

# ***Supplementary Committee Agenda***



**Epping Forest  
District Council**

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## ***Cabinet Monday 10th July 2023***

**Place:** Council Chamber, Civic Offices, High Street, Epping

**Time:** 7.00 pm

**Democratic Services:** V Messenger (Democratic Services)  
Tel: (01992) 564243

### **10. APPROVAL OF DRAFT HGGT STEWARDSHIP CHARTER FOR CONSULTATION (Pages 3 - 34)**

(Place – Councillor N Bedford) To approve the draft charter for formal public consultation (C-009-2023-24).

Please see Appendix A: HGGT Board Report and draft Stewardship Charter attached.

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## Agenda Item 10

### HARLOW AND GILSTON GARDEN TOWN

**Report to:** HARLOW AND GILSTON GARDEN TOWN BOARD

**Title:** Draft HGGT Stewardship Charter

**Date:** 13 June 2023

**Report Author:** Christopher Downes (ECC, Garden Communities Manager) and Kevin Steptoe (EHDC Garden Town Lead and HGGT GI and Stewardship Lead) on behalf of the HGGT Strategic Stewardship Forum

**Enclosures:** Appendix A – Draft HGGT Stewardship Charter  
Appendix B – Notes from HGGT Developers’ Forum  
Appendix C – Quality Review Panel feedback

#### I. EXECUTIVE SUMMARY:

- 1.1. Effective stewardship of the four new Garden Town communities is critical to the success and delivery of the HGGT Vision. Planning for these stewardship arrangements will ensure that HGGT has a sustainable and thriving legacy long after the development phase has completed.
- 1.2. The June 2022 HGGT Board recommended the preparation of stewardship guidance to positively influence stewardship proposals across the Garden Town via the development of a draft HGGT Stewardship Charter.
- 1.3. This document brings together previous discussions and decisions on stewardship matters at the Garden Town level as well as absorbing experiences from the Gilston garden village planning applications. The draft Charter represents an ambitious set of principles to achieve high quality stewardship outcomes. However, the fulfilment of the principles will only be achieved through joint working between developers, community stakeholders and the five Partner Authorities.



- 1.4. The draft Charter has already benefited from engagement with the HGGT Developers' Forum as well as through the Quality Review Panel. The Charter is now recommended for wider public consultation following approval by the Board and the appropriate approval procedure in each of the Garden Town partners. A formal consultation period will be initiated over summer 2023 and will include targeted engagement with specific community groups. After this process has concluded, a final draft will be brought back to the Board late in 2023 for final endorsement.

## 2. RECOMMENDATIONS:

- 2.1. **The Board to approve the draft HGGT Stewardship Charter as set out in Appendix A for formal consultation.**
- 2.2. **That the draft HGGT Stewardship Charter be recommended to each of the five Garden Town partner Councils to formally agree, through their appropriate decision making processes, to publicly consult on the draft Charter;**
- 2.3. **The Board to note the pre consultation engagement already carried out on the draft Charter and the formal engagement and consultation programme planned for summer 2023.**

## 3. Introduction

- 3.1. Stewardship is integral to the HGGT Vision, and the sustainability of the overall Garden Town will be largely informed by the success of its stewardship arrangements. Given the multiple aspects of stewardship, the preparation of a Charter offers an opportunity to gather the aspirations and objectives of the partner Councils and communities within one document and thereby provide guidance to the developers of the Garden Town communities.
- 3.2. Previous reports to the June 2022 and September 2022 HGGT Board meetings have provided updates on the rationale as well as the progress of preparing stewardship guidance for the Garden Town. Additionally, Board Members were involved in a stewardship workshop in July 2022 which has been instrumental in defining the direction of this workstream.
- 3.3. Officers are now at the point where they can present a draft Stewardship Charter to the Board for their approval and, recommend to the Garden Town partners individually to approve for public consultation. The following sections of this report provide more detail on



the draft Charter itself, the feedback received so far from specific stakeholders, and the consultation and engagement process proposed for later this year.

#### 4. The HGGT Stewardship Charter

- 4.1 As described, the Charter is an opportunity to bring together the Councils' aspirations for stewardship into one document. Stewardship touches on many different areas including governance, finance, community development, and estate management, to name just a few. Preparing a single, concise, and accessible document will ensure that all these topic areas are brought together and provide clear guidance for developers and other decision makers.
- 4.2 The Charter will link with the outputs from the Quality of Life Mapping and Monitoring Project and in particular, the Quality of Life Monitoring Strategy, an HGGT deliverable committed to in the Quality of Life Action Plan approved at the February 2023 Board meeting.
- 4.3 The Quality of Life Monitoring Strategy will sit within a wider Quality Monitoring Framework, and will be utilised to measure and monitor quality of life indicators and change in sentiment over time, helping the Garden Town to identify issues and opportunities at both a strategic and local level; and to understand performance in relationship to developer and authority commitments to healthy growth and stewardship.
- 4.4 The Charter will also ensure that stewardship is properly integrated with other HGGT policy documents, including the Garden Town Vision, the Communications & Engagement Strategy, the Transport Strategy and the Sustainability Guidance & Checklist.
- 4.5 Whilst the Councils' and the Board are in agreement that guidance is needed for stewardship arrangements across the Garden Town, there is also an acceptance that stewardship is complex, and the expertise needed to establish effective stewardship arrangements is not necessarily completely within the Councils' gift. Therefore, the Charter aims to strike a balance between providing guidance on stewardship areas by describing the desired outcomes, without being overly prescriptive of how those outcomes are achieved.
- 4.6 As a result, the Charter has been drafted as a relatively short document (relative to the scope of topic areas that will be covered by stewardship arrangements) rather than a detailed guidance document, which officers believe would be inappropriate at this stage of the process. As stewardship discussions progress between the Councils, further guidance may be prepared and endorsed by the Board where it is considered necessary.
- 4.7 Given the complicated areas that the Charter is aiming to address, there is a risk that the document becomes unwieldy and uses language that many stakeholders will not be familiar



with. Therefore, wherever possible the Charter has been written using simplified language and a glossary will be provided to explain terms that stakeholders are less likely to be familiar with.

