

OVERVIEW AND SCRUTINY COMMITTEE

DATE OF MEETING: 17 SEPTEMBER 2019

TITLE OF REPORT: GARDEN COMMUNITY PROGRAMME

Report of: Joint Chief Executive

Cabinet Member: Councillor Graham Cockarill, Portfolio Holder for Place

I PURPOSE OF REPORT

- 1.1 This report provides background to the Garden Community Programme, which the Ministry of Housing, Communities and Local Government (MHCLG) recently announced Hart District Council would be part of.
- 1.2 The report also outlines the strategic approach, to take forward the garden community programme at a local level, based on
- key principles
 - a proposed governance structure and
 - a funding structure to enable the next steps.
- 1.3 Please note, this report does not seek to pre-determine the planning position with regard to a potential new settlement in Hart as a future growth option. However, it does put in place the potential governance arrangements for the opportunity of a new garden community to be explored at 'Shapley Heath' as part of the MHCLG Garden Community Programme.

2 OFFICER RECOMMENDATION

- 2.1 That Overview and Scrutiny, subject to any comments, recommends to Cabinet the adoption of the following:

Recommendation 1: That Cabinet notes Hart District Council is now part of the Garden Communities Programme for a garden community with the working title 'Shapley Heath'.

Recommendation 2: That Cabinet approves the exploration of the opportunity to deliver a garden community through a place making/place shaping approach.

Recommendation 3: That Cabinet approves the place shaping/place making approach to exploring a Garden Community is based on the key principles set out by MHCLG, as identified in paragraph 4.5, with the opportunity to expand and refine these, in consultation with the public and key stakeholders as the project moves forward, subject to approval by Cabinet.

Recommendation 4: That Cabinet approve the Governance approach as set out in Appendix I.

Recommendation 5: That Cabinet grants delegated authority to the Garden Community Board to approve Terms of Reference for each of the governance tiers and to adapt the governance structure and membership as the project progresses.

Recommendation 6: That Cabinet approve in principle the Garden Community Funding Spend Plan as set out in Appendix 3, with delegated authority to the Joint Chief Executive, in consultation with the Portfolio Holder, to amend the final version before submission to Homes England.

Recommendation 7: That Cabinet approve funding of £785,990 previously allocated for the new settlement in the budget for 2019/2020, is returned to reserves.

Recommendation 8: That a £500K budget is allocated to the Joint Chief Executive to utilise for expertise and resources to help the Council make informed choices associated with the Garden Community.

3 BACKGROUND

3.1 There has long been recognition that there is a shortage of housing. Government targets to meet this challenge have varied but in November 2017, as part of the autumn budget statement, the Government committed to deliver 300,000 new homes per year, by the middle of the next decade. The Government has sought to use a range of different ‘levers’ to open up development, including steps to encourage and speed up the preparation and adoption of local plans, removing the Housing Revenue Account ‘cap’ on stock owning local authorities, to increase council house building, proposals to speed up the planning system and make better use of vacant buildings as well as increasing the size of the programme supporting Garden Communities.

3.2 In June 2018, a report to Cabinet confirmed that it was anticipated that the Hart Local Plan Strategy and Sites 2016-2032 (the Submission Plan) would be submitted for examination in week commencing 18th June. This Submission Plan included Policy SS3, which identified an area of search for a new settlement to help address longer term growth requirements of the district. In particular, this policy proposed a range of high level principles including that any new settlement proposal should be

- a) *Of a scale to support long term development needs beyond 2032 and the provision of key infrastructure and community facilities including a secondary school;*
- b) *The potential to deliver new homes from the middle of the plan period;*
- c) *Comprehensively planned in consultation with existing communities and key stakeholders;*
- d) *Delivery of a sustainable, inclusive and cohesive community promoting self-sufficiency and with high levels of connectivity, minimising separation of communities by existing barriers;*
- e) *Deliver innovative and forward-thinking solutions and technology to design, transport issues, telecommunications and measures to mitigate and adapt to climate change;*
- f) *Provision of a mix of housing in accordance with relevant policies in the local plan and most up to date evidence at the time for affordable housing, specialist provision for the elderly and self-build;*

- g) *Inclusion of measures to avoid and mitigate any adverse impact of the development upon the Thames Basin Heaths Special Protection Area;*
- h) *Promote health and wellbeing and self-containment by providing the necessary supporting infrastructure including green infrastructure, community facilities, employment, education, retail and health care services;*
- i) *Providing the most appropriate location within the area of search for key infrastructure, particularly the new secondary school, having regard to maximising ease of accessibility and to catchments;*
- j) *A layout and form of development that avoids coalescence with existing settlements and does not undermine their Hart Local Plan Strategy and Sites 2016-2032 separate identity; respects the landscape character and conserves and where possible enhances the character, significance and setting of heritage assets;*
- k) *Provide measures to avoid, mitigate or offset direct and indirect biodiversity impacts across the site, including opportunities for net gains in biodiversity where possible;*
- l) *Supported by a transport assessment and strategy, together with an infrastructure delivery plan that ensures the necessary supporting infrastructure is delivered in a timely fashion and promotes sustainable transport modes;*
- m) *Measures to fully address flood risk and drainage issues.*

3.3 In September 2018, as part of the government's drive to increase house building, MHCLG announced a new opportunity to join the Garden Communities Programme, for "ambitious, locally supported proposals for new garden communities at scale."

3.4 In late September, at Full Council, the Portfolio Holder announced that the Council was in the process of putting a bid for the government's garden community programme. A report outlining the anticipated governance arrangements were considered at Overview and Scrutiny in October and Cabinet in November. The Garden Community bid was submitted on 8th November 2018 and included the governance arrangements as approved by Cabinet. In accordance with draft policy SS3, it was anticipated that in the event of a successful bid a proposal would be worked up to deliver a new Garden Village now, even though the Local Plan made adequate provision to meet the need for housing that is forecast to arise during the plan-period.

