

creating garden cities and suburbs today

a guide for councils





Creating Garden Cities and Suburbs Today: A Guide for Councils

©TCPA. Published March 2013

Town and Country Planning Association

17 Carlton House Terrace

London SW1Y 5AS

t: +44 (0)20 7930 8903

www.tcpa.org.uk

Acknowledgements

The TCPA is grateful for the generous support of the Lady Margaret Paterson Osborn Trust, David Lock Associates, First Ark Group, Letchworth Garden City Heritage Foundation, Mayfield Market Towns, Places for People, and The Land Trust.

**The Lady Margaret
Paterson Osborn Trust**

David Lock Associates
Town Planning and Urban Design



firstark



The guide benefited from valuable contributions made by members of the project Steering Group, who gave time to share their practical experience and offer feedback. Members of the Steering Group are: Mary Parsons (Group Executive Director, Places for People), Will Cousins (Deputy Chairman, David Lock Associates), Stephen Heverin (Director of Investment, First Ark Group), Lee Newlyn (Director, Mayfield Market Towns), Euan Hall (Chief Executive, The Land Trust), John Lewis (Chief Executive, Letchworth Garden City Heritage Foundation), and Simon Leask (Head of ATLAS, HCA-ATLAS). Lord Matthew Taylor also provided valuable advice.

The TCPA would also like to thank the councillors who provided quotes for use in the guide, and a number of Trustees of the Association for making available their insight and expertise. This report has been drafted by Kate Henderson and Katy Lock. The views expressed in the report are those of the authors and not necessarily those of the Steering Group.

Photographs

Cover photograph: Letchworth Garden City. The TCPA is grateful for the use of photographs provided by David Lock Associates (page 18); East Hampshire District Council (page 19); First Ark Group (page 20); Letchworth Garden City Heritage Foundation (cover and page 12); LeFlic17images/Chris Gravett (www.leflic17images.com) (page 3); O&H Properties (pages 18 (with David Lock Associates) and 24); Places for People (top left on page 5 and page 17); and The Land Trust (page 26).

creating garden cities and suburbs today

a guide for councils

Contents

2	Foreword
3	1 Introduction
	1.1 Why Garden Cities and Suburbs?
	1.2 The aim of this guide
	1.3 The size and location of new communities
7	2 Background
	2.1 The new world of planning and housing
	2.2 Policy drivers
9	3 About Garden Cities
	3.1 Lessons from history
11	4 Leading the way
	4.1 Making the case
	4.2 Pioneering local leadership
	4.3 Building consensus
13	5 Planning ahead
	5.1 Going for growth
	5.2 Key design principles
	5.3 Masterplanning
18	6 Unlocking land
	6.1 The value of land
	6.2 Facilitate and lead
	6.3 Partnership approaches
21	7 Funding infrastructure
	7.1 Investing in the future
	7.2 Sharing risk and reward
23	8 Making it happen
	8.1 Effective delivery
	8.2 Stewardship of local assets
27	9 Next steps and useful resources
	9.1 Useful resources from the TCPA
	9.2 Signposts to further information

Foreword

We know that we will have to build homes to house the nation into the 21st century: the question is not whether we build but whether we have the determination to deliver high-quality communities that will stand the test of time.

As councils and communities across the country know, the decisions we make about the built environment cannot easily be undone. In many areas a history of badly planned and poor-quality development, which has increased pressure on existing infrastructure, has resulted in a breakdown of community trust and a lack of local consensus about the need for new development, despite an escalating housing crisis. Understandably there is community resistance to yet more anonymous 'bolt-on' housing estates, and councils are often caught in the crossfire between local concerns, private sector ambitions and national requirements. These debates, which councils know only too well, rarely focus on either the scale of local housing need or the huge opportunities to create beautiful, vibrant and sustainable new communities.

However, there is a solution, one which draws on the origins and the best of town and country planning, put into a modern context of sustainable communities – Garden Cities and Suburbs for the 21st century. Significant momentum has been gained both politically and across the built environment sector on recognising the potential of the Garden City approach to development. The Prime Minister and the Deputy Prime Minister have both pledged their support for new Garden Cities; the Garden City principles have been enshrined in the Government's National Planning Policy Framework; and

there is support for '*locally planned large scale development*' in the Housing Strategy for England.

Councils are now firmly in the driving seat in planning for and stimulating growth. In a localised planning system the real power is the Local Plan – this is a major opportunity to think about the long-term future and consider whether a Garden City or Suburb could provide the right solution. If you get the right plan for your area, you can help to steer development to where it is needed and stop bad planning applications being made in the first place. The alternative – not going for well planned growth in the face of continuing population increase – will lead to intensifying pressures on councils and communities as they face overcrowding, failing infrastructure and a lack of investment.

As this guide argues, well planned new communities, based on the Garden City principles, provide an opportunity to create high-quality inclusive places. By adopting the Garden City approach councils can rebuild trust in the development process, offering people a better quality of life by allowing for the highest sustainability standards, economies of scale, and better use of infrastructure. Given the scale of the challenges facing our communities, there has never been a more important time for councils to be innovative and ambitious in meeting local housing needs and aspirations, seizing the opportunities to create world-class new communities.

Kate Henderson

Chief Executive, Town and Country Planning Association

1

Introduction



Letchworth Garden City town centre

1.1 Why Garden Cities and Suburbs?

The UK's housing challenge, posed by the need for new homes of all tenures, is clear. However, meeting the nation's housing needs will involve more than just delivering housing units – we must create beautiful, green places which offer a wide range of employment, retail and leisure opportunities; supply a complete mix of housing types, including social and affordable housing; adopt low-carbon design; implement sustainable transport; provide well managed and connected parks and public spaces; and offer the

opportunity to grow food locally. New Garden Cities and Suburbs can deliver all this.

What sets them apart is that this approach to large-scale development allows the necessary infrastructure to be planned in from the start, and existing communities can be protected from unsightly and unpopular piecemeal development. They also provide a powerful opportunity to introduce governance structures that put people at the heart of new communities and give them ownership of community assets. Applying Garden City principles to the development of new communities also allows for immediate access to the countryside, as well as the integration of smart technology. The Garden City

approach provides a unique opportunity to offer people a better quality of life and more sustainable lifestyles.

Significant momentum has been gained recently, both politically and across the built environment sector, on recognising the potential of the Garden City approach to development. The Prime Minister and the Deputy Prime Minister have both pledged their support for new Garden Cities; the Garden City principles have been enshrined in the Government's National Planning Policy Framework; and there is support for '*locally planned large scale development*' in the Housing Strategy for England.

Councils are in the driving seat in planning for and stimulating growth. The new planning framework requires every council to identify local housing need and then bring forward developments to ensure that everyone has access to a decent home. This guide highlights the opportunities to bring forward sustainable new communities within the context of localism, planning reform and recently introduced Government incentives.

1.2 The aim of this guide

This guide is designed to help elected members (and officers) to:

- take advantage of the opportunities to create Garden Cities and Suburbs and deliver their benefits;
- understand the key questions that need to be asked and the tools and resources available in planning and delivering sustainable growth; and
- build on the latest policy hooks.

The guide has nine sections. This section outlines key Garden City principles. Section 2 gives an overview of the key housing and growth challenges, along with the major policy levers. Section 3 provides a brief history of the Garden City story. Sections 4-8 cover five key themes that councils need to consider if they are to deliver world-class communities today:

- leadership;
- planning ahead;

- unlocking land;
- funding infrastructure; and
- making it happen.

The final section, on 'next steps', gives signposts to further information and useful resources (see also Box 1).

1.3 The size and location of new communities

In the context of localism it will be for local authorities, developers and communities to work together to decide on the most suitable location and the size needed to provide a sustainable community that creates jobs, meets local housing need, and finances and supports the necessary hard and soft infrastructure required to enable a community to thrive. Ebenezer Howard, the 'inventor' of the Garden City idea, understood that a Garden City should be carefully designed in relation to the site it occupies.

There are, however, specific opportunities – including the economies of scale that are needed to finance and sustain new infrastructure – offered by the development of larger-scale new communities, and the new planning framework – the National Planning Policy Framework (NPPF) – states (in para. 52): *'The supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities.'*

A Garden City or a Garden Suburb/urban extension – what's right for us?

Garden City principles (set out in Box 2) are applicable to different models of large-scale development, including towns, suburbs/urban extensions, and villages – and the right solution will vary from place to place. The principles can also be applied to smaller, inner-

Box 1

Detailed information on Garden Cities

The TCPA has recently produced a number of documents as part of its Garden Cities and Suburbs campaign:

- *Creating Garden Cities and Suburbs Today: Policies, Practices, Partnerships and Model Approaches;*
- *Nothing Gained by Overcrowding!;*
- *Re-imagining Garden Cities for the 21st Century;*
- *Land Value Capture and Infrastructure Delivery through SLICs* (written by John Walker); and
- *Health and Garden Cities.*

These documents provide detail and case studies on a number of issues, including planning, investment, land assembly, and delivery, and should be read alongside this guide. They are available as PDFs from the TCPA's website, at <http://www.tcpa.org.uk/pages/garden-cities.html>

Box 2

Garden City principles

- Strong vision, leadership and community engagement.
- Land value capture for the benefit of the community.
- Community ownership of land and long-term stewardship of assets.
- Mixed-tenure homes and housing types that are affordable for ordinary people.
- Beautifully and imaginatively designed homes with gardens in healthy communities.
- A strong local jobs offer in the Garden City itself and within easy commuting distance of homes.
- Opportunities for residents to grow their own food, including allotments.
- Generous green space, including: a surrounding belt of countryside to prevent sprawl; well connected and biodiversity-rich public parks; high-quality gardens; tree-lined streets; and open spaces.
- Strong local cultural, recreational and shopping facilities in walkable neighbourhoods.
- Integrated and accessible transport systems.