## 5. The Charter Principles

5.1 The Charter includes six principles which collectively describe the stewardship outcomes desired by the Councils. The principles are cross-cutting, that is they overlap to some extent, and complement each other. A brief description of each principle is set out below including its justification for inclusion in the Charter.

Principle	Description	Justification
1. Collaborative stewardship	Sets out how stewardship arrangements will be designed in partnership with existing and future communities to embed community participation and sense of ownership.	Collaboration with affected stakeholders, including neighbouring communities, will be critical to the success of stewardship and avoiding a perception that it has been imposed on communities.
2. Community assets	Describes how community assets will be identified, designed, agreed, and their long-term management planned for as well as how and when they will be transferred to stewardship bodies.	Asset management is central to effective stewardship and creating a pride of place amongst residents. Setting out how management should be established and how it should operate following their transfer is therefore an essential part of the Charter.
3. Community development	Sets out the role of stewardship bodies in supporting the creation of cohesive and integrated new communities.	Community development will be one of the areas that separates HGGT stewardship from 'standard estate management' arrangements. It will provide resources and activities to give new and existing residents the opportunities to create and access new social and support networks.
4. Governance	Describes how stewardship arrangements will be locally accountable and democratic.	To ensure communities feel a sense of ownership over the way their neighbourhoods are cared for, it will

		be vital that they feel that they can influence decisions.
5. Financial sustainability	Requires stewardship arrangements to be established on sound financial foundations whilst also allowing for freedom to be entrepreneurial.	Funding and financing stewardship activities in a sustainable way will be essential to them surviving and hopefully thriving over the long-term.
6. Monitoring	Monitoring of ambitious environmental, social and socio-economic practice of the stewardship bodies and their governance to ensure that maximum value is created.	Stewardship functions will be used to enhance and realise other policy goals such as those relating to ecology, equality, quality of life, and sustainable transport use. Such monitoring will be used to ensure that stewardship arrangements are objectively benefiting people and place.

5.2 The full draft Charter document can be viewed at Appendix A to this report.

## 6. Feedback from the HGGT Developer's Forum

6.1 As part of an initial engagement exercise, officers presented an outline of the proposed Charter to the HGGT Developers' Forum on 7 February 2023. The Developers' Forum is an opportunity for the Councils and the developers of the Garden Town sites to discuss current issues on a regular basis.

6.2 At the 7 February meeting, the feedback on the proposed Charter included the following points:

- The importance of a diverse membership of stewardship governance bodies.
- A request for clarity on what areas will be covered by new stewardship arrangements and whether it will include existing neighbourhoods.
- The interaction of future stewardship arrangements with existing arrangements.
- The opportunities for community development through stewardship.
- The benefits that good stewardship could have on the sales of new homes.
- The importance of financial resilience to stewardship and the need for diverse income streams.
- The desire for clear guidance on stewardship expectations, and how to deliver these, from HGGT



6.3 The full notes from the forum meeting can be viewed at Appendix B to this report. The intention is to provide continued updates to the Developers' Forum and provide further opportunities for feedback as part of the consultation process.

## 7. Feedback from the HGGT Quality Review Panel

7.1 On 28 April 2023, officers presented the draft Charter to the HGGT Quality Review Panel. The Panel was supportive of the work and was pleased to see the document coming forward. It considered that 'Charter' is the right terminology for the document, setting the right expectations, the principles included seem appropriate and that the draft Charter strikes the right balance between detail and brevity. Making the document longer could be off putting for users.

7.2 Whilst not the main focus of the Panel, there was some discussion in relation to a potential Strategic Stewardship Body (separate work reported to and endorsed by the Board at its meeting of 20 Sept 2022). The Panel felt that establishing an umbrella organisation of some type seems crucial, enabling a strategic view to be taken across the Garden Town. Members will recall that the Board agreed that the potential for such a Body should be explored further and officers are continuing this work. A separate report will come back to the Board on this matter once draft outputs are emerging and it is likely that Board members earlier involvement will be sought through a workshop or briefing event.

7.3 With regard to further work, the Panel felt that the expectations and responsibilities of differing parties needs to be clarified further, with a clearer breakdown of stakeholders and user groups. Setting defined expectations of what needs to be demonstrated through the design, planning and delivery stages was considered important by the Panel.

7.4 In some instances, the Panel felt that stronger wording should be used to establish principles. It suggested strengthening the wording around inclusion and that a clear position or strategy should be in place should stewardship initiatives fail.

7.5 Not directly related to the content of the document, the Panel suggested scenario testing the Charter to test its robustness in relation to the Garden Town sites coming forward and to consider how its requirements will be enforced. The Panel also reflected on the financial and viability issues underpinning stewardship operations commenting on the ongoing involvement of landowners and developers in stewardship arrangements, the type and number of assets, financial viability during development and before final development extent is achieved and the need to ensure any service charges are understood and acceptable to new residents.

7.6 Officers have undertaken an initial review of the comments of the Panel. The assessment of the draft Charter was welcome and has provided valuable feedback for consideration. In





relation to the more directed comments regarding the wording of the document, officers propose that these be considered alongside any further such feedback that is received during the course of the consultation period. It is not proposed that further changes be made to the draft document at this stage therefore.