3.5 In March 2019, following the Local Plan Examination in Public, Cabinet considered and approved modifications to the Local Plan based on the Cabinet report which summarised the Local Plan Inspector's letter, specifically:

- The Council could seek to rely on the delivery of the proposed new settlement to boost the supply of housing but a significant amount of additional work would be required to make the Council's approach sound.
- As Policy SS3 is not required for the Plan to be sound, (because it allocates enough land to meet the objectively assessed need for housing during the plan-period), the Inspector considers the most appropriate course of action at this time would be to remove it and any supporting text (along with any other subsequent changes required) from the Plan.
- It would not be unsound for the Plan to retain the Council's aspirations to plan for long-term needs beyond the Plan period, which could include the delivery of a new settlement. But, the Plan should clearly state that this, as a growth option, would need to be fully considered and evidenced in a future (potentially early or

immediate) review of the Plan or a subsequent Development Planning Document (DPD).

- The Inspector's letter therefore accepted that the Council could advance a new settlement as a future growth option, but that it would need to be fully considered and evidenced in a future (potentially early) review of the Plan or a subsequent Development Planning Document (DPD).

- 3.6 In May 2019, the Council advised Homes England (who administer the Garden Communities Programme on behalf of MHCLG) of the proposal to delete policy SS3.
- 3.7 Nevertheless, , in late June 2019, MHCLG announced that the Council had been successful in being selected to join the Garden Communities Programme, and provided £150,000 of capacity funding to support the Council in 2019/2020.
- 3.8 Eighteen other locations were also selected to join the Garden Communities Programme. The planning policy position of each of the other successful Local Authorities Garden Communities varies, but including Hart District Council, fifteen of the nineteen Garden Communities selected do not have site allocations within an adopted Local Plan. The approach that is advocated in this report is therefore not exceptional.

4 CONSIDERATION

- 4.1 Acceptance on to the Garden Communities Programme commits the Council to *explore the opportunity* to create a new Garden Community; it does not *commit* the Council to deliver a Garden Community. This is a significant shift from Policy SS3 which was removed from the Local Plan, as this stated

'Permission will be granted for the development of a new settlement to be identified from the area of search identified on the Policies Map following the adoption of a New Settlement Development Plan Document and agreed comprehensive masterplan'.

- 4.2 As set out by the Portfolio Holder at Full Council in July, the selection of the Council to join the Garden Communities Programme is not conditional upon the Garden Community being advanced as a policy or proposal in the emerging local plan, or for alternatives to have been considered through the plan making process; it has been awarded on its own merits under the Garden Communities Programme. The proposal has a legitimate life of its own which at this stage lies outside of the Local Plan until such time as the Council itself decides if it is a suitable long term growth option. At that time it will need to be fully considered and evidenced in a future (potentially early) review of the Plan or a subsequent Development Planning Document (DPD). With this in mind, it should be noted that Hart District Council is now part of the Garden Communities Programme.

Recommendation 1: That Cabinet notes Hart District Council is now part of the Garden Communities Programme for a garden community with the working title 'Shapley Heath'

- 4.3 Recognising the intent to investigate the opportunity to deliver a new Garden Community outside of the Local Plan processes, it can continue under legislative powers called the General Power of Competence (GPC). The General Power of

Competence (GPC) was introduced by the Localism Act 2011 and took effect in February 2012. In simple terms, it gives councils the power to do anything an individual can do provided it is not prohibited from acting in a certain way by other legislation.

- 4.4 This provides the Council with much greater opportunities for flexibility and creativity in working alongside communities and stakeholders concentrating on a wide-ranging innovative place making/shaping agenda to test the Garden Community opportunity as a possible future growth option. The outcome could then be more fully considered and evidenced in a future (potentially early or immediate) review of the Plan or a subsequent Development Planning Document (DPD)

Recommendation 2: That Cabinet approves the exploration of the opportunity to deliver a Garden Community through a place making/place shaping approach with broader public consultation.

- 4.5 It is clear that Hart District Council wishes any future development or Garden Community to be cohesive, vibrant and attractive communities. To move forward with place making/place shaping approach as identified above, it would be useful to be able to share with our communities and partners a framework of principles that we are working to. Whilst not seeking to impose a particular set of development principles, MHCLG are clear that they would support the development of Garden Communities that embed the key qualities below.

- a. **Clear identity** – a distinctive local identity as a new garden community, including at its heart an attractive and functioning centre and public realm.
- b. **Sustainable scale** – built at a scale which supports the necessary infrastructure to allow the community to function self-sufficiently on a day to day basis, with the capacity for future growth to meet the evolving housing and economic needs of the local area.
- c. **Well-designed places** – with vibrant mixed use communities that support a range of local employment types and premises, retail opportunities, recreational and community facilities.
- d. **Great homes** – offer a wide range of high quality, distinctive homes. This includes affordable housing and a mix of tenures for all stages of life.
- e. **Strong local vision and engagement** – designed and executed with the engagement and involvement of the existing local community, and future residents and businesses. This should include consideration of how the natural and historic environment of the local area is reflected and respected.
- f. **Transport** –integrated, forward looking and accessible transport options that support economic prosperity and wellbeing for residents. This should include promotion of public transport, walking, and cycling so that settlements are easy to navigate, and facilitate simple and sustainable access to jobs, education, and services.
- g. **Healthy places** – designed to provide the choices and chances for all to live a healthy life, through taking a whole systems approach to key local health & wellbeing priorities and strategies.
- h. **Green space** – generous, accessible, and good quality green and blue infrastructure that promotes health, wellbeing, and quality of life, and considers opportunities to deliver environmental gains such as biodiversity net gain and enhancements to natural capital.