‘A Garden City is a town designed for industry and healthy living; of a size that makes possible a full measure of social life, but not larger; surrounded by a permanent belt of rural land; the whole of the land being in public ownership or held in trust for the community. ’

Formal definition adopted by the Garden Cities and Town Planning Association in 1919, and quoted by C.B. Purdom in C.B Purdom, W.R. Lethaby, G.L. Pepler, T.G. Chambers, R. Unwin and R.L. Reiss: *Town Theory and Practice*. Benn Brothers, 1921

‘The need for more homes is clear. We can pepper-pot them around, stretching creaking infrastructure, or bring them together in a new garden community with all the required facilities, thereby allowing us to protect the countryside gaps between our town and our villages.’

Councillor Seán Woodward, Executive Leader,
Fareham Borough Council

urban regeneration sites, although opportunities to maximise the benefits of Garden City governance models and land value capture may be fewer for smaller sites.

While the principles are applicable to different models of large-scale development, there are important distinctions between new large-scale communities, surrounded by countryside with sustainable links to other settlements, and suburbs or urban extensions built as part of the urban area of an existing town or city.

Why choose a new Garden City?

Well planned new communities provide an opportunity to create high-quality sustainable places, allowing for the highest sustainability standards, economies of scale, and better use of infrastructure. Key benefits of a new Garden City, as opposed to an urban extension, include the following:

- Green belt land can be protected and ‘urban sprawl’ can be avoided.
- The population of a new Garden City can provide the critical mass to support the necessary facilities for low-carbon lifestyles, such as rapid public transport, low-carbon energy systems, jobs located within walking distance of homes, and a range of cultural and leisure services, including a comprehensive green infrastructure network providing quick access to the wider countryside.
- Any negative impacts on the environment can be dealt with in a holistic way, with avoidance, mitigation and enhancement considered from the outset and integrated into the design of a new settlement.
- A new Garden City can be linked via sustainable public transport to another Garden City or existing town to provide a broad employment and services offer.

- Politically, it can be advantageous to engage communities on a single larger proposal than on several smaller ones.

Garden Suburbs and sustainable urban extensions

Garden City principles can be applied at a range of scales. Sustainable urban extensions have been a popular approach to accommodating new development. The benefits of linking into existing infrastructure networks, such as transport, jobs and social infrastructure, include lower short-term costs. Furthermore, depending on the site, sustainable urban extensions are sometimes perceived to have fewer environmental impacts. However, unless they are properly planned, urban extensions can result in ‘bolt-on estates’, as ambitions fall away over time from the original vision. In practice, such bolt-on estates can encourage increased car use as they are usually little more than dormitories, often without an economic or community centre. However, well planned Garden Suburbs or urban villages could address these possible failings if they follow the principles set out in Box 2 as part of a ‘Garden Communities’ palette of options.

In making these choices, the challenge for local authorities is to determine the best long-term solution. This means thinking at a minimum of 20- or 30-year timescales rather than in terms of the five-year housing supply requirements set out in the current planning system. Over the long term, substantial growth in housing need is forecast – if a long-term approach is taken, would endless bolt-on housing estates be the solution, or would a new community better resolve the issues raised by housing growth and meet the aspirations of the community as a whole?

2

Background

The UK needs more, better-quality and greener housing. Many younger people want somewhere affordable to bring up a family, and many of the older generations are looking to comfortably 'downsize'. People want to live within positive, healthy, vibrant communities with easy access to the natural environment. Alongside providing homes, we also need to create jobs and support growth in sustainable locations and bring about a transition to a green economy.

2.1 The new world of planning and housing

Councils have new freedoms and flexibilities, with changes to planning, housing finance and incentives, welfare reforms, and environmental policy. With localism and the finance reforms comes new responsibilities for councils. As set out in the NPPF (para. 50), councils should *'deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities'*. This means planning *'for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities, service families and people wishing to build their own homes)'*.

The 'Duty to Co-operate'

In the areas of England outside London, which retains the London Plan, local authorities will be required to address strategic planning issues through the 'Duty to Co-operate', set out in the Localism Act and considered in the NPPF. The NPPF states (para. 159) that to assess their full housing needs local planning authorities should work *'with neighbouring authorities where housing market areas cross administrative boundaries'* in order to plan for functional housing market areas. Co-operation with adjacent authorities allows for thorough consideration of the most sustainable locations for growth, which often cross administrative boundaries.

This should be undertaken at an early stage in the plan preparation and site search processes to allow for resources and objectives to be shared effectively.

The housing challenge

The extent of the housing challenge we now face is illustrated in Box 3. **It is clear that now is the time for councils to be innovative and ambitious in meeting local housing needs and aspirations, seizing the opportunities to create world-class new communities.**

2.2 Policy drivers

Garden Cities and Suburbs provide a unique opportunity to plan in sustainable, holistic way, working across traditional disciplinary borders and engendering sustainable, low-carbon lifestyles. This multi-disciplinary approach at the local level can help to deliver national priorities, such as private investment in growth and meeting the nation's housing need. A number of new Government policies and initiatives are relevant to the delivery of new Garden Cities and Suburbs:

- **National Planning Policy Framework:** The NPPF states that the *'supply of new homes can sometimes be best achieved through planning for larger scale development, such as new settlements or extensions to existing villages and towns that follow the principles of Garden Cities'*.
- **Localism Act 2011:** The Act includes a number of planning reforms, including the introduction of a 'Duty to Co-operate' on strategic planning and a community tier of neighbourhood planning. It also sets out measures designed to give local communities and community groups powers to control the way that some services and facilities are run in their area.
- **The Housing Strategy for England:** *'Locally planned large scale development'* is identified in the 2011 Housing Strategy as a tool for securing better-quality development on major new sites, based on real community ownership, a clear local vision, and stronger incentives for investors.

Box 3

The housing challenge

- The number of households in England is projected to grow to 27.5 million over the next 20 years, meaning we need over 230,000 new homes each year.ⁱ
- However, housebuilding rates are at low levels not seen since the 1920s. In the 12 months to September 2012 the total number of new homes in England was 117,190, about half the amount needed to keep up with household formation.ⁱⁱ
- Over the same period the number of affordable homes built was 50,345 (total affordable housing is the sum of housing built for affordable rent, social rent, intermediate rent, and affordable home ownership).ⁱⁱⁱ
- Annual housing starts in England fell by 11% in the year to December 2012.^{iv}
- The need for affordable housing is growing, with over 1.7 million households currently waiting for social housing.^v
- The population is ageing: by 2033 over a third of households will be headed by people aged 65 or over.^{vi}
- It has been estimated that poor housing costs the NHS at least £600 million per year.^{vii}
- Over half a million households are now living in overcrowded conditions in England.^{viii}
- We need to 'green' our homes, which are currently responsible for just over a quarter of the UK's carbon dioxide emissions.^{ix}
- Construction is an economic driver, with government research suggesting that every 100,000 new houses built could boost GDP by 1%.^x
- One in six local authorities report that the amount of green space in their area is declining; however, 91% of the public believe that parks and public spaces improve people's quality of life.^{xi}

i Household Projections, 2008 to 2033, England. Housing Statistical Release. DCLG, Nov. 2010.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6395/1780763.pdf

ii House Building: September Quarter 2012, England. Housing Statistical Release. DCLG, Sept. 2012.

<https://www.gov.uk/government/publications/house-building-in-england-july-to-september-2012>

iii House Building: September Quarter 2012, England. Housing Statistical Release. DCLG, Sept. 2012.

<https://www.gov.uk/government/publications/house-building-in-england-july-to-september-2012>

iv House Building: December Quarter 2012, England. Housing Statistical Release. DCLG, Feb. 2013.

<https://www.gov.uk/government/publications/house-building-in-england-october-to-december-2012>

v Housing Strategy Statistical Appendix Data 2010. DCLG, 2010. Cited in 'The housing crisis'. Webpage. Shelter.

http://england.shelter.org.uk/campaigns/why_we_campaign/the_housing_crisis#_edn2

vi Household Projections, 2008 to 2033, England. Housing Statistical Release. DCLG, Nov. 2010.