- 7.7 With regard to the Panel comments that were not directly related to the wording of the document, in relation to scenario testing, officers will be undertaking work of this nature in parallel to the consultation exercise proceeding. Comments on financial viability matters and in relation to strategic stewardship arrangements are considered helpful and will be drawn on through further work taking place on those particular workstreams.
- 7.8 At this stage then, officers are of the view that the draft document can proceed to consultation in its current form and that the Panel's comments will be added to the overall consultation responses and responded to in the post-consultation draft of the Stewardship Charter. The full Quality Review Panel report can be read at Appendix C of this document.

## **8. Proposed consultation arrangements**

- 8.1 Following approval from the Board, the draft Charter will be subject to a formal consultation period of six weeks over the Summer. The purpose of wider consultation will be to invite comments from all stakeholders with an interest in how stewardship will be implemented at the HGGT sites in the coming years.
- 8.2 This process will also demonstrate that adequate consultation has taken place to justify the Charter being adopted by the partner Councils and applied as a material planning consideration in the determination of planning applications related to the Garden Town. Officers will ensure that the endorsed HGGT engagement guidance is followed throughout this process. Officers will also align the consultation process to reflect the recommendations of the Quality of Life survey work with regard to engagement.
- 8.3 The primary medium for comments on the draft Charter will be online. Prior to the commencement of the formal six-week period all parties on the HGGT stakeholder list will be notified of when and how to engage in the consultation process.
- 8.4 In addition to the online portal, a series of dedicated hybrid (digital/ in person) engagement sessions with specific groups will be carried out to ensure that those affected by future stewardship arrangements are given opportunity to air their hopes and/ or concerns on the Stewardship Charter and next steps. This will include engaging with established neighbourhood groups and/or Parish Councils that cover areas directly affected by the new Garden Town communities.



8.5 As indicated above, officers will be seeking to ensure that the approach to consultation is aligned with the recommendations from the Your Quality of Life project, with regard to bettering engagement and communications practice and learnings, including with the wider community, young people and under-represented groups.

8.6 Before the formal consultation period commences opportunities for a soft consultation launch will be explored, potentially with initial briefing sessions for community groups and Parish Councils.

## 9. Next steps for the HGGT Stewardship Charter

9.1 As described in the previous section, the draft Charter will be subject to a formal consultation process, if the Board is minded to approve the document. This will take place over summer 2023, most likely from July to September.

9.2 Following the consultation process officers will review and consider the responses received across all mediums and update the document to produce a final draft of the Charter. This process will ensure that internal stakeholders amongst the Councils have an opportunity to review any changes to the draft document.

9.3 After consultations responses have been reviewed and updates finalised, a revised version of the Charter will be brought back to the Board for final endorsement, currently planned for late 2023. This will provide Members a further opportunity to comment on the document prior to final decision. The Charter document will be formatted to ensure that it can be fully accessible to all across the community and that it meets all corporate design requirements.

9.4 As mentioned above, the intention is for the Charter to be a material planning consideration in the determination of all planning applications related to the Garden Town. Therefore, it will be necessary for each local planning authority partner (Harlow District Council, East Herts District Council, and Epping Forest District Council) to individually endorse and adopt the Charter.

9.5 If the proposed Joint Committee has been formally established in advance of the joint endorsement of the Charter, then adoption and or endorsement mandates would be reviewed and applied as appropriate within the Joint Committee context.



## HGGT Vision Assurance

### 1. What principles of the HGGT Vision does this seek to achieve?

Long term stewardship ties all the themes of the Vision document together. Therefore, putting in place effective stewardship arrangements via a Stewardship Charter is important to the overall delivery of the Garden Town.

### 2. What steps have been taken to ensure the HGGT Vision is embedded into the project?

As a document prepared by HGGT partners, the Stewardship Charter will be fully aligned with the Vision. Ensuring that the Vision continues to inform and drive development proposals across the Garden Town will be assisted by the preparation of stewardship guidance. The Charter, once finalised and endorsed, will therefore be an important vehicle for realising the Vision and embedding it into all stewardship and governance related aspects of the new communities.



# HGGT

HARLOW & GILSTON  
GARDEN TOWN

## Appendix A – Draft HGGT Stewardship Charter



# STEWARDSHIP CHARTER

**Summer 2023**  
DRAFT

*Interactive PDF: best viewed on a computer screen*



## The Garden Town Definition of Stewardship

The Harlow and Gilston Garden Town defines stewardship as, “The inclusive, proactive and responsive planning, placemaking and care of public assets alongside ambitious community development practices to ensure that the environmental, social, and economic benefits of the Garden Town can be enjoyed by present and future generations, equally.”

Revision	Date
01	June 2023



[www.hggt.co.uk](http://www.hggt.co.uk)

Definition adapted from *Place-keeping, Open Space Management in Practice*, by Nicola Dempsey, Harry Smith, Mel Burton (2014).

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# FOREWORD

A significant part of creating a thriving Garden Town and a great quality of life for residents is ensuring that long-term community led management is in place for the new buildings and neighbourhoods.

Creating this long-term approach should begin at the planning stages of a new development, placing stewardship at the heart of place making from the start not trying to introduce it at some later date.

This draft Stewardship Charter identifies six principles that are essential to enable effective and enduring stewardship. The six principles are currently in draft form and this consultation is an opportunity for you to comment on how they could be further enhanced.

The principles have been formed following initial contributions made by stakeholders from across all of the Garden Town proposed new neighbourhoods.. Those stakeholders have included elected Councillors, contributions from the five Councils, local communities, landowners and developers. .