- i. **Legacy and stewardship arrangements** – should be in place for the care of community assets, infrastructure and public realm, for the benefit of the whole community.
- j. **Future proofed** – designed to be resilient places that allow for changing demographics, future growth, and the impacts of climate change including flood risk and water availability, with durable landscape and building design planned for generations to come. This should include anticipation of the opportunities presented by technological change such as driverless cars and renewable energy measures.

4.6 The principles set out by MHCLG would appear to be a comprehensive and inclusive and a useful starting point for our work with communities and partners.

Recommendation 3: That Cabinet agrees to move forward with place making/place shaping the Garden Community based on the key principles set out above, with the opportunity to expand and refine these, in consultation with the public and key stakeholders as the project moves forward, subject to approval by Cabinet

5 GARDEN COMMUNITY GOVERNANCE

- 5.1 In November 2018, Cabinet considered and approved an approach for the governance for a new settlement, as provided for within the Local Plan. Recognising both the change in position on the Local Plan, as well as the opportunities arising for the Council as a result of its inclusion within the Garden Community Programme, it is timely to consider and formulate effective governance arrangements for this project.
- 5.2 The governance arrangements need to provide everyone interested in the Garden Community with a clear understanding of how they can take part in the project and how their views will shape the broader picture. To do this we need to establish a clear and accountable structure of how information will be gathered and will flow through the project and how decisions will be made.
- 5.3 The proposed arrangements include the creation of a Garden Community Board, which will champion and steer the Garden Community project. Feeding into this Board will be
 - the Community Forum, where we will actively involve and engage residents, organisations and groups at each stage of the process and
 - the Landowners Forum, considering issues and concerns collaboratively between the various land owning organisations and individuals.
- 5.4 A Garden Community Governance approach is outlined in Appendix I. It is likely, as the project progresses through its various stages, there may be a need to involve different people, groups and organisations and as the groups develop, make changes to terms of reference
- 5.5 The creation of a Garden Community would ultimately require a grant of planning permission. It may also require or be assisted by the preparation of a development plan document. The appropriate approach to those and matters will be determined as the project evolves through the governance framework.

Recommendation 4: That Cabinet approve the Governance Structure as set out in Appendix I

Recommendation 5: That Cabinet grants delegated authority to the Garden Community Board to approve Terms of Reference for each of the governance tiers and to adapt the governance structure and membership as the project progresses

- 5.6 The inclusion of the Council in the Garden Communities programme was made on the basis that a community would be created in a particular location, which is indicated for illustrative purposes only on the plan attached to this report. In the circumstances, the Council does not intend to canvass alternative locations for a Garden Community. Nevertheless any decision on the inclusion of this site, or any other, in a future review of the Local Plan will be for the Council to determine, it is considers it is appropriate to do so , taking into account all relevant considerations and acting recognisably at that point.

6 COMMUNITY ENGAGEMENT

- 6.1 Key to this project will be effective engagement with our communities. As a result, we anticipate a significant level of effort and innovation in the way we work with our communities, from the very beginning. We will set out our approach in an overarching framework, however recognising that Council emphasis on a locally led approach, we want to engage our residents, communities and partners in:
- Creating a vision of what makes a community great and how people may live and work in communities of the future
 - Establishing a vision of identity, distinctiveness and place
 - Design a vision of how health can be built into the place
 - Frame a vision for long term stewardship and legacy
 - Build a vision for how a new community could build in innovation in responding to climate change
- 6.2 These bold visions of place making and place shaping can frame the conversation within the project on what could make a successful community and how it can be driven forwards.
- 6.3 Naturally there is a high level of public interest in this project. If a Garden Community of around 5000 homes is created, it will have a significant impact not only on the local area, but on the district as a whole, with changes in the population demographics. A range of questions around process and decision making have been raised and a response has been provided in Appendix 3. Understandably, the questions that are raised are likely to change over the period of the project and we will undertake to ensure that our website (or a website specific to this project) remains updated.

7 GARDEN COMMUNITY RESOURCING

- 7.1 To ensure that the Council can lead and bring together the community, landowners and key partners to drive this project forward, we need to ensure that we have sufficient resources to make this work effectively. To do this, we need to build a project team who have the skill sets and authority to provide the project with the support and evidence, to make effective decisions.
- 7.2 As part of the Garden Community announcement MHCLG have provided £150,000 to pump prime the project, which represents useful seed funding. Homes England have asked for a plan for the anticipated spend of this funding and subject to their approval have

advised that any of this funding which remains unspent at the end of this financial year, can be accrued and used in 2020/2021 for the purposes outlined. Future funding from MHCLG will be on a competitive basis.

- 7.3 Acknowledging that this work represent a new approach, requiring additional capacity as well as new skill sets, we have proposed a spend plan for the Garden Community Funding which will enable us a quick start to the project – see appendix 3

Recommendation 6: That Cabinet approve, in principle, the Garden Community Funding Spend Plan as set out in Appendix 3, with delegated authority to the Joint Chief Executive, in consultation with the Portfolio Holder to amend the final version before submission to Homes England

- 7.4 Whilst a useful starter, the funding from MHCLG will not deliver the project as a whole and further funding will be required to take this forward. In November 2018, Cabinet considered the likely financial resources needed to fund a new settlement (under a Development Planning Document approach) which was then approved as part of the Councils budgeting process, by Full Council in February 2019. A total of £785,990 was set aside. As this funding was predicated on an alternative approach, which is now no longer being carried forward, it would be appropriate to return this funding to reserves.