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6395/1780763.pdf

vii Housing and Health. POSTNote 271. Parliamentary Office of Science and Technology, Jan. 2011.

http://www.parliament.uk/documents/post/postpn_371-housing_health_h.pdf

viii 'Overcrowding figures up'. News Release. Shelter, 23 Mar. 2009.

http://england.shelter.org.uk/news/previous_years/2009/january_2009/overcrowding_figures_up

ix Home Truths: A Low-Carbon Strategy to Reduce UK Housing Emissions by 80% by 2050. Oxford University Environmental Change Institute, for Friends of the Earth/Co-operative Bank, Nov. 2007. http://www.foe.co.uk/resource/reports/home_truths.pdf

x Figures come from the Blue Book: newly built private sector dwellings contributed £17.7 billion to UK GDP (total GDP was around £1.3 trillion), facilitating the building of 37,000 houses in 2010. Cited in *Cities Outlook 2013*. Centre for Cities, Jan. 2013. http://centreforcities.cdn.meteoric.net/CITIES_OUTLOOK_2013.pdf

xi Parks and Squares. Who Cares? CABC Space, 2005. <http://webarchive.nationalarchives.gov.uk/20110118095356/http://www.cabc.org.uk/files/parks-and-squares-who-cares.pdf>

- **Public sector land release:** The release of public sector land provides a unique opportunity for the Government to take a strategic approach to land assembly for sustainable new communities. The Housing Strategy identifies the potential of using previously developed land owned by the public sector to deliver new homes, stating that it could 'support as many as 200,000 construction and related jobs during development'.
- **Self-build:** The Government is supporting individuals and communities who want to build their own homes through a £30 million new funding programme for self-build or 'custom build'.
- **Enterprise and local growth:** Local Enterprise Partnerships (LEPs) are involved in helping to prioritise infrastructure investment, for example through the Growing Places Fund. LEPs could make the case for new and expanded villages, towns and cities by linking housing to economic growth and jobs.
- **The transition to a green economy:** The Coalition Agreement includes proposals for a range of measures to fulfil 'ambitions for a low carbon and eco-friendly economy'. A major advantage of planning for a large-scale community is that low- and zero-carbon solutions can be laid down across a whole town, so that individual buildings can be incorporated in combined solutions, rather than each building being developed in isolation.
- **The Natural Environment White Paper, *The Natural Choice: Securing the Value of Nature*:** The White Paper supports local authorities who are already leading the way in improving the quality of their environment in order to bring a range of benefits to their communities.

3

About Garden Cities

3.1 Lessons from history

Over the last century Garden City ideals have proved to be outstandingly durable. Places like Letchworth and Welwyn Garden Cities and countless places inspired by them – both in the UK (from Garden Suburbs through to the post-war New Towns) and abroad – have stood the test of time and remain highly desirable living and working environments today. Designed in relation to the sites they occupy (see Box 4), not only are they beautiful places, but they offer high-quality lifestyles that promote wellbeing; a wide range of employment opportunities and cultural services; a complete mix of housing, including social and affordable housing; walkable neighbourhoods, tree-lined streets and high-quality design; vibrant parks; and opportunities for residents to grow their own food – while also promoting access to nature and opportunities for biodiversity.

Governance

The Garden City pioneers understood the powerful opportunity that new communities provide to introduce governance structures that put local people at the heart of their community and facilitate the ownership of community assets and high standards of long-term management.

Land value and long-term investment

From the private enterprise model of the Garden Cities to the national New Towns programme, and through to the variety of models used today, getting the most out of land value uplift is the key to meeting the building and ongoing costs of a new community. Having community assets established from the outset not only helps to facilitate social networks and contributes to quality of life, but also provides an opportunity for residents to be the major beneficiaries of land value uplift.

History demonstrates that large-scale development requires a long-term ‘patient’ investment approach. Properly managed and underwritten by the capture of

land values, new Garden Cities can be good business. However, development takes time; and whether the source of borrowing is public or private, significant investment is needed early on to prepare and plan the location and build the infrastructure, even though excellent commercial returns will follow for the investor in due course.

The benefits of quality and innovation

The Garden City model was socially and environmentally innovative, with high-quality materials and design central to its success and durability. Like the Garden City pioneers, we must foster innovation in planning and design and make use of the rapidly advancing technologies available to us, applying Garden City principles in new and exciting ways.

Today, we still face the primary challenges confronted by the Garden City pioneers: meeting a housing shortage, generating jobs, and creating beautiful, healthy and vibrant places in challenging economic times. Even with the additional contemporary challenges of climate change and globalised markets, Garden City principles remain as relevant as ever.

Although it is over 40 years since the last New Town was designated, large-scale new developments have formed an important part of housing supply in Britain as places have grown and evolved through the creation of urban extensions and new communities.

This process of evolution has yielded much learning and a greater understanding of what works, and of what areas need particular care. It is clear that while new places can provide great opportunities, creating them and making them successful can be a very challenging task. This guide highlights both lessons from history and key questions that need to be addressed today.

Garden City principles

Key Garden City principles are set out in Box 2, on page 5.

Box 4

The 'Social City'

Ebenezer Howard recognised that a Garden City should be carefully designed in relation to the site it occupies, and he gave an indication of how a cluster of towns (Garden Cities) would operate.

Howard set out a vision for a Garden City that would reach an ideal population of around 32,000 people (applying today's average household size of 2.4 people, this figure would mean somewhere between 10,000 and 15,000 homes). Once this planned limit had been reached, a new city would be started a short distance away, followed by another, and another, until a network of such places was created, with each city providing a range of jobs and services, but each connected to the others via a rapid transport system, providing all the benefits of a much larger city but with each resident having easy access to the countryside.

Howard called this network of connected settlements the 'Social City' (see Figure 1).

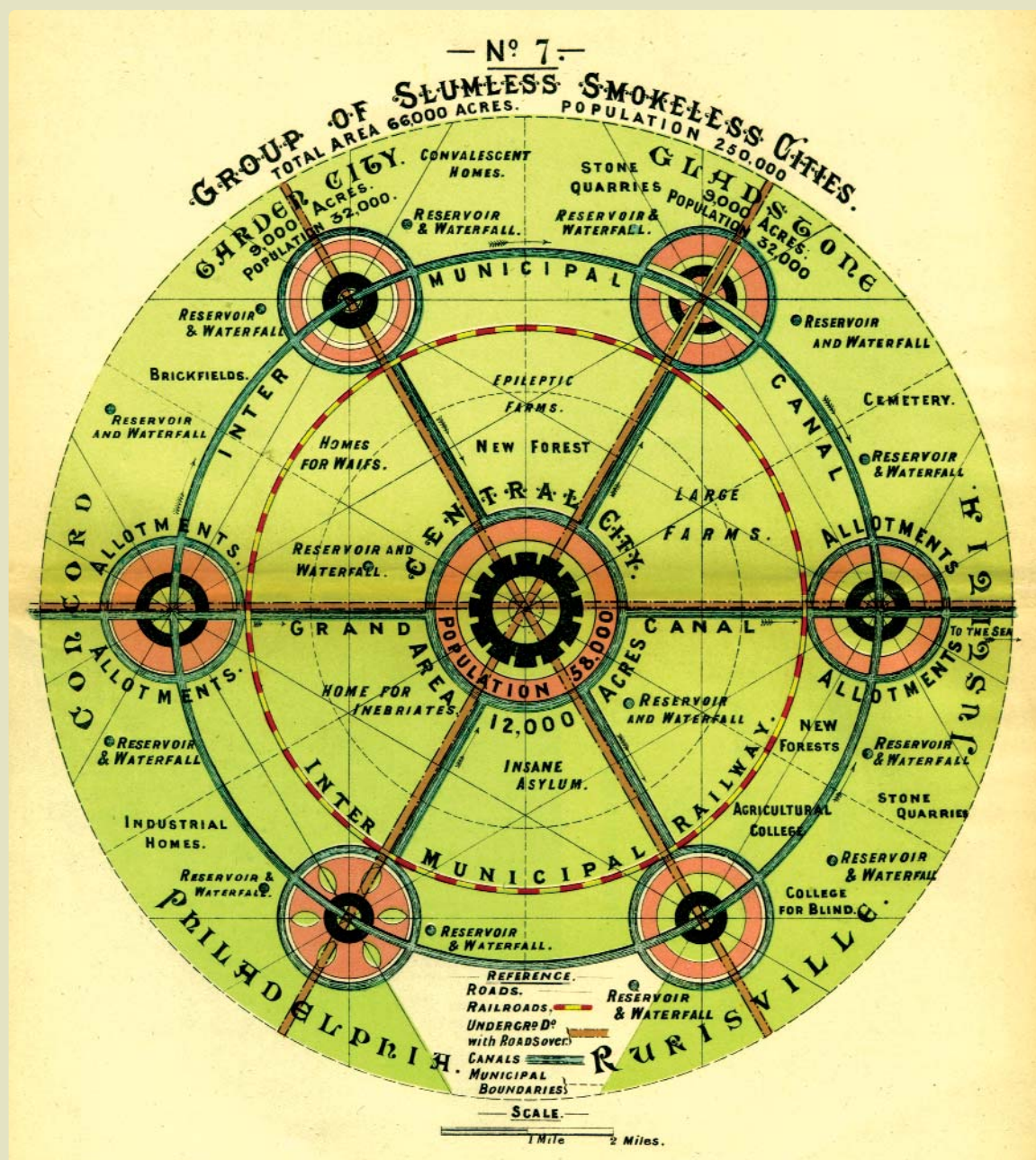


Figure 1 'Group of slumless smokeless cities' - Ebenezer Howard's 'Social City' diagram

Taken from E. Howard: *To-morrow: A Peaceful Path to Real Reform*. Swan Sonnenschein, 1898. Original edition reprinted, with commentary by Peter Hall, Dennis Hardy and Colin Ward, by Routledge, 2003 (available from the TCPA)

4

Leading the way

4.1 Making the case

The case for new Garden Cities and Suburbs can be made in three parts:

- **Need:** Large-scale new communities are an important part of the **portfolio of solutions** that will be essential in tackling today's acute housing shortage – a shortage which cannot be addressed exclusively on a plot-by-plot basis. A phased approach to large-scale development can also contribute to meeting five-year land supply requirements.
- **Vision:** Well planned new communities provide an **opportunity to create high-quality sustainable places**, allowing for the highest sustainability standards, economies of scale, and better use of infrastructure. A holistic approach to creating new communities provides an opportunity to consider how homes and neighbourhoods can be made attractive places in which to live and work, in environments which are socially inclusive and resilient to climate change.
- **Management:** Experience from the Garden Cities and New Towns shows that, properly managed and underwritten by the capture of land values, large-scale new developments **can be good for business and society**.

