship and governance for the benefit of the community;
 - i) a variety of public green spaces across the site, including the provision of play areas and opportunities for outdoor health and fitness activities, as well as space for wildlife;
 - j) access arrangements and local highways measures and commensurate financial contributions to addressing impacts on the wider strategic highways network, including the provision of additional crossings to the River Stort a new Junction 7a on the M11;
 - k) education facilities, including Early Years facilities, 15fe of primary school provision and 14fe of secondary school provision; land for twenty forms of entry for both primary and secondary education, including Early Years facilities, subject to more detailed modelling. All schools should provide for the dual use of facilities for community purposes;
 - l) sustainable transport measures which encourage walking, and cycling and the use of public transport including:
 - the provision of cycleways and footways that provide links throughout the site and into Harlow;
 - enhancement of existing bridleways and footpaths;

- enhanced passenger transport services including the creation of a sustainable transport route through the site which will link into a sustainable transport corridor which links the Gilston Area to possible development to the south of the town, within Epping Forest District, via the town centre **the urban area of Harlow**; and

- **the setting of objectives and targets for the use of sustainable transport modes.**

m) consideration of the potential of the site to facilitate the delivery of a re-located Princess Alexandra Hospital;

n) the use of appropriate landscape buffers in order to protect the individual character and integrity of Eastwick and Gilston villages within the context of the development;

o) **the protection and enhancement of heritage assets and their settings, both on-site and in the wider area through appropriate mitigation measures, having regard to the Heritage Impact Assessment. Gilston Church and the Johnston Monument (both grade I listed), the moated site Scheduled Monuments at Eastwick, the Mount Scheduled Monument, and Gilston Park house (grade II*) are of particular significance and sensitivity and any planning application should seek to ensure that these assets and their settings are conserved and, where appropriate, enhanced, through careful design; landscaping; open space; buffer zones; protection of key views; and, better management and interpretation of assets, where appropriate;**

p) neighbourhood centres in accessible locations, providing local retail and community uses, including healthcare facilities to meet the day-to-day retail and health needs of new residents;

q) small scale office space to meet local needs **employment area/s (of around 5ha), within visible and accessible location/s, which provides appropriate opportunities to promote self-containment and sustainability;**

r) **consideration of opportunities for local supply chains as well as opportunities for local employment and training including apprenticeships and improving skills base for local people;**

s) indoor and outdoor sports facilities (which may be shared use) to include junior football and mini soccer pitches **taking account of the Council's evidence on sports and open space needs;**

t) consideration of need for cemetery provision;

u) landscaping and planting, both within the site and peripheral, which responds to the existing landscape and complements development, as appropriate;

v) **assisting** the delivery of all other necessary on-site and appropriate off-site infrastructure;

w) necessary new utilities, including integrated communications infrastructure to facilitate home working;

x) satisfactory water supply, including acceptable water pressure for occupants;

y) sustainable drainage and provision for flood mitigation;

z) other policy provisions of the District Plan and relevant matters, as appropriate.

VI. **Any application for development will include an indicative phasing plan for the delivery of infrastructure and utilities across the villages.**

- VII. The delivery of the Gilston Area will include a mechanism for:
- securing the long term stewardship, protection and maintenance of the parkland, open spaces, play areas and community assets;
 - managing the construction process to address potential impacts on existing and future communities;
 - encouraging a successful and active community, including an innovative approach to create the conditions for local resident participation in the design and stewardship of their new communities.
- VIII. Proposals for the Gilston Area should complement, and have regard to, ongoing work in relation to the Harlow and Gilston Garden Town.

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APPENDIX NINE - Local Authority powers summary for CLH

This list was prepared for and shared with the officers workshop on 29th November 2017.

Relevant Policy – what is needed, and how can the councils’ facilitate a smooth path through this for emerging groups?