Recommendation 7: That Cabinet approve funding of £785,990 allocated for the new settlement in the budget for 2019/2020 is returned to reserves.

- 7.5 There are a range of funding streams or alternatives to help fund and resource the project, these may include
- Competitive bidding processes for funds from the Garden Communities Programme
 - Competitive bidding processes for other funds such as the Community Housing Fund, or any other Government funding which may become available from time to time
 - Competitive bidding processes for Local Enterprise Partnership funding, such as the funding recently received for the Councils Green Grid
 - Entering into a Memorandum of Understanding with the developers and/or promoters of the site to fund specific areas of work e.g.
 - Requesting the Developers/Promoters seek external technical reports on specific topics, based on project briefs written by Hart District Council
 - Developers/Promoters funding external Hart District Council to seek external technical reports on specific topics,
 - Working collaboratively on the design and delivery of project specific work such as Garden Community website which the Council can maintain and update.
- 7.6 The scale of the project is large and long term, with different technical and soft skills being required over its lifetime. Ensuring that the Council retains capacity for the host of roles that it will require, will necessitate a level of funding – relying on competitive processes is naturally higher risk and by doing so we may lose key personnel if there is a fear funding will ‘dry up’. With this and the potential variability of funding streams in mind, it is proposed that (in common with the recent Commercialisation funding) that the Council provides resources (from reserves) to support the Garden Community.

- 7.7 Such funding could take the form of a fund, allocated to the Joint Chief Executives, to enable delegated decisions to be taken to ensure the appropriate level of resource and expertise is available to the Council, to make informed choices. This should result in an agile and professional approach to the Garden Community, delivering timely and appropriate support to the project. Having already received some funding and in the anticipation of bidding for more, a fund of £500K is sought. This funding is not allocated to a specific year, rather to the long term length of this project, over many years. To ensure visibility of budget spend, this would be reported to Overview and Scrutiny and Cabinet.

Recommendation 8: That a £500K budget is allocated to the Joint Chief Executive to utilise for expertise and resources to help the Council make informed choices associated with the Garden Community.

- 7.8 The timing and funding for any work outside of the Garden Community project on matters associated with the Local Plan, such as the creation of Development Planning Documents, will be subject to a separate report, anticipated for December.

8 EQUALITY IMPACT ASSESSMENT

No equality issues are identified for this report at this stage. An early scoping of stakeholders will need to consider the engagement of representatives from protected groups that the project has the potential to impact upon.

9 ACTION

Subject to Cabinet approval, next steps will be to

- Create and build capacity within the Garden Community Team
- Establish the governance structure and plan in meetings
- Procure a range of different services to start work on community consultation, viability etc.

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Appendix I

SHAPLEY HEATH*

GARDEN COMMUNITY

BEING PART OF THE PROJECT



GALLAGHER
ESTATES | Part of the
L&Q Group

 LIGHTWOOD

BUILDING A COMMUNITY APPROACH

Hart District Council (“the Council”) recognises the local and national significance of the proposed development of a Garden Community (*Shapley Heath is the working title) on a site at the very heart of the district.

The Council wants to ensure:

- The best possible communication between the community and all the organisations in the locality that may have a role to play in this project or be affected by it.
- Accurate information is available and any concerns can be raised and solutions discussed.

Key considerations:

As well as the Council’s interest in representing local people and as a custodian of the economic, environmental and social well-being of the District, it is also the local planning authority.

As the decision-maker for applications for the development of the garden Community, the Council must ensure that applications are considered in accordance with statutory requirements and its own rigorous ethical standards.

Therefore the governance arrangements set out in this document, for investigating the vision and developing the opportunity for a Garden Community is not and cannot be part of any decision making process on matters associated with the Council’s role as a Local Planning Authority.

The formal arrangements in this document are necessary to demonstrate a separation in the roles the Council performs.

A Garden Community Board will be established to ensure the involvement of local communities and other stakeholders in the planning and delivery of an exemplary garden Community in accordance with the principles that have been adopted by Hart District Council

THE GARDEN COMMUNITY BOARD

The Garden Community Board will champion and steer the Garden Community Project. Reporting to the Cabinet at the Council, it will

- Bring together the evidence, expertise and views of all work streams to provide a holistic view of the Garden Community and the opportunities
- Consider the strategic, sub-regional and regional impacts
- Identify and broker support from Government Departments
- Oversee all work streams, providing guidance, support and find solutions where obstacles occur

Membership of the Garden Community Board will include

- Cabinet Member for Place (Chair) - HDC
- Cabinet Member for Housing - HDC
- Group Leaders - HDC
- Joint Chief Executive (project sponsor) - HDC
- Project Manager - HDC
- Strategic Lead for Hampshire County Council - HCC
- A Ward Councillor representing
 - Winchfield/Hartley Wintney
 - Hook
- M3 Local Enterprise Partnership representative
- Highways England/Network Rail representatives
- Homes England representative
- 2 representatives from the Landowner Forum
- 2 representatives from the Community Forum
- Chairman of Overview and Scrutiny Committee

THE COMMUNITY FORUM

The Community Forum will champion community and organisational engagement with the Garden Community Project. Reporting to the Garden Community Board, it will be a key driver in the creation of the vision that our communities can engage in and in particular

- Creating a vision of what makes a community great and how people may live and work in communities of the future
- Establishing a vision of identity, distinctiveness and place
- Design a vision of how health can be built into the place
- Frame a vision for long term stewardship and legacy
- Building a vision for how a new community could build in innovation in responding to climate change

As part of this, the Community forum will ensure engagement with the key community stakeholders, including business sector, public sector and third sector organisations.

It will oversee community wide engagement, ensuring innovative approaches reach unheard voices and as such, will offer local insight to the Garden Community Board.