4.2 Pioneering local leadership

Councillors need support and encouragement to think boldly and in the long term. If new communities are to be successful, they need strong political support and leadership, with a clear vision and firm commitment. This commitment should be made as early as possible in the Local Plan process to provide reassurance and

certainty for all parties involved, even though development may not commence for some time.

Having identified the need and potential location for a large-scale new community through the Local Plan, councillors have a vital role in explaining to local residents and businesses the long-term vision and the multiple benefits of attracting investment in high-quality, large-scale development. In communicating the advantages of meeting local housing need through the creation of a new Garden City or Suburb, councillors can also highlight that an alternative 'no growth' scenario would not necessarily equal 'no change' for a community. By not going for growth, communities may face a range of detrimental scenarios, including overcrowding, failing infrastructure, and a lack of investment as the population continues to rise.

Councillors also have a role in maintaining momentum on the development of a new community, and they must be clear that they are in it for the long haul. Building cross-party consensus on the need for jobs and homes in large-scale sustainable new communities is vital, because implementation is almost certain to continue beyond several electoral cycles. It will not be possible for a new Garden City or Suburb to yield completed homes or other development for a number of years.

4.3 Building consensus

Meaningful participation

New Garden Cities and Suburbs provide the scope for local community input on planning proposals right from

'Building and maintaining bridges with a network of stakeholders – including the electorate – is crucial.'

Councillor Barry Wood, Leader, Cherwell District Council

Case Study 1

Letchworth Garden City Heritage Foundation – a governance and maintenance model

<http://www.letchworth.com/heritage-foundation>



In the case of Letchworth Garden City, the residual assets of the original development company (First Garden City Ltd) have been incorporated into Letchworth Garden City Heritage Foundation, which is a self-funding charityⁱ that reinvests for the long-term benefit of the local community. Endowment income generated mainly from its property portfolio enables the Heritage Foundation to provide additionality to services and facilities provided by the local council (North Hertfordshire District Council). Provision includes the operation of a cinema, a day hospital for the local community and people who work in the town, a

museum, a family farm (pictured, above), a community hub, a section of open space, a greenway around the town, a mini-bus service, and a tourist information centre, which incorporates a shopmobility service.

Substantial investment has also been made by the Heritage Foundation into a series major projects and improvement schemes around Letchworth. In the past year over £3 million has been provided in the form of charitable grants and assistance under the Heritage Foundation's charitable commitments, ranging from small grants to local groups and societies, to substantial support for specific projects and facilities. The Heritage Foundation also operates a Management Scheme to protect the appearance of most of the residential parts of the town, at no cost to local residents. The Heritage Foundation model continues to apply in respect to new development on Foundation-owned land, leading to value generated by new development being reinvested back into the town and its community.

The governance model is based on a team of Governors, who are either elected by the local community, nominated by local groups and societies, or appointed by the Heritage Foundation. The Governors elect a Board of Trustees, with two places on the Board reserved for nominees of North Hertfordshire District Council and Hertfordshire County Council. The Board is the Foundation's main decision-making body.

The Heritage Foundation model is one which could be used in new Garden Cities.

ⁱ Letchworth Garden City Heritage Foundation is an Industrial and Provident Society with charitable status

the beginning. Councils also need to ensure that the governance of the future community is inclusive and participative. It takes skills and resources to investigate and establish appropriate governance structures.

To engender confidence and trust in the project within the local area, existing communities (and where possible the future community) should have an opportunity to engage with the proposals for a new Garden City or Suburb at the earliest opportunity. If engagement is to be meaningful, it must begin before the first draft masterplan is created, to ensure that local wishes are taken into account.

Thinking beyond the Local Plan boundary

An important point is that existing communities are likely to include those in adjacent authority areas. A site for a new Garden City may cross administrative boundaries, and even if this is not the case local

authorities will need to work together to consider impacts on local infrastructure and services. It is recommended that co-operation between councils (as required by the 'Duty to Co-operate') is undertaken from an early stage, not only to identify a strategy for growth and share resources, but also to co-ordinate engagement with existing communities.

Creating a sense of belonging

The governance structure of the new community, whether a local authority strategic board or a separate delivery vehicle, must be considered from the outset and must include community representation. This will help to build social capital by supporting interaction and involving local people in planning (as well as in running services) in the new community. A community 'company' set up in the early stages of development could gradually develop into a long-term management organisation, forming a key part of the governance structure of the new Garden City or Suburb.

5

Planning ahead

5.1 Going for growth

The identification of Garden City principles in the NPPF and the transition to a localist approach to planning provide an opportunity for councils to consider new Garden Cities and Suburbs among options for future housing and economic growth.

The plan-led approach

The key opportunity is the Local Plan. The plan preparation and review process allows authorities to use a solid evidence base to take a holistic and long-term view and consider the most sustainable options for the scale and location of future growth, including the option of new Garden Cities or Suburbs. Innovative tools and existing mechanisms for community engagement should be used to ensure that people understand the options and can participate in discussions about future growth. A sound evidence base is vital in deciding whether a new Garden City or Suburb is the right solution. This requires

a range of assessments, including evaluations of housing requirements, urban capacity (for example Strategic Housing Land Availability Assessments), employment, the economy, flood risk, transport, biodiversity, landscape, and energy production needs and capacity.

Site selection for new Garden Cities

Local authorities and the private sector must work in partnership to identify sites and bring forward new communities. At an early stage, the key tools for informing the plan-making process – and the Local Plan's approach to future growth – include Sustainability Appraisal, incorporating Strategic Environmental Assessment (SA/SEA). Using the evidence base described above, these tools can be used to determine the broad spatial locations for future growth, including whether a large-scale new community or Garden City is the most sustainable option. Site selection steps are outlined in Box 5. Section 6 sets out approaches to land assembly once sites have been identified.

Box 5

Four steps to site selection

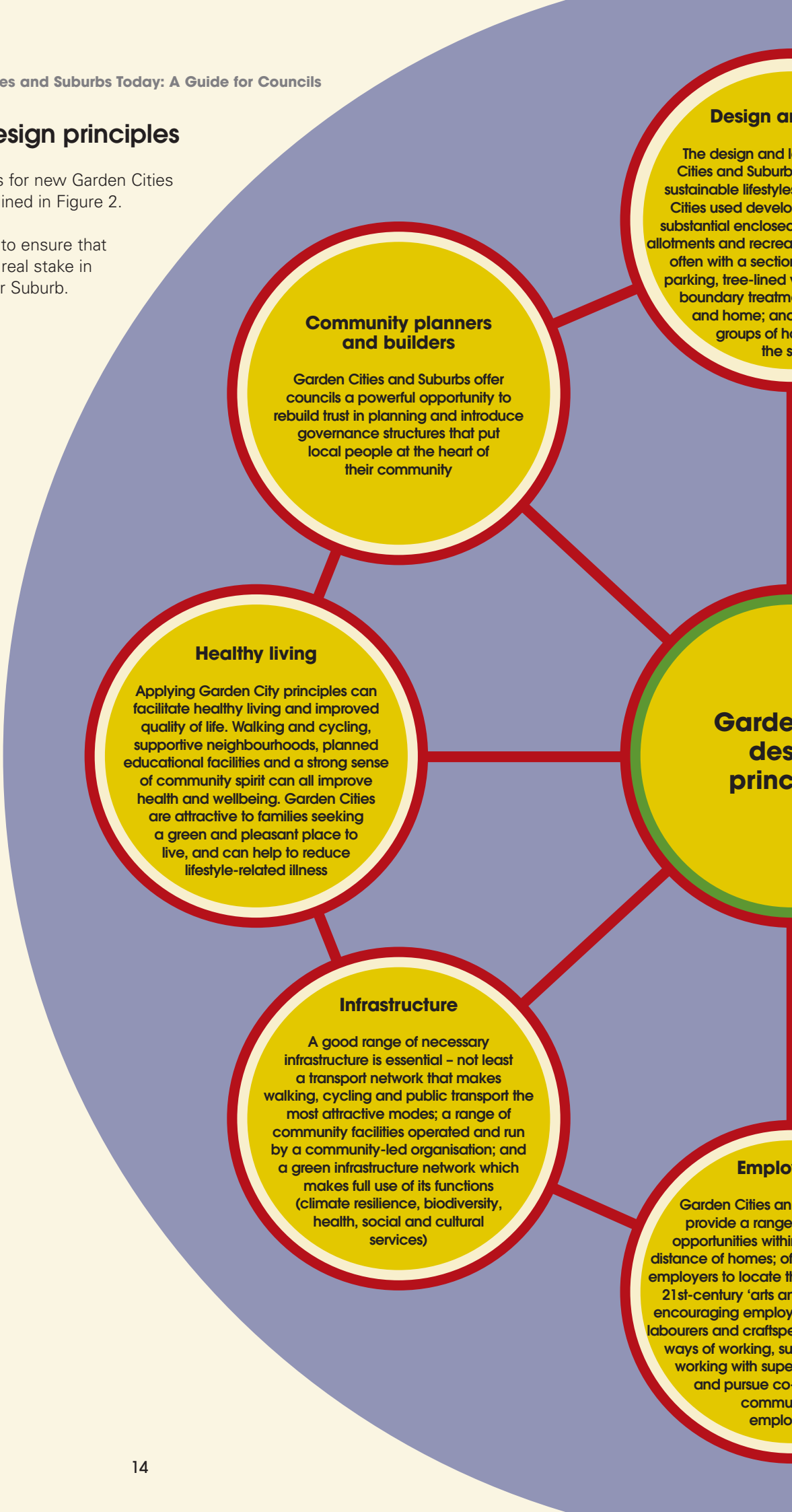
Once the broad strategy for growth has been determined, the following approach to site selection is recommended (to be run alongside the SA/SEA process):