As well as looking after the management of the new garden neighbourhoods, the stewardship arrangements are proposed to support both new and current residents.

This will be achieved by putting in place a lasting and meaningful neighbourhood-based stewardship relationship between leaseholders, tenants and freeholders and between residents and developers.

The six principles are currently in draft form and the Garden Town partners are keen to hear your feedback on how they should be further shaped.

Once the consultation phase has completed and the responses processed and responded to, the five Councils that make up the Garden Town initiative will sign up to the Charter and adopt the principles.

As development proposals come forward, existing communities and each new garden neighbourhood community can then work to form the leadership group for that neighbourhood and commence the application of the stewardship principles in practice.

Our expectation is that key stakeholders will sign up to the principles that are adopted and agreed.

**Guy Nicholson**  
Independent Chair, HGGT



# INTRODUCTION & CONTEXT

## WHO & WHAT IS THIS CHARTER FOR?

- This Charter is for use by landowners, developers, site promoters and planning applicants as guidance to support them in implementing stewardship arrangements to the required standard.
- It is primarily intended to apply to the four new communities which will come forward as part of the Harlow and Gilston Garden Town (HGGT or the Garden Town) but it may be appropriate to be applied to existing assets too.
- It is also for use by new and existing communities, so they can understand how they can expect to be involved.
- The Charter will be taken into account when assessing the acceptability of development proposals coming forward as part of the Garden Town; as such it is intended to be a material planning consideration in the determination of planning applications.
- The Garden Town Partners (see below) expect landowners and developers to sign-up to the Charter to demonstrate their support for aspirational stewardship arrangements across HGGT.

## BACKGROUND

- The Harlow and Gilston Garden Town is being supported and delivered by the five Garden Town Partners (East Herts District Council, Epping Forest District Council, Essex County Council, Harlow District Council and Hertfordshire County Council). This Charter sets out their joint requirements for stewardship. The Garden Town Partners are looking for innovation and ambitious approaches to ensure that good quality outcomes are achieved.
- The Charter complements the [Harlow and Gilston Garden Town Vision](#). The Key Principles for Healthy Growth and how they are tied together by long term stewardship arrangements are set out in the Vision. This inter-relationship is shown in the Vision Wheel, included overleaf is an extract from the Vision.





Fig 1. Relationship between the Key Principles for Healthy Growth, as set out in the HGGT Vision, November 2018.

### DEVELOPMENT WITHIN HARLOW

- As well as the four new communities, the Harlow and Gilston Garden Town comprises the whole of the existing town of Harlow, developed as a New Town in the latter half of the twentieth century. Arrangements are already in place for the management and maintenance of public spaces and facilities within Harlow.
- Whilst not primarily intended as guidance in relation to the development of sites within the existing town, the Principles set out here can be considered in relation to those sites and development proposals if appropriate to do so. Consideration can also be given to the relationship between new stewardship arrangements and the arrangements in place for existing assets, where there are mutual benefits to be achieved.

### THE NEW GARDEN COMMUNITIES

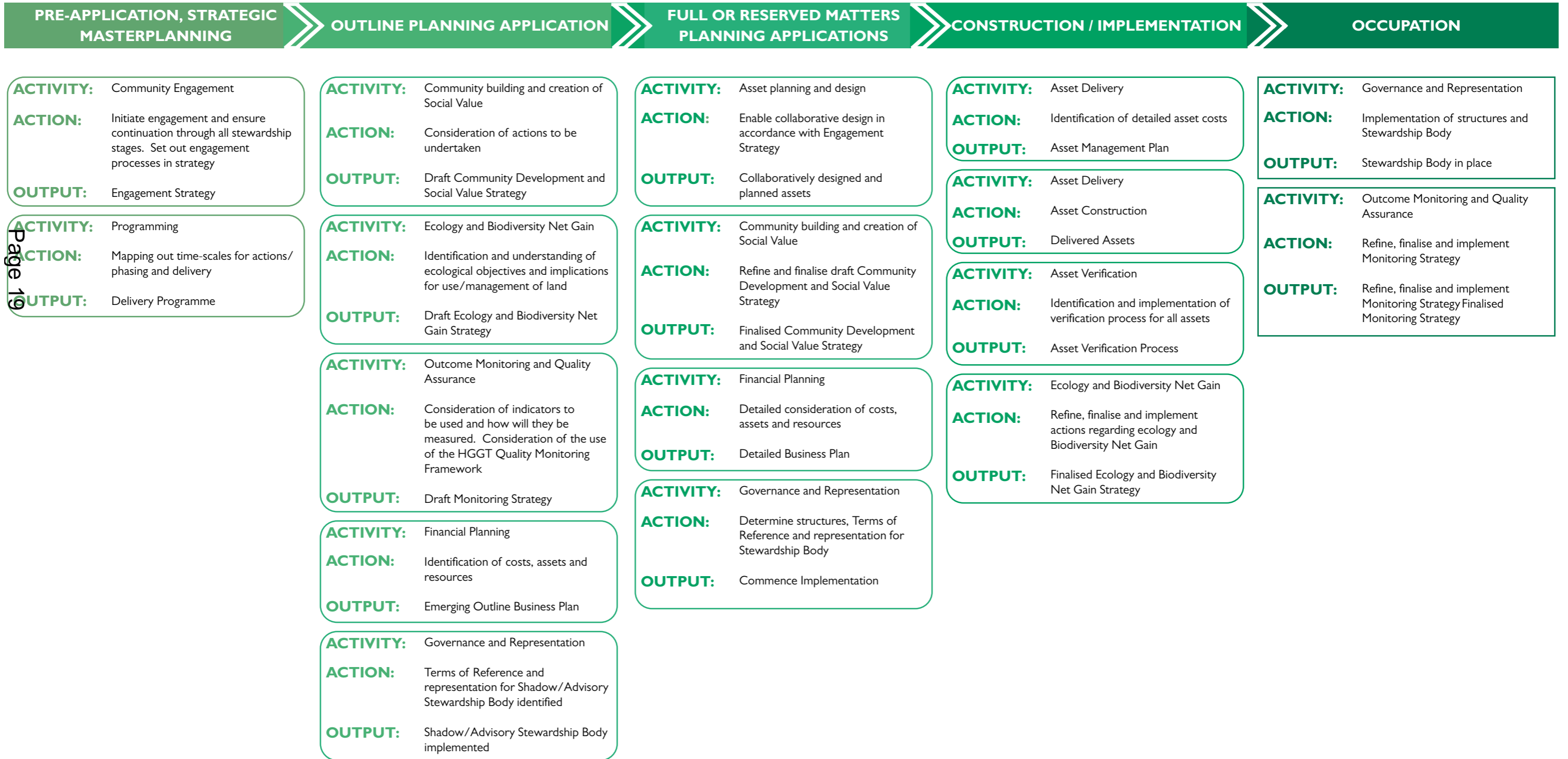
- The new communities element of the Garden Town comprises the delivery of four new, sustainable and cohesive neighbourhoods around Harlow.
- The design and delivery of attractive and functional places is integral to achieving this outcome. The new communities will include high-quality new homes, employment opportunities, sustainable transport infrastructure, and a range of other social and environmental enhancements.
- All of these elements should be delivered in a way that ensures they are accessible to existing residents in the area. Similarly, the residents of the new community developments should be able to easily access and support the ongoing services and facilities provided within Harlow.