Membership of the Community Forum will include

- Community representatives
- Parish Council representatives
- Business sector representatives
- Third sector (voluntary sector) representatives
- Public sector representatives (e.g. health, education)
- Support from the Councils Garden Community team
- Housing association representatives

THE LAND OWNERS' FORUM

The Land Owners' Forum will provide a sounding board for those with significant land ownership within the area of the Garden Community, whether seeking to take part in the project or not, as any future community will have broader impacts.

They too will look at the future vision for the Garden Community and how a characterful and distinctive community could be achieved that meets the guiding principles of the project.

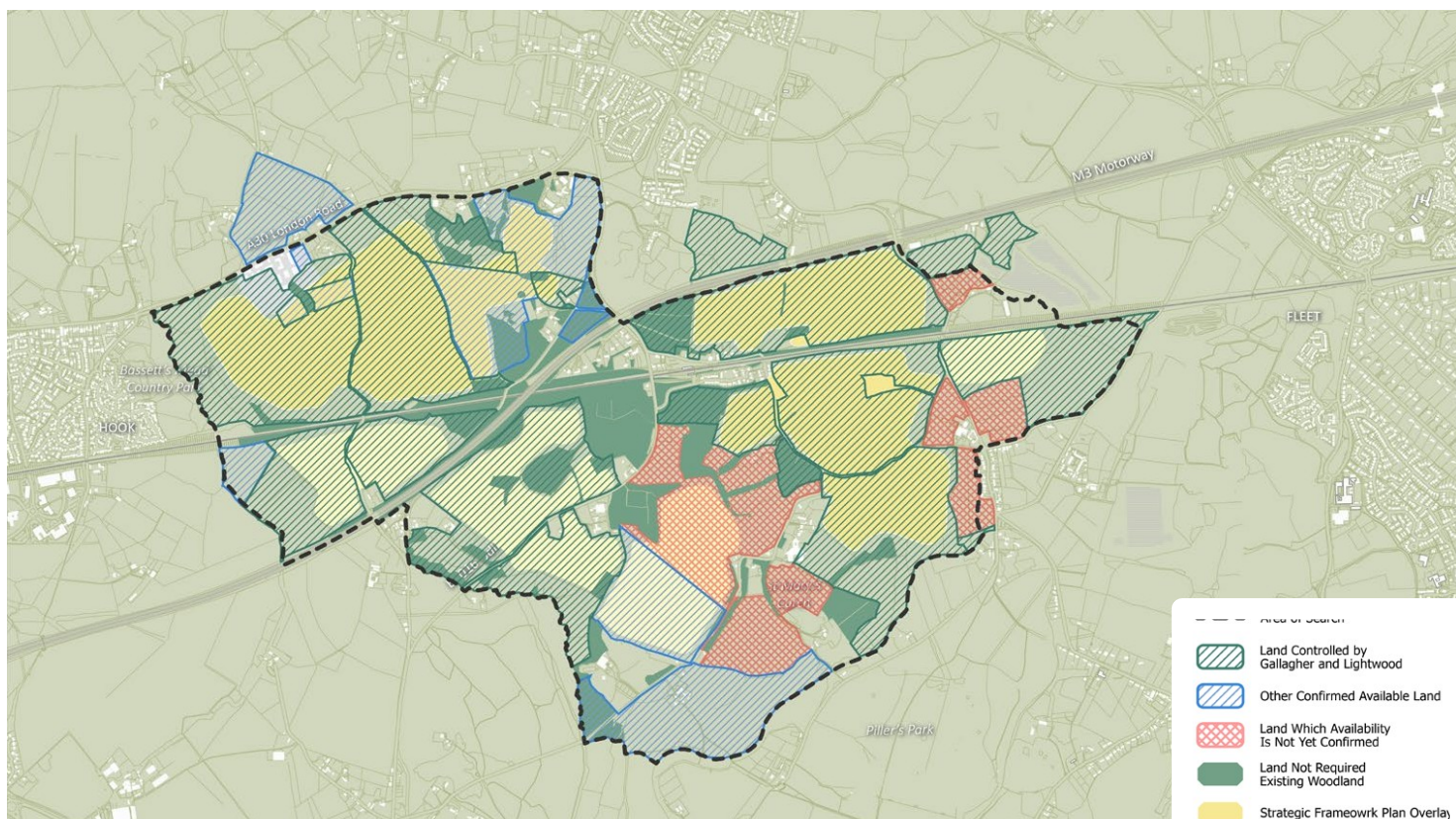
It will also be a forum for raising concerns and finding solutions and ensuring an effective exchange of views and information.

Membership will include

Representatives of Lightwood

Representatives of Gallagher Estates

Any other significant land owner within, or adjacent to the area outlined below



THE DEDICATED GARDEN COMMUNITY TEAM

A small but dedicated team of professionals will be on hand to support the project, from inception to closure will be known as the Garden Community Team.

Recognising the size of the ambition and the district wide opportunity, the team will be led by the Joint Chief Executive ably assisted by a small team of committed professionals.