- **Step 1:** The local authority must create a design brief for a Garden City. This should include the necessary sequential tests and site selection criteria, drawing on the Garden City principles set out in this guide, including models of land value capture. Tests must give sufficient weight to the deliverability of sites – a willing landowner, an identified master-developer, and a good location in market terms (viable for homes and employment, affordability of CIL and social housing requirements, provision of a quality environment, connectivity to public transport networks, etc.).
- **Step 2:** The local authority itself should take the lead and undertake a site search using these criteria, while simultaneously undertaking step 3.
- **Step 3:** Third parties should be invited to submit proposals for new communities which fulfil the design brief. In this way, landowners/developers can be active participants in the evaluation of the spatial strategy for growth, and can submit proposals which would be considered more favourably where it is demonstrated they meet the criteria of the brief.
- **Step 4:** Sites identified by the local authority and submitted by third parties and meeting the criteria of the brief should then be used in identification, testing and consultation on options for growth, until the preferred option is identified and adopted in the Local Plan.

5.2 Key design principles

Key design principles for new Garden Cities and Suburbs are outlined in Figure 2.

Box 6 outlines ways to ensure that communities have a real stake in a new Garden City or Suburb.



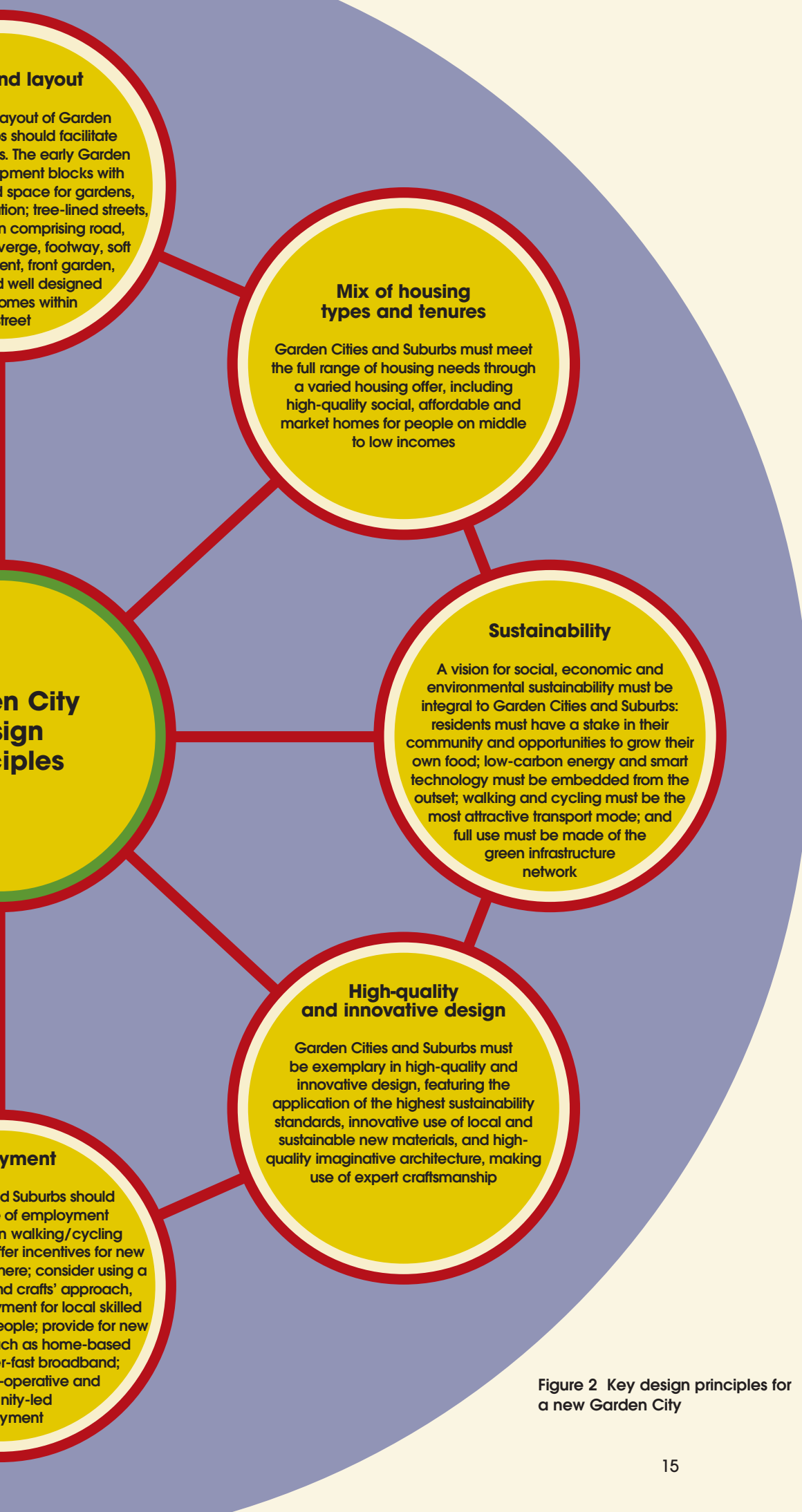


Figure 2 Key design principles for a new Garden City

Box 6

Community planners and builders

There are a number of ways to ensure that communities have a real stake in a new Garden City or Suburb, including exploring the potential of the following:

- **Neighbourhood planning** may provide an opportunity for greater community involvement in planning a new community in some locations.
- Sections of the masterplan could be identified for both **individual self-build plots and (community) group self-build or self-commissioned sites**. Homes on these sites could comprise a mixture of market and more affordable models of custom build homes which meet a local need. The serviced plots model could also be explored.
- A full portfolio of **community-led housing models** could also be incorporated – providing the added benefit of the potential to share skills, co-invest, and secure jobs and housing for local people.
- Community-led business and employment opportunities should be explored in addition to housing. Co-operatives which run shops and other services provide employment and benefit the community (see <http://www.co-operative.coop/enterprisehub/> for further information).
- **Attractive, well connected public open spaces** and their management need to be considered as integral to the planning process. Such spaces provide the essential context in which development takes place, creating focal points which bind the community together and a sense of place that goes beyond building homes.

5.3 Masterplanning

The Garden Cities were masterplanned to a holistic set of principles, with economic, social and environmental objectives. Today, Garden City principles of planning for healthy living and a flourishing community are still

fundamental to the development of sustainable communities which are adaptable to climate change. Experience shows that a strong vision of high quality and sustainability is essential in delivering places that will stand the test of time and positively influence behaviour and promote healthy lifestyles.

Case Study 2

Kent Thameside – vision

In 1993 three local authorities (Dartford Borough, Gravesham Borough and Kent County Councils) and a major landowner (cement manufacturer Blue Circle) came together voluntarily to create an informal partnership that within two years had published a 25-year vision – *Looking to the Future* – for the creation of a new community containing over 30,000 new homes and 50,000 new jobs at Kent Thameside. The vision contained all the ingredients of today's sustainable development agenda and the hallmarks, if not expressed in that way at the time, of a Garden City.

The impetus for the vision came from three sources:

- first, the local authorities, working together on new development as a way of transforming the fortunes of an area – and its communities – dominated by old, heavy industry and power generation;
- secondly, an imaginative landowner, realising how something special could be created from 1,000 hectares of its land deemed surplus to operational requirements; and
- thirdly, a focus – a catalyst – for that 'something special': the possibility (subsequently realised) of a new international and domestic station on the Channel Tunnel Rail Link (now HS1) being located within Kent Thameside (at Ebbsfleetⁱ), around which a public-transport-focused new community could evolve.

And then there was the fair wind of government policy: the East Thames Corridor initiative, about to get a major make-over in the form of the Thames Gateway Planning Framework that would identify Kent Thameside as a major growth point.

More than 15 years on from the publication of the vision, progress has been much slower on its implementation than anyone would have hoped. There are numerous reasons for this, but the vision itself remains as credible as it did then.

i Further information on Ebbsfleet Valley is available from <http://www.ebbsfleetvalley.co.uk/>

‘... there is the issue of environmental excellence to consider, and the need for innovation and the use of new technology to create homes and other buildings in the communities of the future.’