## SUCCESSFUL NEW PLACES AS PART OF HARLOW AND GILSTON GARDEN TOWN

- For the Garden Town to be a truly successful place, it will need to be more than just the initial creation of high-quality environments; the new developments will also need to be supported by long-term, inclusive decision-making, placemaking and place-keeping mechanisms to ensure that the long term stewardship and governance of each place is secured.
- The stewardship and governance arrangements have a role to play in ensuring that the new communities are integrated with the existing diverse communities which make up the Garden Town. They will enable inclusivity in all aspects of the future stewardship of these new places – so that they continue to be great places for future generations, long after initial development has been completed.
- Where a Stewardship Body takes on the management of any transport infrastructure, it will have a role to play in ensuring that the aspirations of the Garden Town partners in relation to transport outcomes are achieved. These are set out in the [HGGT Transport Strategy](#).
- In other words, stewardship at Harlow and Gilston Garden Town should and will be more than just the management and maintenance of public areas and green spaces: it will enable inclusive community participation, ensuring local and neighbouring residents and businesses are informed, involved and empowered in how their local areas are shaped and cared for.
- This Charter is required to be considered in the determination of planning applications relating to the Garden Town and, as such, all proposals for stewardship arrangements must demonstrate that they have had regard to its Principles. Where stewardship arrangements are secured through s106 Legal Obligation Agreements related to planning permissions, these will be binding on both initial and subsequent site developers, should land be sold on whilst development is taking place.
- A Glossary is included at the end of the Charter to ensure that the terminology used within it is understood.



# TIMELINE



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# PRINCIPLE I:

## Collaborative Stewardship

**1.1** The Garden Town partners are committed to ensuring that stewardship arrangements are brought forward collaboratively by both those proposing development and the existing and future communities.

**1.2** To achieve this, landowners, applicants, developers and site promoters must engage the community inclusively in each phase of stewardship development as outlined below and then described more fully in the later sections of this Charter.

**1.3** This work falls under four areas:

- Development: Strategy, Planning and Business Development.
- Delivery: Delivering assets
- Governance and Quality Assurance: A decision-making body, which oversees and manages the work, including monitoring and reporting, finance, and resource management. (Principles 4,5,6). This can initially take the form of a 'Shadow or Advisory Stewardship Body', which would not perform all of the above functions on commencement. Set up in advance of the ongoing long term governance arrangements, a Shadow/Advisory

Stewardship Body would ensure early community representation in decision making.

- Ongoing Care and Management: Caring for social and physical assets, including their enhancement and / or replacement, and providing stewardship services in perpetuity.

**1.4** An Engagement Strategy and Stewardship Delivery Programme will be produced early in the consideration of development proposals.

**1.5** The Engagement Strategy will set out which stakeholders will be engaged, how they will be engaged and when in relation to the programme.

**1.6** The Stewardship Delivery Programme will set out when the more detailed proposals for the long-term stewardship of the site will come forward.

**1.7** Those detailed proposals will include collaboratively developed strategies and plans for the following:

- The detailed design and development of assets;
- Community development and Social Value;

- Ecology and Biodiversity net gain – which should explore the opportunities potentially available to ensure ecological outcomes, the relationship with recreational uses, future dynamic approaches to land managed by a Stewardship Body and positive financial outcomes this may enable;

**Page 21** Outcome Monitoring and Quality Assurance.

Following its assessment of the view of residents on the quality of life in the Harlow and Gilston Garden Town area in 2022, (link), the Garden Town Partners will be undertaking a similar exercise in future to enable changes in views to be sought and considered. How this is undertaken will be set out in a Quality Monitoring Strategy. The expectation of the Garden Town Partners is that outcome monitoring and quality assurance in relation to stewardship will largely take place through the approach to be set out in the Quality Monitoring Strategy.