The team's role will evolve as the project develops but will include a range of tasks such as

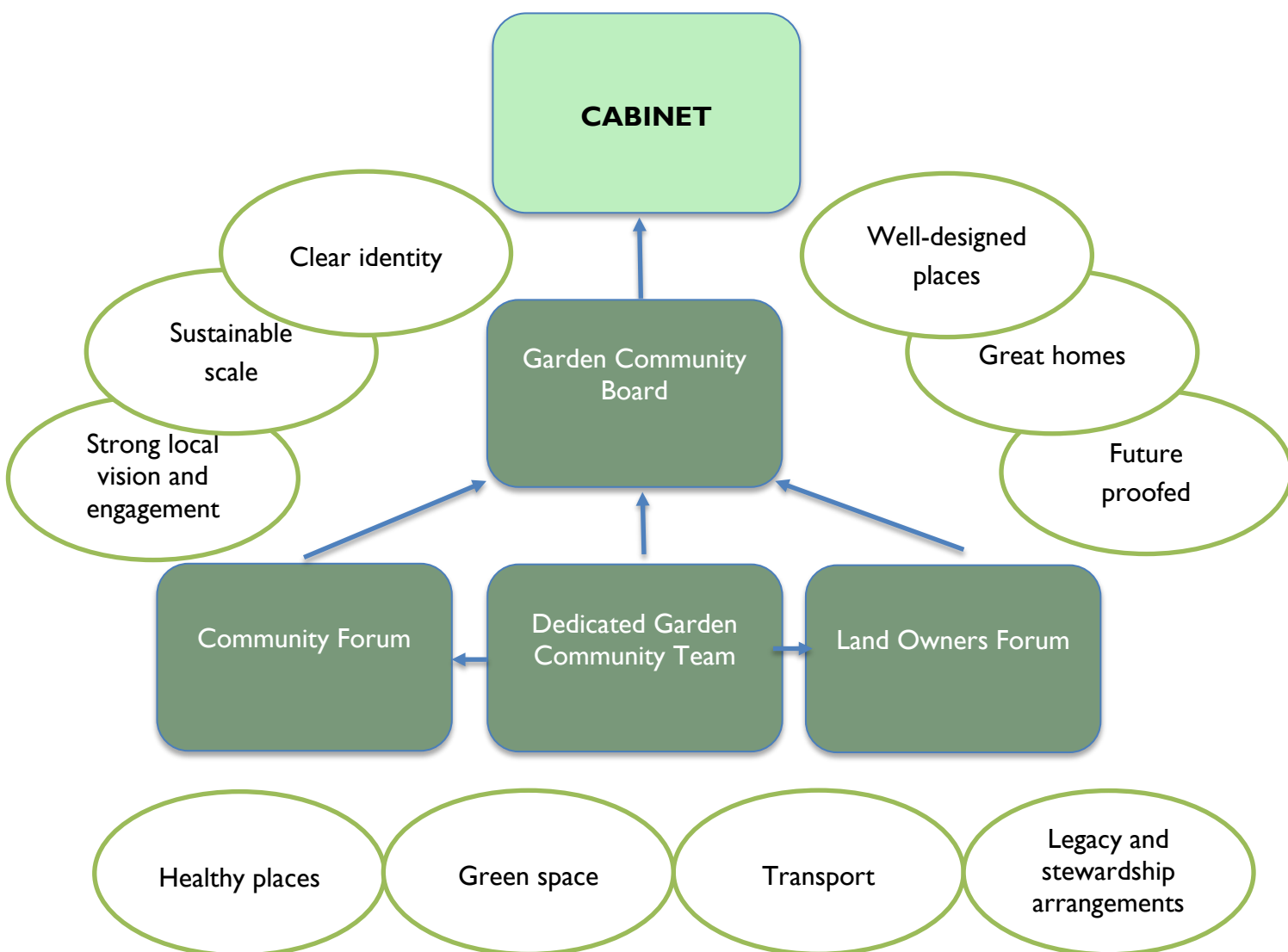
- Managing and controlling progress against the project plan, including key tasks and milestones.
- Identifying risks, benefits, and issues and reporting these to the Garden Community Board, Community Forum or Land Owners Forum as appropriate
- Tracking and supporting all work streams, seeking technical research to enable evidence based decision making
- Analysing feedback from broad community engagement and providing this to all groups for consideration on next steps.
- Liaison, coordination and management of all groups and forums.
- Making decisions (within delegated authority).
- Monitoring and reporting spend against budgets, identifying and applying for funding opportunities
- Appointing organisations to deliver outcomes e.g. consultants, advisors, developers.

HOW THE BIGGER PICTURE IS CREATED

Flow of knowledge, expertise and evidence and realistic timescales is fundamental to a successful project.

To achieve this, we need a transparent and accountable structure which people can understand. Visually this can be represented below.

The terms of reference for each group will evolve however, the land owners forum, community forum and the dedicated Garden Community team will all report to the Garden Community Board. This strategic Board, is accountable to Cabinet who they will regularly report to.



THE DETAILS

Each Forum will seek to develop its own role, as the project progresses. However, below are the proposed Garden Community Terms of reference upon which its inception will be based.

Garden Community Board – Terms of Reference

Purpose of the Garden Community Board

1. The Garden Community Board (the Board) will have overall responsibility for steering the delivery of the Garden Community project. In due course, the overarching description of the project will be further defined through an agreed Vision and set of place shaping outputs.
2. The Board will be accountable for the success of the project in meeting its objectives and programme. .
3. The Board will champion the Garden Community project and its delivery and will be a key forum to manage overall engagement, issues resolution and progress of the project.

Core Functions

4. To champion the Garden Community and its delivery and to report to Hart District Council Cabinet (and other respective corporate bodies as appropriate) and elected members to ensure corporate support and buy-in.
5. To facilitate and promote joined-up delivery and to engage with and secure support at a strategic level from key stakeholders and partners for the delivery of the Garden Community.
6. To set the overall direction of the project/programme, its

objectives and priorities; to monitor overall progress; and to review and update the objectives and priorities at least annually.

7. To monitor and ensure implementation of the project engagement and consultation strategy.
8. To ensure that appropriate resources are in place to deliver against the agreed project plan and programme and to coordinate the public-sector contribution to the delivery of key elements of the project including the use of available Garden Community capacity funding secured from MHCLG.
9. To make decisions on strategic issues and resolve any 'showstoppers'
10. To provide a coordinated position/response to consultations and policy announcements that impact or effect the delivery of the Garden Community project and to co-ordinate and ensure 'upwards' high level liaison into existing and/or emerging sub-regional forums.