Councillor Andrew Proctor, Leader, Broadland District Council

Case Study 3

Brooklands, Milton Keynes – delivering a sustainable mixed community

<http://www.brooklands-mk.co.uk>



Brooklands is a 360 acre site on the eastern flank of Milton Keynes. Owned and developed by Places for People,ⁱ it is the largest residential development project in the area and a major contributor to meeting Milton Keynes' housing growth requirements. The development will see 2,500 new homes built over the next ten years, alongside new primary and secondary schools, commercial spaces and extensive parkland. From the outset the developer's approach has gone much further than simply building homes. Places for People has invested upfront into infrastructure and the public realm, which means that new residents will not be moving onto a building site.

People moving into the development already have green open spaces to walk through, play areas for children, and places to sit and relax, so the development has a feeling of space and being close to the environment, with an established community now taking shape. The first phase is nearing completion, with a variety of homes, ranging from apartments and mews cottages to five-bedroom detached homes, overlooking 39 acres of parkland with 30,000 trees.

Despite a difficult market, occupancy figures have been excellent. A groundbreaking flexible-tenure approach has been introduced, enabling customers to choose the home they want and the tenure option that best suits them. This means choosing whether to buy outright, to rent or part buy/part rent, with Places for People providing mortgages and financial products. This builds in flexibility for the future.

In addition, Places for People has worked with Milton Keynes Council to help bring forward the new school earlier than originally programmed, and has also invested in a new children's playground and an award-winning environmental ridge which provides a fantastic environmental amenity, attracting wildlife and offering a place for people to walk along. In the coming years two more schools will be built, along with shops, leisure facilities and a 30 acre park with four football pitches, a cricket pitch and further play areas.

ⁱ Places for People is one of the largest property management, development and regeneration companies in the UK – see <http://www.placesforpeople.co.uk>

6

Unlocking land



6.1 The value of land

It will be for local authorities and communities to identify the locations for new developments in their Local Plan. Land is an essential component of development, and pressure on its supply, particularly in areas of high demand, is substantial and growing.

History shows that delivering a new community (whether a new settlement or an urban extension) is best achieved through comprehensive assembly of the land, and by ensuring that the potential uplift in values can be used appropriately to support the delivery of necessary infrastructure.

From the private enterprise model of the Garden Cities to the national New Towns programme, and through to the variety of models used today, **land value capture** – getting the most out of land value uplift – has been and remains the key to meeting the building and ongoing costs of a new community. Having community amenities established from the outset helps to facilitate

social networks and contributes to quality of life, and capturing the increase in land value accruing from the grant of planning permission to address necessary infrastructure costs has a vital part to play.

With public and private sector finances severely constrained, there is now a greater need to fully consider the scope and burden of infrastructure costs. The original Garden Cities provide good examples of how capturing value through land acquisition can bring both economic success and benefits to the community. Lessons from Milton Keynes (and other New Towns) should also be explored, including the accountability and transparency of land value capture processes.

Where land for a new Garden City or Suburb is identified in a Local Plan, its value could be frozen at existing use plus a 'reasonable profit', as long as the local authority provides a fair degree of certainty (for example through Development Agreements or Partnerships) and sound evidence-based justification.

Case Study 4

Whitehill & Bordon – partnership working and unlocking public sector land

<http://www.whitehillbordon.com>



Without land it would not be possible to successfully regenerate Whitehill & Bordon, in East Hampshire. Without all the landowners working together in partnership there would not be a project. Without a clear common vision, a clear programme and a masterplan it would not be possible to achieve a sustainable vibrant community.

The Delivery Board's role is to oversee delivery and to ensure that the delivery and partnership working is aligned around a shared vision for Whitehill &

Bordon – to put the outstanding natural environment at the heart of the regeneration. The Board, which comprises the principal landowners and key facilitators, including the Homes and Communities Agency, is working to make sure that there is a phased, co-ordinated release of the 340 hectares of land owned by different public sector organisations. The bulk of it, 230 hectares, is owned by the Ministry of Defence and will be released when it vacates the town, by 2015.

But with differing aims, aspirations and pressures facing the three principal landowners (the Ministry of Defence, Hampshire County Council, and East Hampshire District Council) strong partnership working is a tricky but essential task if the town is to get the facilities and infrastructure it needs.

The town has suffered again and again from piecemeal development. The initiative is being taken to turn the tide and seize the opportunity of the land release to create jobs, homes and better prospects for residents.

6.2 Facilitate and lead

Councils can play a vital role in co-ordinating land assembly and planning. This is particularly important when a proposal for a new Garden City or Suburb requires large sites, involving a number of landowners, who in turn may each have different agreements with developers. Partnerships between the private sector and the council can take place with or without the council having a stake in the land. The role of 'equalisation' in private sector agreements with landowners is extremely important in bringing forward land, and here councils can play a co-ordinating role. Where unified land ownership does not lie with the council, alignment of the vision and the timescale for realising added value is of the utmost importance and must be addressed at the earliest possible stage – otherwise land ownership and planning will pull against each other, probably to the detriment of good delivery.

The Housing Strategy for England identifies the potential of using previously developed land owned by

the public sector to deliver new homes, stating that it could 'support as many as 200,000 construction and related jobs during development'.

The release of public sector land provides a unique opportunity for the Government to take a strategic approach to land assembly for sustainable new communities. The Government can play a key role in the assembly and co-ordinated release of public sector land, working in partnership with councils and the private sector. The Government is currently exploring the release of public sector land at less than best value in the Growth and Infrastructure Bill; this is a positive measure which empowers councils to decide how best to facilitate development in their area.

6.3 Partnership approaches

There are a number of partnership options to facilitate land assembly and delivery in general, including a Garden City Joint Venture or Local Development

Case Study 5

North Huyton, Knowsley – unlocking land value

<http://www.knowsley.gov.uk/residents/your-neighbourhood/north-huyton.aspx>



North Huyton, located in Knowsley Borough, has faced a number of challenges and is characterised as an area in which residents suffer from poor health, high levels of crime and anti-social behaviour, low levels of employment, and poor educational achievement.

In January 2006 an ambitious programme to demolish 1,000 houses and develop 1,450 new mixed-tenure homes began, with the aim of revitalising North Huyton into a sustainable and vibrant community. In the innovative partnership between Knowsley Metropolitan Borough Council, Knowsley Housing Trust,ⁱ and North Huyton New Deal

for Communities, each partner maximised and combined their assets to unlock the £22 million land value and transform derelict houses and waste land into creatively designed homes.

The programme has also seen the creation of education, training and employment opportunities as the partners have worked together to ensure that contractors employ a number of Knowsley residents and apprentices. This was critical to the community and is a theme which runs through the whole programme. The partnership's developments have also been complemented by the building of a new construction skills and training centre, a primary care resource centre, a secondary learning centre, and a community centre.

i Further information on Knowsley Housing Trust, which is part of the First Ark Group, is available from <http://www.firskark.com>

Agreement that councils can pursue in partnership with landowners and developers:

- **Garden City Joint Ventures:** A Joint Venture, including a special-purpose delivery team, facilitates efficient delivery and allows the local authority and private sector partners to share the risks and rewards of development. A Joint Venture stands as an entity in itself, separate from the other business interests of its participants. Each member of a Joint Venture has a responsibility for the costs, profits and losses associated with it.
- **Local Development Agreements:** Where a Joint Venture partnership is too complex, a Local Development Agreement provides certainty for the parties involved and allows for some sharing of risk and reward.
- **Development Corporations:** The private companies that developed the original Garden Cities and the Development Corporations that developed the post-war New Towns both had the advantage of being able to buy, hold and sell land, and they were single-minded in the project management of development. A modern example is the Olympic Delivery Authority, established by Act of Parliament to deliver the buildings and development platform for the Games, subsequent to land acquisition undertaken through compulsory purchase powers and led by the London Development Agency. The Olympic site and assets have been transferred to the London Legacy

Development Corporation under the auspices of the London Mayor.

Local authorities and Local Enterprise Partnerships can play a dynamic role in building partnerships and demonstrating how strategic co-operation can benefit housing, jobs and the environment.

Compulsory purchase

Local authorities have the option of using powers such as Compulsory Purchase Orders (CPOs), which in certain circumstances can be appropriate for assembling land in Strategic Development Areas identified in Local Plans.

Once a council has decided that it wants a large-scale new community, and the location has been identified through the Local Plan, CPOs could be used as a last resort where negotiations fail over land without which the development could not proceed. CPOs require a clear vision, a robust masterplan and a delivery plan to maximise land value capture. However, CPOs will only work where the local authority is not just enthusiastic, but also has proper funding and expertise, and the approach must be taken on with enthusiasm – without adequate skills and resources, CPOs will not be successful. In some cases, simply the suggestion that a local authority will use a CPO can be enough to overcome disagreements over land assembly.

7

Funding infrastructure



Guided bus at Northstowe, Cambridge

7.1 Investing in the future

Despite the recession, housing demand has remained strong, driven by the shortage of supply in places where people want to live and the continuing growth in population, projected to continue over the next 20 years. The challenge is to establish new arrangements that can bring together public and private investment, based on a long-term approach and long-term returns. New communities could be a positive part of the solution, but Garden Cities and Suburbs require long-term, patient investment to meet upfront infrastructure costs. This presents both a challenge and an opportunity for councils to forge genuine and lasting partnerships.