<b>CHECKLIST:</b>	
<b>WHAT</b>	<b>BY WHEN</b>
Engagement Strategy	Early engagement, pre-application or Strategic Master Planning stage
Delivery Programme	Early engagement, pre-application or Strategic Master Planning stage
Draft Community Development and Social Value Strategy	Outline planning application stage
Draft Ecological and Biodiversity Net Gain Strategy	Outline planning application stage
Draft Monitoring Strategy	Outline planning application stage
Final Community Development and Social Value Strategy	Full or Reserved Matters planning application stage
Final Ecological and Biodiversity Net Gain Strategy	Construction/Implementation stage
Final Monitoring Strategy	Occupation stage





## PRINCIPLE 2:

*Community assets: collaborative planning, design, delivery and care of physical infrastructure which is sustainable, responsive, effective, and established in perpetuity*

**2.1** Physical, social and community infrastructure is essential for the day-to-day functioning, health and wellbeing and overall success of the community. This infrastructure is referred to in this Charter as the community assets. The sustainability of the community assets will depend on how relevant they are to the community; and how well they are planned, designed, specified, delivered, and cared for.

**2.2** Asset type, quality, location, and the timing of their delivery, as well as flexibility of their use over time, alongside community values and needs, are therefore essential considerations for achieving long-term, sustainable, collaborative stewardship.

**2.3** Asset planning, design and delivery must therefore be undertaken collaboratively with the community, taking into account the proposals in community development strategies. Decision-making on masterplanning and the design of potential community assets should take into account future maintenance and management requirements and the associated costs.

**2.4** The type of assets that are suitable for stewardship bodies to manage at a local level will be specific to each

development and will be influenced by what works best for both the asset and the local community.

**2.5** Community assets subject to stewardship arrangements could include:

- Green and blue infrastructure, including biodiversity net gain land, sustainable drainage systems (subject to potential regulatory change in respect of SUDS adoption), allotments, and community orchards.
- Public open spaces, including the central focal area of developments where community facilities and services are provided, sports pitches, and play areas.
- Community buildings and services, including crèches, sustainable transport hubs and non-adopted highways, footpaths and cycleways, delivering positive outcomes in relation to the Garden Town partners transport aspirations.
- Income generating assets, including those which may only generate an income in the longer term, including commercial floorspace, potentially biodiversity net gain, renewable energy, and farmland.
- Meanwhile places, providing place-based activities, community development and income generating opportunities.

ensure that community assets are properly cared for over the long-term, including potential replacement.

**2.7** Asset Management Plans must comprise transparent, robust, business plans, detailing the standards to which the asset is to be delivered and to ensure that quality and viability are verified.

**2.8** As the development grows or plans evolve, further assets will be managed in the same way.

**2.9** All transfers of community assets to the stewardship body will be subject to an Asset Verification Process to enable them to be confirmed as fit for purpose. This process will include a clear procedure to be followed where the quality of the asset is found to be sub-standard and where it cannot initially therefore be transferred to the stewardship body. The procedure must ensure that initially sub-standard assets do not remain in a transitional state.

**2.10** Community assets will generally be freehold or subject to a long lease at a peppercorn rent (there may be circumstances where other arrangements would be appropriate, but these are likely to be the exception); and may also be leased or utilised in the shorter term for meanwhile purposes, where this serves the community's best interests

<b>CHECKLIST:</b>	
<b>WHAT</b>	<b>BY WHEN</b>
Collaboratively Planned and Designed Community Assets	Full planning or reserved matters application stage
Asset Management Plans	Construction/implementation stage
Asset Delivery	Construction/implementation stage
Final Community Development and Social Value Strategy	Construction/implementation stage





## PRINCIPLE 3:

### *Community development: collaborative planning, delivery and running of place-based community projects*

**3.1** Community development, like asset development, is the collaborative planning, delivery, and management of a project, supporting the social infrastructure of a community and its sense of ownership and care of a place.

**3.2** It is as important as a community's physical infrastructure. Place-based community projects will ensure that the community's needs, and values are understood and enable those needs and values to be incorporated into how assets evolve and are used.

**3.3** Such projects can also create opportunities for community collaboration and integration. Projects should be initiated alongside asset development and as soon as there is a community to work with. Projects should be in place, at the latest, by the time of any initial occupations at the site. They can support positive outcomes in relation to the future operation of the sites, e.g. in relation to the transport objectives set out in the HGGT Transport Strategy.

**3.4** Developers, and subsequently the stewardship bodies who will inherit the responsibility, should collaboratively plan and deliver community development initiatives

with existing, emerging and neighbouring communities.

**3.5** Development creates extensive opportunities for this as every asset and phase of its development enables community participation. Community participation brings benefits to places and assets through wider diversity of input and experience into the design process. It also has the added benefit of enhancing community feeling and bettering perceptions of places (with subsequent measurable social, socio-economic benefits).

**3.6** Projects are expected to enable demographic representation, prioritising under-represented groups. They should work in partnership with existing local community and voluntary organisations.

**3.7** Community development and Social Value strategies must therefore ensure linkages with other elements of the development of the place including with master planning and the programming of delivery of assets.