Membership of the Board

11. Membership will extend to the following:
 - Cabinet Member for Place (Chair) - HDC
 - Cabinet Member for Housing - HDC
 - Group Leaders - HDC
 - Joint Chief Executive (project sponsor) - HDC
 - Project Manager - HDC
 - Strategic Lead for Hampshire County Council - HCC
 - A Ward Councillor representing
 - Winchfield/Hartley Wintney
 - Hook
 - M3 Local Enterprise Partnership representative
 - Highways England/Network Rail representatives
 - Homes England representative
 - 2 representatives from the Landowner Forum
 - 2 representatives from the Community Forum
 - Chairman of Overview and Scrutiny Committee

12. Any member unable to attend a meeting may nominate a substitute in advance of the meeting to attend that meeting provided that:
- The substitute has a similar area of expertise or position of responsibility in their organisation
 - Is fully briefed on the purpose of the Board and the meeting to take place
13. In future, the Board may want the membership to evolve (for example to include private sector/ developer) to reflect changing circumstances as the anticipated collaborative working across the Garden Community project starts to emerge and mature and once some of the roles and responsibilities for key activities, delivery approaches and the deployment of resources are considered and agreed. Membership of the Board will be reviewed at least annually and the Board will retain the ability to refine its membership to reflect the project progress and needs, as required.

Roles and Responsibilities of Members

14. Board members should be able to:
- Implement the Core Functions of the Board;
 - Have the responsibility to represent their organisation and to feedback information to other relevant individuals and parties within that organisation;
 - Make recommendations on the prioritisation of activities, projects and resources to deliver the Garden Community project;
 - Make every effort to prioritise attendance at scheduled meetings but to ensure that a suitably senior substitute is nominated from the same organisation.

Chairmanship

15. The Chair will be provided by HDC. In the absence of the appointed Chair at any meeting, the Board may elect a Vice-Chair who will preside at that meeting.

Meetings

16. A minimum of 1 meeting per quarter will be held throughout the year, with additional meetings able to be scheduled if required.

17. The Quorum for any meeting will be 3 members of the Board provided that each of the 3 members present represents a different organisation. All decisions made shall be reported to the next meeting of the Board.
18. The agenda for each meeting will be prepared by the Garden Community Team and circulated to all Board members at least 3 working days in advance of the meeting. Draft minutes of the meeting will be circulated within 2 weeks of the meeting, with formal approval taking place at the next subsequent meeting.

Decision making and reporting lines

19. Whilst the Board has overall responsibility for overseeing the delivery of the Garden Community project, it has no statutory decision making powers. Formal decision making (for example on planning applications; statutory plan making; funding allocations) will continue to take place through the existing decision making routes and structures of the organisations represented on the Board but with the added benefit of clear reporting and recommendations from the Board.
20. Board Members will be empowered to make activity and operational decisions on behalf of their respective organisations, subject to each representative organisation's scheme of delegation and management arrangements. The operational decisions of the Board are likely to fall within the following types of activity for the Garden Community project:
 - Reviewing and agreeing the Project Delivery Plan in terms of the:
 - o Longer-term (5 to 7 years) milestones
 - o Annual milestones and key activities for the next financial year
 - o Detailed milestones and activities for the 3 months following the Board meeting
 - o The risk assessment and proposed mitigation for the activities and milestones
 - o Competitive bidding processes and allocation/prioritisation of funding for that financial year.
 - Reviewing and agreeing the Engagement Strategy in terms of non-statutory stand-alone consultation exercises related to Garden Community.
 - Reviewing and agreeing further procurement related to reports, studies, expertise and services related to progressing the project in addition to those set out in the Project Delivery Plan (i.e. from

potential 'top-up' capacity funding received from MHCLG or other funding sources directly related to Garden Community).

21. The Board will seek to make decisions and agree actions on a consensus basis. Where consensus is not achieved, the outcome will be noted and a report provided to Cabinet for decision.
22. Where in exceptional circumstances an urgent decision, response or recommendation is required of the Board and it is not possible to convene a Board meeting in time, the Chair may, in consultation with all other Board members, make all such decisions, responses and recommendations as appear reasonable and necessary in the circumstances, having proper regard to any previous discussions of the Board. Consultation can take the form of virtual meetings, conference calls and email exchanges. If any Board member cannot be reached for the purposes of such consultation and time is of the essence, the Chair may nevertheless proceed under this article. All such decisions, responses or representations shall be reported to the next meeting of the Board in accordance with such requirements as the Board may determine.
23. The Board will receive reports and progress updates from the Garden Community Team which will be focussing on the day to day management and needs of the project and will manage and implement the Project Delivery Plan and decisions of the Board. The Board will also work closely with the Community and Forum and Landowner Forum and will draw information from and feed this into their decision making processes.

Review Dates

24. These Terms of Reference will be reviewed annually from the point of their first approval, or as required.
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Appendix 2

GARDEN COMMUNITY FREQUENTLY ASKED QUESTIONS

Why do we need a Garden Community?

A new Garden Community would offer the District a long-term growth option. As well as building new homes, including a significant proportion of affordable homes, the Garden Community would also develop job opportunities, attractive green space and public realm areas, transport infrastructure, including roads, buses and cycle routes, community infrastructure, schools, community and health centres, a plan for long-term stewardship of community assets.

The draft Local Plan no longer has a policy for a new settlement (policy SS3), so why continue with a Garden Community?

As the Planning Inspector identified, policy SS3 stated:

'Permission will be granted for the development of a new settlement to be identified from the area of search identified on the Policies Map following the adoption of a New Settlement Development Plan Document and agreed comprehensive masterplan'.