INTERVENTIONIST

- The Localism Act 2011 - 4.1 Section 1(1) of the Localism Act 2011 – general power of competence
- Local Government Act 2003 - Section 95 authorises the Council to do for a commercial purpose anything which it is authorised to do for carrying on any of its ordinary functions
- Local Government Act 1972 - Section 123 places a duty on local authorities to secure the “best consideration that can reasonably be obtained when disposing of land”
- Circular 06/2003 – General Consent - Disposal of land for less than the best consideration that can reasonably be obtained: permits local authorities to dispose of land at an under-value of up to £2M where it considers the purpose for which the land is disposed of “will further the social, economic or environmental well-being of its area”. Where the under-value exceeds £2M specific consent for the disposal must be obtained from the Secretary of state. Circular 06/2003 gives guidance as to how the land should be valued.

REGULATING

- **State Aid Compliance** – financial and commercial assessment to demonstrate no distortion of the ‘market’ by public agency land or finance or loan, alternatively that ‘Services of General Economic Interest’ e.g. affordable housing , are being provided.
- **The Town and Country Planning Act 1990** - Where land is held for planning purposes, such as where it has been acquired or appropriated for planning purposes section 233 imposes a nigh-on identical requirement on local authorities to secure best consideration
- **Housing Act 1985** - This act applies to any land held within the Housing Revenue Account. Section 32 of that Act states local housing authorities can dispose of land in any way they want, providing they have Secretary of State consent to do so. The Secretary of State has issued a general consent “**The General Housing Consent 2013 Section 32 of the Housing Act 1985**”. This general consent also covers s75 of the Housing and Regeneration Act 2008, section 133 of the Housing Act 1988. It also provides a general consent for non-part II dwelling-houses.
 - **General consent A.3.1.1** permits the Council to dispose of land held under the HRA at Market Value which is defined as meaning “the amount for which a property would realise on the date of the

valuation on a disposal between a willing buyer and a willing seller in an arm's-length transaction after proper marketing where the parties had each acted knowledgeably, prudently, and without compulsion and where the market value is assessed not earlier than 3 months before the buyer applies or agrees to an offer in writing.

- **Part C of the General Consent for the Disposal of Non-Part II Dwelling-Houses 2013** - Where a dwelling-house is held in the general fund and there is an intention to dispose of it at an undervalue, the council could dispose of a non-part II dwelling-house to an individual(s) if it could make the disposal under the **General Consent for the Disposal of Land held for Purposes of Part II of the Housing Act 1985**
- **The Local Government Act 1988 Section 24** permits local authorities to give financial assistance to registered providers, however to do so it again requires secretary of state consent. **Section 25 consent** means no further consent is required under section 32 of the Housing Act 1985.
 - **There are two consents that have been issued under s25 in 2010 and 2014 consents. General Consent A1 of the 2010 consent** is subject to a maximum limit of £10M of financial assistance in any financial year.

FACILITATING

- The Self-build and Custom Housebuilding Act 2015
- The Self-build and Custom Housebuilding Regulations 2016 (S.I.2016/950)
- The Self-build and Custom Housebuilding (Time for Compliance and Fees) Regulations 2016 (S.I.2016/1027).
- The Housing and Planning Act 2016 (Chapter 2)

SECURITY

- Safeguarding the public interest
- Use of leasehold vs. freehold:
 - Funding of the scheme at all stages of the development and operations
 - the Council has step-in rights at all stages of the development and operations, this is likely be the last resort where the delivery or operation of the scheme failed. The specific circumstances that could trigger the option for the Council to step in would need to be included in any leasehold or other legal agreements.

HOUSING MANAGEMENT – LEGAL AND REGULATORY COMPLIANCE, ACCOUNTABILITY & OVERSIGHT

- monitoring KPIs (income, repairs, customer satisfaction, empowerment)

- procurement
- HCA registration, if required
- compliant with an appropriate Code of Governance (such as the joint Confederation of Co-operative Housing & National Housing Federation 2012 Code)
- safeguarding, care and wellbeing of older people and vulnerable adults, e.g. Care Quality Commission.

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APPENDIX TEN – potential additional work

Typical scenarios..... etc.

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