**3.8** The stewardship body will also be responsible for delivering communication tools and community events, including:



- Welcome packs to new residents and carrying out associated welcome events
- Community events such as art, cultural, and sport festivals and celebrations
- Maintaining a website, newsletter, and community noticeboards to share information

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<b>CHECKLIST:</b>	
<b>WHAT</b>	<b>BY WHEN</b>
Draft Community Development and Social Value Strategy	Outline planning application stage
Final Community Development and Social Value Strategy	Full or Reserved Matters planning application stage





## PRINCIPLE 4:

### *A representative and accountable governance structure to develop, deliver and manage stewardship*

**4.1** To ensure resilience, quality, equality, diversity and inclusion, stewardship governance structures and processes need to meet the following criteria:

- Be accountable to and representative of the community they serve with a representative governance structure;
- Be transparent in the way they are run and governed;
- Be adaptable, innovative entrepreneurial and maintain holistic and balanced approaches across socio-economic, ecological and social requirements;
- Have sufficient financial resources for start-up, development and long-term viability;
- Have the capacity and flexibility to provide the potential to integrate with neighbouring stewardship organisations, where appropriate and where enhanced collective value can be achieved;
- Have the flexibility to change over time to meet changing needs of the Stewardship Body and the community, with regular review periods built in to ensure this is happening.

**4.2** The governance structure for the Stewardship Body will provide the necessary legal and strategic framework to enable all of these.

**4.3** It will own or lease, assets, be responsible for resources, ensure quality management and be accountable for service delivery, demonstrable benefits, and inclusive community participation.

**4.4** A robust governance structure will ensure it achieves the following objectives:

- Assets are properly safeguarded in the public interest, in perpetuity
- Community development and asset development are progressed together to optimise value
- Service delivery is effective and of a high quality
- Resilience is integrated to be able to deal with changing circumstances
- The community is empowered, and accountability is maintained

**Governance structure**

**4.5** It is expected that the stewardship body will:

- Take the form of a charitable trust (such as a community management trust or similar);
- Be supported by a community forum (this is likely to evolve from early engagement work) to ensure local and neighbouring community views inform decision-making, and;
- Make use of a subsidiary body, such as community interest company, to allow commercial flexibility, where necessary.

**4.6** A Shadow/Advisory Stewardship Body or Community Forum will be formed at the earliest opportunity to support strategy development and to help shape and inform the establishment of the Stewardship Body and the work it will be responsible for.

**4.7** This Shadow/Advisory Stewardship Body will include representation from the local authority, landowners, developer(s), community, and other relevant stakeholders. In order to make the Shadow/Advisory Body and subsequent Stewardship Body accessible

for local community reps, consideration should be given to remuneration for their time.

**4.8** Before occupation of the first homes, or completion of the first community asset, the full Stewardship Body will be implemented in place of the Shadow/Advisory Body. It is envisaged that the Stewardship Body will need to be established prior to first occupation of homes in order to be able to collect estate charges from new residents and have the necessary arrangements established from first occupation.

CHECKLIST:	
WHAT	BY WHEN
Shadow/Advisory Stewardship Body or Community Forum	Outline planning application stage
Determine structure, Terms of Reference and representation for Stewardship Body	Full or Reserved Matters planning application stage
Stewardship Body	Occupation Stage





## PRINCIPLE 5:

### *Financial sustainability, resilience, and entrepreneurship*

**5.1** A long-term viable and prudent Business Plan must be developed which ensures the efficacy and success of the stewardship arrangements, ensuring financial sustainability and properly recognising the costs of the high-quality outcomes to be achieved.

**5.2** The Business Plan must recognise the need for the Stewardship Body to be supported by sufficient resource, capacity, and expertise (which may need to be purchased if it is not available within the Body).

**5.3** An Outline Business Plan will be expected early in the planning process with a detailed Business Plan prepared once the extent of the assets and community development work is starting to become crystallised, even if only for the initial phases of a development. A detailed Business Plan can evolve as more phases of development come forward.

**5.4** Asset Management Plans are to be provided and agreed before the transfer of any assets to the Stewardship Body. Such plans should provide for long term maintenance liabilities over the full life cycle of the asset, including the need for sinking funds to be built up to deal with repair and renewal where appropriate. As a general principle, owners/ developers should remain ultimately responsible for performance and assets should not be transferred until long term sustainable financial arrangements are in place. Equally, transfer of assets should not be delayed too late in a development.

**5.5** A diversity of income sources will be available to the Stewardship Body, enabling a flexible, adaptable, and entrepreneurial approach in its financial planning. Diverse income sources will also ensure long term resilience to changing circumstances or unforeseen events. This diversity of income sources will include the endowment of the Stewardship Body with physical assets that can generate a revenue to support their running.

**5.6** Any service and estate charges (residential and/or commercial) will be set at and maintained at a reasonable level that is commensurate with the level of cost that is incurred in maintaining or servicing the relevant assets.

**5.7** Any service charges will be enforced in an equitable manner without compromising the occupancy or ownership of residents' homes. Charging schedules will be subject to regular reviews to ensure value for money. Services charges will be properly brought to the attention of initial and future prospective residents within marketing materials and wherever else necessary to ensure early awareness.

**5.8** The expenditure of the Stewardship Body will fall into four main headings.

Financial subsidy will be required from the developer(s) in the early years of delivery and must be available to allow early development work:

**• Development**

- Such as early stakeholder engagement and establishing community network.
- Place-shaping through developing strategies, plans and governance.
- Master planning and co-design.

**• Governance and quality assurance**

- Core infrastructure costs for the stewardship organisation including financial management, staffing and resources, and operations.
- Establishing quality targets, monitoring, and reporting.

**• Delivery**

- Project costs for community development, and service delivery.

**• Ongoing management**

- Management and care of all assets transferred to the body, including sinking funds for eventual long-term replacement.
- Facilities management and operation of community facilities.
- Training and upskilling.
- Being flexible, adaptable and entrepreneurial to ensure that opportunities to secure income are explored.

**5.9** Stewardship Bodies will need to have the necessary resources and skills to apply for external funding opportunities to further the interests of the local community, however they will not be dependent on external funding to fulfil their responsibilities.