Although councils are facing significant financial challenges, there is strong cross-party support for allowing more flexibility to local authorities in the way they can retain income, borrow and invest. Garden

Cities offer the potential for local authorities to develop new approaches in partnership with the private sector to improve their asset base and generate longer-term income streams. For example, local Energy Service Companies (ESCOs) can provide valuable sources of income for councils while also generating local sustainable energy.

Making the most of existing financial mechanisms

Appendix 1 of the TCPA's Expert Group report *Creating Garden Cities and Suburbs Today* sets out the financial opportunities presented by current Government policies. Opportunities include the following:

- **Prudential borrowing:** Local authorities should consider actions such as prudential borrowing against future New Homes Bonus receipts to fund new Garden Cities and Suburbs.



- **Tax Increment Financing (TIF):** TIF allows local authorities to raise money for infrastructure by borrowing against the increased business rate revenues that would be generated by development. This can help towards a package of finance for a new Garden City or Suburb.
- **Community Infrastructure Levy:** In a new Garden City or Suburb, an agreement should be made that enables Community Infrastructure Levy (CIL) contributions resulting from the development to be used by community groups within the Garden City or Suburb on the facilities they want, either by contributing to larger projects funded by the local authority, or by funding smaller local projects such as park improvements, playgrounds and cycle paths.
- **Planning obligations/Section 106 agreements:** The local authority should produce Infrastructure Investment Plans (see Box 7) and use them to inform Section 106 agreements for the new Garden City or Suburb.

7.2 Sharing risk and reward

There is a huge opportunity for councils to become co-promoters and co-developers of new communities. However, for this to happen there needs to be a positive approach to sharing risk and reward between landowners, developers and local authorities, with changed attitudes towards direct investment and/or borrowing to support delivery (see Box 7).

In return for greater direct financial commitment and planning certainty from councils, landowners could be expected to take a longer-term, patient and reasonable approach to assessing the value of their land assets. This combined approach to sharing risk and reward could considerably ease cash flow and finance concerns, and could make it easier for projects to come forward.

Box 7

De-risking developments

Councils should consider the following options to de-risk developments:

- Produce **Infrastructure Investment Plans** to identify the costs of delivering all infrastructure associated with a large-scale new Garden City or Suburb, such as transport, water, waste, energy and green space (including the costs of long-term management). With an Infrastructure Investment Plan, local authorities would be in a stronger position to pool funding and would be better prepared – with a series of ‘shovel-ready’ proposals – to tap into Government funding streams such as the Growing Places Fund.
- Create new **Garden City Development Agreements**. New Garden City Development Agreements or Partnerships could be established to focus on de-risking. These could involve the local authority playing a central role in de-risking investment through a long-term commitment, using its planning powers to bring forward the site, potentially through existing mechanisms such as a Planning Performance Agreement or a Local Development Order, while the landowner/developer would take a long-term approach to returns and value realisation.
- Consider actions such as **prudential borrowing** against the Community Infrastructure Levy or future New Homes Bonus receipts.

8

Making it happen

8.1 Effective delivery

If a local authority decides to pursue the large-scale new Garden City or Suburb option, it will need a dedicated planning and delivery team with the right skills and expertise. Planning and delivering a large-scale new community is a serious and distinctive task requiring a highly focused and motivated team. It cannot be undertaken in the margins of another task or occupation.

Both the original Garden Cities, with their private development companies, and the post-war New Towns, with their Development Corporations, had dedicated and specialist delivery vehicles. Owing to their complexity they required a long-term, dedicated means of delivery, with a multi-disciplinary delivery team. Councils need to consider whether they have the

dedicated skills internally or whether a Development Corporation model may be the best option (see Box 8).

As with the Garden Cities and the New Towns, the team for any large-scale new community developed today will have to share the common goal of bringing forward the new community in the most sustainable way. There also needs to be a clear transition plan to local authority control and a strategy for long-term asset management, either by the local authority or by a Trust.

8.2 Stewardship of local assets

Both councils and communities have the opportunity to play a full role in the design and governance of a new Garden City or Suburb. Various models can be used.

Box 8

The case for Garden City Development Corporations

New Town Development Corporations (NTDCs) were purpose-designed to deliver large-scale joined-up development, and did so very effectively for over 40 years. The Act under which they were created still exists, but has not been used in recent times. Two principal reasons for this are:

- Development Corporations are seen as agents of central government, imposed on local areas and denuding local authorities of their normal rights and planning powers.
- Development Corporations were funded by central government loans (which, in fact, were repaid with interest 40 years early, leaving HM Treasury with a healthy surplus of over £1 billion of remaining assets, which have been used to part-fund the programmes of the Homes and Communities Agency and its predecessor bodies ever since).

The first of these points could be overcome if the Government were to find a way of allowing local authorities to create and effectively own the Development Corporation, appointing their board and providing their operating brief. The second problem, of funding, could be overcome if the Strategic Land and Infrastructure Contract approach were to be adopted,ⁱ although some interim finance from central government would still make good sense and, on previous evidence, would provide a good investment for the taxpayer.

The locally based Development Corporation could become the contractual partner for landowners and for infrastructure providers, providing transparency, clarity and greater confidence all round.

ⁱ Further information on the Strategic Land and Infrastructure Contract approach is available at <http://www.tcpa.org.uk/pages/land-value-capture-and-infrastructure-delivery-through-slics.html>

Case Study 6

Hampton, Peterborough – transition from public to private sector delivery

<http://www.ohhampton.co.uk/> and <http://yourhampton.net/> and <http://www.davidlock.com/Site/hampton.html>

Hampton, a new community on the southern edge of Peterborough, is the last of the four 'townships' for the city. Originally designated by Peterborough Development Corporation under the New Towns programme, the new community has been delivered by a private sector developer, O&H Properties.

Following the site's designation by the Development Corporation, outline planning permission on the 1,000 hectare brownfield site was granted in 1993 for 5,200 new homes and 13,000 new jobs, plus schools, parks, lakes and a new town centre.

Twenty years later, the former brickfields site is unrecognisable, with early and significant investment in landscaping, new lakes and ecological enhancement providing an exceptional environmental setting for the 4,000 homes now completed. New planning permissions have increased the capacity of Hampton to 8,000 homes, with a further 5,350 homes now allocated on adjacent land within the district.

When completed, the private sector will have delivered two new linked communities totalling 32,000 people, based upon many of the key Garden City design principles set out in this guide, and without public sector subsidy.

The factors in its success are:

- a supportive local authority with a pro-growth agenda, facilitating but not dictating a private sector-led vision for design and delivery;
- local residents who, because of the New Towns legacy and their experience of the economic benefits of growth, do not object to new development on their doorstep (but do demand high quality in what is built);
- a private sector landowner adopting a 'town developer' role, taking a long-term view of investment and profit, recognising that conventional models of cashflow and returns on investment do not apply over a 20-year project, and reinvesting land sales receipts back into the development;
- effective partnership working between local authority officers and the developer's delivery teams; and
- retention and management of the public realm by the developer during the life of the project, with time to develop an appropriate model for governance in liaison with the emergent local community.



Box 9

Management of community assets

Five questions need to be addressed if a community is to take on the stewardship of a local asset in a new Garden City or Suburb:

- Will the landowner/‘master developer’ provide an endowment in the form of money or income-producing assets?
- Will a service charge be levied on all residents and businesses, with proceeds ring-fenced for local facilities and services?
- Could revenue from a MUSCO (Multi-Utility Services Company) or ESCO (Energy Services Company) be pledged to support maintenance?
- Will a local Trust own and manage local facilities?
- If so, who will form it, and when?

Box 10

Community stewardship models

There are a number of different community stewardship models that can be adopted, including the following:

- **Community Land Trusts (CLTs)** are non-profit, community-based organisations run by volunteers to 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. For further information, see <http://www.communitylandtrusts.org.uk>
- **Industrial and Provident Societies** are organisations formed to operate in 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 (see Case Study 1 in this guide). For further information, see http://www.fsa.gov.uk/doing/small_firms/msr/societies
- **Co-operative Societies** are run for the mutual benefit of their members, with any surplus usually being ploughed back into the organisation to provide better services and facilities. For further information, see <http://www.uk.coop/>

Communities need reassurance about the long-term management of local assets and may want to be directly involved. However, such arrangements need to be planned for and financed at the start of the development, making sure that communities are reassured that they will not lead to a fragmentation of service delivery (see Boxes 9 and 10). It is important not to undervalue the importance of well managed beautiful green spaces, as they can provide an opportunity for residents to meet and can help to create a sense of pride in place, ownership and shared identity. This in turn builds a sense of protectiveness and community togetherness. The most appropriate model will, in many cases, depend upon the nature of the lead developers. Some may welcome the option to pass responsibility over to a pre-defined vehicle; others may be keen to take a longer-term, more active role. The Garden City model can accommodate both approaches.

Managing green spaces

It is important to consider from the outset what is expected from new urban green spaces. They can deliver a whole range of wider social, environmental

and economic benefits to local communities – but only over many years and if they are managed effectively. Consequently it is vital to put in place long-term arrangements to secure their future. Failing to put the necessary arrangements in place would risk not only missing out on the potential benefits to society, but also incurring the high costs to society of neglected space.