And as such, if adopted with Policy SS3, the Local Plan would have established the principle of a new settlement as the most appropriate growth strategy for meeting the Council's long-term needs.

Exploration under the Garden Community Programme does not commit the Council to deliver a Garden Community and nor (unlike the proposed SS3 policy) does it establish that permission will be granted for development.

MHCLG (and Homes England) have provided an opportunity to consider a new community, with full community involvement, under the Garden Communities Programme. Planning a Garden Community takes time and with a new Local Plan due to be in place by the end of the year, the Council now has time to undertake this work without pressure from speculative developments.

The Council's Garden Community Bid was based on the draft Local Plan including provision for a new settlement but the new settlement policy has now been deleted. Is the bid therefore invalid?

The Council's bid was made in November 2018, and the announcement for the Garden Communities Fund was delayed and made seven months later, in June 2019.

Homes England and MHCLG are both aware that during this period, aspects of bids may have changed for any of the applicants. Homes England, who administer the Garden Communities Programme on behalf of MHCLG, were made aware of the policy change at Hart District Council on the 1st May 2019.

MHCLG and Homes England both acknowledge the significant merits of Hart Districts Council's bid for a Garden Community. Neither have raised any concerns regarding the change in policy approach, nor questioned the validity of its inclusion in the programme or the funding provided.

Hart's Garden Community Bid suggests that if Policy SS3 is deleted, the Council could continue to produce a New Settlement DPD. Is this what the Council will do?

Producing a New Settlement DPD is potentially an option open to the Council however Cllr Cockarill stated in response to a question at Full Council in July 2019 that:

"In light of the examination there are currently no plans for a New Settlement DPD. This is reflected in the current Local Development Scheme published on our website."

What about investigating alternatives to a new settlement in Winchfield? The Planning Inspector suggested an early review/DPD to look at these. Is the Council doing this too?

The Council will rigorously investigate a range of different development options as part of the 5-year plan review, if additional need is identified.

How does this work on the Garden Community fit in with the Local Plan?

Following guidance and advice from MHCLG and Homes England, the Council, alongside the community, will consider how a Community could evolve. This will be undertaken as a corporate project and will not form part of the Local Plan work. The new Garden Community could represent a development option in future Local Plans.

Is it possible, that when you advised Homes England that policy SS3 had been removed from the Local Plan, that they didn't appreciate the impact this could have on the Garden Community bid associated with Shapley Heath?

Hart's Garden Community Bid clearly stated that:

"Our ambition is to deliver a vibrant and active community in Murrell Green/Winchfield [now known by the working title of Shapley Heath Garden Village (SHGV)]."

The MHCLG Garden Community forms included a section relating to the planning status of the Garden Community. The relationship between draft Policy SS3 and the proposed Garden Community was clearly outlined. Policy SS3 was also referenced multiple times throughout the bid, as was the location in and around Winchfield.

Homes England, the administrators of the programme, were fully aware that Policy SS3 directly concerned the area identified in the Garden Community Bid.

Appendix 3

GARDEN COMMUNITY SPEND PLAN (October 2019 - March 2020)

Based on:

- Committing to a community led scheme that meets the MHCLG principles for a Garden Community
- Needing external support (Advisory support) and initial project management support
- Needing to understand the land acquisition issues outside of that promoted by the developers
- Needing dedicated staff resources to take this forward.

Task	Comment	Who/what	How much
Community Engagement	<p>Stage 1 - Community led baselining</p> <ul style="list-style-type: none"> • What makes a good community, • Vision of Place • What is needed to bring this together? <p>Next Steps Preparation of a Community engagement strategy (not costed) and dedicated Communications resource for web, consultations, local contacts etc.</p>	Consultants	£35,000
Advisory support	<p>Advisory support for</p> <ul style="list-style-type: none"> • The development and refinement of the project plan; • preparation of briefs for concept planning; • assisting with viability assessments and advising on delivery options. <p>Next Steps To be undertaken via internal resources</p>	Consultants	£20,000
Land value/equalisation issues	<p>Advise on options for a mechanism to share/equalise costs and values and to finance and secure advanced and key infrastructure and phasing. Liaise with multiple private and certain public land interests Lead and negotiate with relevant land interests to secure landowner and</p>	Consultants	£30,000

	developer agreements to the appropriate mechanism.		
Staff Capacity	<ul style="list-style-type: none"> To support Governance arrangements To support technical work 	Part time administrative	£20,000 (part year)
		Full time dedicated senior post	£50,000 (part year)
Total			£155,000

KEY DATES AND TASKS (October 2019 - March 2020)

Date	Task
7 August	HDC Meeting with Homes England
August/September	Meetings with key partners including EM3 LEP, HCC, etc.
17 th September 2019	HDC Overview & Scrutiny Committee
October	Member briefing on Garden Communities
3 rd October	HDC Cabinet
October	Draft JD's for new roles and advertise for new positions
October	Begin administration of the Governance arrangements
October	Meeting with Homes England and Developer/promoters
October/November	Site visits to successful Garden Communities
October/November	Begin procurement for externally provided consultants <ul style="list-style-type: none"> Community engagement Advisor/project management Land value/equalisation
November/December	First governance meetings begin
December	New staff appointed
December	Procurement of external consultants concluded and consultants engaged
January 2020	'what if' workshop sessions with industry experts e.g. clean growth, on site food growth, smart travel and homes etc
February	Community Engagement begins based on guidance from the consultants including <ul style="list-style-type: none"> Workshops on a Vision of Place Surveys on what makes a good community Launch of a new website
Spring	Analysis of initial consultation provided to the Community Forum, Land Owners Forum and Garden Community Board