**5.10** Appropriate arrangements should be identified and established that allow for independent scrutiny of the operation of the Stewardship Body to be undertaken if there are concerns that it is not operating acceptably. Potential arrangements should also be considered should a Stewardship Body, experience financial difficulties, or become insolvent.

<b>CHECKLIST:</b>	
<b>WHAT</b>	<b>BY WHEN</b>
Outline Business Plan	Outline planning application stage
Detailed Business Plan	Full or Reserved Matters planning application stage
Asset Management Plan	Construction/Implementation Stage





## PRINCIPLE 6:

### *Ambitious Environmental, social, and socio-economic practice and monitoring*

**6.1** The Stewardship Body will ensure that all its activities are carried out in accordance with ambitious environmental, social and socio-economic practice, taking into account relevant national and local policies and guidance.

**6.2** Local policies include:

- This Charter;
- The [HGGT Sustainability Checklist](#);
- The [HGGT Future Quality of Life Monitoring Strategy](#)
- The [HGGT Communications and Engagement Strategy](#)

**6.3** Ambitious quality targets should be identified by the Stewardship Body aligned to the following six key themes for healthy growth, where these are within the scope of the activities of the stewardship body:

1. Placemaking and homes.
2. Economy and regeneration.
3. Landscape, ecology, blue and green infrastructure.
4. Sustainable movement.

**5.** Public health.

**6.** Social value and culture.

**6.4** Transparent and outcome-focused quality assurance and monitoring arrangements will be required. Stewardship monitoring will sit within a wider monitoring framework with targets set out early and reviewed periodically. Many of these will be reviewed through the Garden Town partners Quality of Life Monitoring Strategy, which will include performance indicators linked to the six key themes listed above.

**6.5** Examples of positive outcomes that could be identified for monitoring range from enabling positive behaviours for both households individually and for the community collectively e.g. recycling, home composting, school streets, co-design and build of public space, etc to using local small businesses for services and goods.

**6.6** The following is a non-exhaustive list from which indicators could be drawn:

- Ecology (habitat creation, protection, and enhancement).
- Recreational uses.

- Climate mitigation and resilience.
- Biodiversity net gain.
- Social value.
- Community cohesion.
- Quality of life.
- Sustainable and active transport (modal shift).
- Economic growth and local job creation.
- Volunteering and skills development.

**6.7** It will be expected that a culture of continuous improvement will be incorporated into the running of Stewardship Bodies so that they always seek to improve the quality of their services and deliver enhanced social value wherever possible.

**6.8** It will also be expected that the stewardship bodies will share their knowledge with other stewardship ventures (locally and nationally), both to learn from their experiences and celebrate their achievements.

CHECKLIST:	
WHAT	BY WHEN
Draft Monitoring Strategy	Outline planning application stage
Final Monitoring Strategy	Occupation Stage





# GLOSSARY OF TERMS

<b>Assets</b>	Buildings, structures, spaces and land constructed or delivered as a result of the development which do not form part of residential properties. A range of these will be transferred to the care of the Stewardship Body. The terminology 'asset' is used in this Charter whether or not the particular building, structure etc may generate income through its use.
<b>Community Development</b>	Actions undertaken to enhance the community being created as a result of the development, its awareness of and sense of ownership and control over the new places being created.
<b>Community Forum</b>	Part of the governance arrangements. A Forum which seeks to ensure that all members of the community have an ability to express their views and influence decision making.
<b>Engagement Strategy</b>	A strategy setting out how all stakeholders will be invited, encouraged and enable to ensure their views are made and taken into account.
<b>Governance</b>	The formal structures and the operation of them through which the agreed stewardship arrangements are implemented.
<b>Harlow and Gilston Garden Town (HGGT)</b>	The whole of the existing town of Harlow and the proposed new communities to be development on land allocated for that purpose in the Garden Town partners Local Plans. These comprise the Gilston Area to the north of Harlow, land to the East Of Harlow, Latton Priory to the south of Harlow and Water Lane to the west of Harlow.
<b>Material Planning Consideration</b>	A matter which is to be taken into account in the determination of planning application proposals, with weight to be assigned to it by the decision maker.
<b>Meanwhile Places/Uses</b>	Spaces, buildings and uses of a temporary nature, put in place prior to the longer term and more permanent use of those buildings etc and which can be used to test initiatives, generate income and community cohesion.



<b>New Communities</b>	The proposals, as part of the Harlow and Gilston Garden Town, for significant new development at the Gilston Area to the north of Harlow, land to the East Of Harlow, Latton Priory to the south of Harlow and Water Lane to the west of Harlow.
<b>Quality Monitoring Framework/ Strategy</b>	The Strategy to be developed and implemented on behalf of the Garden Town partners to monitor the physical, social and socio-economic quality of the Garden Town as it develops. Through the Framework the specific attributes and indicators to be monitored will be identified.
<b>Service Charges</b>	Charges levied on all occupiers of residential and commercial property delivered as part of the development of the new communities and which will form an element of the income of the Stewardship Body.
<b>Shadow/ Advisory Stewardship Body</b>	An early form of the Stewardship Body (see below) which enables engagement and representation to be achieved early in the life of the delivery of stewardship outcomes.
<b>Social Value</b>	The outcome of a range of actions which can be taken to enhance and improve communities, contributing to a more holistic view of how places and projects are valued and what they provide to the community.
<b>Stewardship Body</b>	The body responsible for delivering the agreed stewardship arrangements for new development, through the agreed governance arrangements.

[www.hggt.co.uk](http://www.hggt.co.uk)