Basic questions need to be asked. Who will use the green space? Who owns it? Who should manage it? How will it be funded? Long-term costs must be identified from the outset – here, it will be vital to understand the detailed implications for management prior to entering into planning gain negotiations.

The degree to which individual communities will expect direct control and responsibility may vary widely; there may be a greater willingness to maintain ‘awareness’ and to ‘have influence’ rather than take on direct responsibility – emotional ownership rather than legal ownership.

Safeguards are required – keeping the local community engaged while protecting it from wider risk and liability.

Case Study 7

The Land Trust – long-term stewardship of open spaces

<http://www.thelandtrust.org.uk/>



The Land Trust charity is committed to providing long-term sustainable management of public open spaces and associated assets with and on behalf of local communities. The Trust uses a pragmatic model which enables it to take a wide variety of land into its ownership, from small pieces of green infrastructure to large country parks.

Provided with an endowment or other sustainable income stream such as a service charge or income from renewable energy, the Trust takes on the liability for the land and provides an ongoing support mechanism to the community (offering expertise, carrying the risks and providing a strategic overview), which allows the community both the resources and the time to manage the land in a way that best suits their needs. This method gives the

community the emotional ownership of a space without the burden of the liabilities of legal ownership, and provides a safety net which guarantees that the land will be maintained and will not fall into disrepair should problems arise.

The Trust works closely with individuals and community groups to provide them with the skills and training they need to play an active role in managing their space. Recognising that different individuals will want different levels of involvement in their spaces, the Trust has developed six levels of community engagement: inform, consult, involve, collaborate, partner, and lead. This flexible model can be used for a variety of green spaces and communities across the country. For example at Elba Park, in Sunderland, an attractive 52 hectare country park was created within a new housing development, providing a major selling point for the 359 new homes. Both the new and existing communities are involved in running the site, with a friends group taking an active role in the development of the park, while the Trust ensures that maintenance is carried out, risks are managed, and funding is secure. A different approach is taken in Warrington, where the Trust owns and manages 450 separate pieces of green infrastructure created with the New Town. The disparate nature of these spaces is such that although the community has an interest in the land being managed there is no desire to take a 'leading' role.

Case Study 8

East London Community Land Trust – community-owned housing

<http://www.eastlondonclt.co.uk/>

The currently derelict site of St Clement's Hospital in Bow, East London, is to come under the auspices of what is the UK's first urban Community Land Trust, overseeing new housing development on the site. The freehold of the entire St Clement's Hospital site will be retained by a new Community Foundation (set up by East London Community Land Trust once the new housing has been built). The Community Foundation will then use the ground rents it raises every year to reinvest money in the local people and the local area and for the betterment of this part of East London. Local residents will work with national housebuilder Galliford Try ('Linden Homes') to help restore the historic landmark hospital buildings, and use them to pioneer the capital's first ever 'permanently affordable' homes. Further information is available from

<http://www.eastlondonclt.co.uk/#/st-clements/4571131435>

9

Next steps and useful resources

This guide is published as a useful resource for elected members and officers, to enable them to take advantage of the opportunities to create, and deliver the benefits of, Garden Cities and Suburbs today. It provides answers to many questions about Garden Cities and will help councillors and officers both to think about the right questions to ask and to identify the resources and policy hooks that are available when planning for the future. It strongly sets out the case for the creation of world-class new communities, but delivery is a matter for local authorities, communities and their delivery partners.

9.1 Useful resources from the TCPA

The TCPA has produced a number of documents as part of its Garden Cities and Suburbs campaign. They provide further detail and case studies on key issues, including planning, investment, land assembly, and delivery:

Creating Garden Cities and Suburbs Today: Policies, Practices, Partnerships and Model Approaches – A Report of the Garden Cities and Suburbs Expert Group

<http://www.tcpa.org.uk/pages/creating-garden-cities-and-suburbs-today.html>

Nothing Gained by Overcrowding! A Centenary Celebration and Re-exploration of Raymond Unwin's Pamphlet – 'How the Garden City Type of Development May Benefit Both Owner and Occupier'

<http://www.tcpa.org.uk/pages/nothing-gained-by-overcrowding.html>

Re-imagining Garden Cities for the 21st Century: Benefits and Lessons in Bringing Forward Comprehensively Planned New Communities

<http://www.tcpa.org.uk/pages/garden-cities-re-imagining-garden-cities-for-the-21st-century-166.html>

Land Value Capture and Infrastructure Delivery through SLICs

Written by John Walker (Town & Country Planning Tomorrow Series Paper 13)

<http://www.tcpa.org.uk/pages/land-value-capture-and-infrastructure-delivery-through-slics.html>

Health and Garden Cities

Written by Norman Macfadyen (Town & Country Planning Tomorrow Series Paper 14)

<http://www.tcpa.org.uk/pages/health-and-garden-cities.html>

In addition to these Garden Cities resources, the TCPA has also published the following guides and handbooks that will be useful when exploring the development of a new Garden City or Suburb:

Planning for Climate Change – Guidance for Local Authorities

Produced by the Planning and Climate Change Coalition

http://www.tcpa.org.uk/data/files/PCC_Guide_April_2012.pdf

Planning for a Healthy Environment – Good Practice Guidance for Green Infrastructure and Biodiversity

Published jointly with The Wildlife Trusts

http://www.tcpa.org.uk/data/files/TCPA_TWT_GI-Biodiversity-Guide.pdf

Reuniting Health with Planning – Healthier Homes, Healthier Communities

Written by Andrew Ross, with Michael Chang

http://www.tcpa.org.uk/data/files/TCPA_FINAL_Reuniting-health-planning.pdf

Best Practice in Urban Extensions and New Settlements

<http://www.tcpa.org.uk/data/files/nsue.pdf>

Community Energy: Urban Planning for a Low Carbon Future

<http://www.tcpa.org.uk/data/files/ceg.pdf>

9.2 Signposts to further information

A wealth of information on different aspects of planning new communities, from masterplanning through to community development and climate change resilience, is available from a wide range of institutions and organisations. Some of the key websites offering such information include the following:

Advisory Team for Large Applications (ATLAS)	http://www.atlasplanning.com/page/index.cfm
Bournville Village Trust	https://www.bvt.org.uk/
BREEAM Communities	http://www.breeam.org/page.jsp?id=372
Co-operative Enterprise Hub	http://www.co-operative.coop/enterprisehub/
Co-operatives UK	http://www.uk.coop/
Culture and Sport Planning Toolkit	http://www.cultureandsportplanningtoolkit.org.uk/
Department for Communities and Local Government	https://www.gov.uk/government/organisations/department-for-communities-and-local-government
Design Council CABE	http://www.designcouncil.org.uk/our-work/cabe/
Eco-Development Group (EDG)	http://www.eco-development-group.org
Energy Saving Trust	http://www.energysavingtrust.org.uk/
Environment Agency ('SUDS Guidance' webpage)	http://www.environment-agency.gov.uk/business/sectors/39909.aspx
Federation of City Farms and Community Gardens	http://www.farmgarden.org.uk/
Green and Blue Space Adaptation for Urban Areas and Eco Towns (GRaBS)	http://www.grabs-eu.org/
Groundwork	http://www.groundwork.org.uk/
Homes and Communities Agency	http://www.homesandcommunities.co.uk/
International Federation for Housing and Planning	http://www.ifhp.org/
Landscape Institute	http://www.landscapeinstitute.org/
The Land Trust	http://www.thelandtrust.org.uk/
Leadership for Energy Action and Planning (LEAP)	http://leap-eu.org/
Letchworth Garden City Heritage Foundation	http://www.leitchworth.com/heritage-foundation
Local Government Association	http://www.local.gov.uk/
National Community Land Trust Network	http://www.communitylandtrusts.org.uk/home
National Self Build Association	http://www.nasba.org.uk/
Planning Advisory Service	http://www.pas.gov.uk/
Sport England ('Active Design' webpage)	http://www.sportengland.org/facilities__planning/planning_tools_and_guidance/active_design.aspx
Sustrans	http://www.sustrans.org.uk/
Welwyn Garden Heritage Trust	http://www.welwyngarden-heritage.org/
Welwyn Garden City Society	http://www.wgcsoc.org.uk/
'What Homes Where?' Toolkit	http://www.howmanyhomes.org/

about the tcpa

Founded in 1899, the Town and Country Planning Association (TCPA) is the UK's oldest independent charity focused on planning and sustainable development. Through its work over the last century, the Association has improved the art and science of planning both in the UK and abroad. The TCPA puts social justice and the environment at the heart of policy debate, and seeks to inspire government, industry and campaigners to take a fresh perspective on major issues, including planning policy, housing, regeneration and climate change.

The TCPA's objectives are:

- To secure a decent, well designed home for everyone, in a human-scale environment combining the best features of town and country.
- To empower people and communities to influence decisions that affect them.
- To improve the planning system in accordance with the principles of sustainable development.



Town and Country Planning Association
17 Carlton House Terrace
London SW1Y 5AS
020 7930 8903
www.tcpa.org.uk



tcpa

**Town and Country Planning Association
17 Carlton House Terrace
London SW1Y 5AS**

**020 7930 8903
www.tcpa.org.uk**