



# GILSTON AREA STEWARDSHIP AND GOVERNANCE STRATEGY

Empowering the community

November 2022

Replacement for the 'Governance Strategy' dated April 2019

Places for People and Taylor Wimpey's goal for the Gilston Area is to achieve a vibrant, viable and sustainable community.

A strategy for high quality stewardship and resident wellbeing covering the community ownership, management and planned use of the public open spaces and community assets will be a key requirement to achieve this goal. This will not just be to benefit the new residents but will also support integration of these seven new neighbourhoods and associated amenities with the surrounding established communities.

# Governance Commitments

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## Places for People commits to:

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1. Agreeing long-term, legally binding, and enforceable Governance arrangements for the community assets within the Gilston Park Estate.
2. Parklands and open space will be covered by a 'triple lock' of planning policy, restrictions in the planning permission and s106 agreement and the transfer of land by the end of the development so that local people have ownership and control of their use in the future.
3. The establishment of an appropriate stewardship body structure for the villages and strategic community infrastructure for the whole development to oversee the long-term stewardship and governance.
4. Representation within the stewardship body structure will include the current parishes and residents of the new villages and therefore be accountable to local people.
5. Early in the process community engagement plans will be established to ensure that residents are consulted during the development of the Strategic Landscape Masterplan and Village Masterplans.
6. Embedded land value capture underpinning infrastructure commitment defined at the outline planning stage.
7. Business Plans will be produced to ensure that all community infrastructure assets have identified and funded stewardship arrangements, including transfer to an appropriate stewardship or community body.
8. Transparent reporting and monitoring arrangements will be established to ensure that commitments are delivered, and developers are accountable.

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### A. Business Plan Contents

This Gilston Area Stewardship and Governance Strategy (to be referred to as 'The Stewardship Strategy') is intended to set out the aspirations, key features and approach to the long-term management, maintenance, and community use of all the community infrastructure within the proposed Gilston Area development.

This Stewardship Strategy replaces the Places for People Governance Strategy submitted in April 2019 for Gilston Park Estate (villages 1 to 6 of the Gilston Area).

## Summary

The Gilston Area development will be more than just a place for new homes. It will be a diverse and healthy mixed-use multi-generational community, connected to its neighbours, to Harlow and to nature and the countryside. A place that people value, where history, sustainability, wellbeing, and quality of life are fundamental.

Places for People (PfP) and Taylor Wimpey (TW) are the master developers for the Gilston Area and will be delivering 8,500 and 1,500 new homes, and associated land and amenities, respectively. The Gilston Area development will create a high-quality environment, which needs to be maintained to the same high standard in perpetuity. The development will be controlled by Policy GA1 of the adopted East Herts District Plan (2018) which explains that the Gilston Area is to accommodate 10,000 homes based on Garden City principles, including (i) strong vision, leadership, and community engagement, and (ii) long-term community ownership of land and stewardship of assets.

Stewardship is the careful and responsible management of the development to achieve this aspiration. It is much more than just the day-to-day maintenance of the facilities, although that remains an important part. Stewardship is also about how the community land and assets are utilised and by whom, in order to build an inclusive, diverse, and cohesive community in which everyone feels a part. This will all be achieved through the planning, development, resourcing, and implementation of a range of relevant stewardship activities under the two main themes:

- Management of the community infrastructure, which includes green and blue infrastructure and other buildings/assets, that are identified to be owned by the community and not adopted by public authorities.
- Wellbeing: Enabling the activation of the new community by facilitating community engagement and activities, meeting its evolving needs and aspirations, including integration beyond the boundaries of the site.

This Stewardship Strategy outlines the PfP/TW proposals for creating a new Gilston Area specific stewardship and legacy organisation which will take ownership and management responsibility for community infrastructure post completion, as well as deliver a range of community development services with residents. This is set within the context of the emerging Garden Town wide Stewardship Strategy which might seek to take responsibility for community assets which serve a wider public beyond the Gilston Area. Any such approach could be incorporated within the approach set out within this Gilston Area Stewardship Strategy.

The Stewardship Strategy proposes that the stewardship and community development responsibilities within the Gilston Area will be delivered by a new trust, with a working title of Gilston Area Community Management Trust (GACMT), which will be funded to own the unadopted community infrastructure (see Section 5 for details).

GACMT will be responsible for managing a range of assets including the country parks, community centres, sports facilities, public open space, play areas, and allotments. It will do so with a sensitivity to the design and different use intent for each type of asset, whether close-cut grass or meadow, self-managed allotments, or a country park. It will engender a sense of belonging, pride and ownership among the community so that assets are cared for and achieve the environmental and ecological commitments.

The proposals for community ownership and management of public open space reflect a collaborative approach and are also specifically designed to respond to the views expressed during the Local Plan process that undeveloped land needed a permanent safeguard against development.

Stewardship will also enhance the healthy place shaping aims through a strong programme of community creation and well-being activities. From the moment residents move into their homes, they will be welcomed and encouraged to join in and help develop events, activities and other initiatives, which will be open to both Gilston Area residents and those in neighbouring communities. GACMT will develop a culture of participation and volunteering that will make a significant contribution to community wellbeing.

GACMT will be accountable to the Gilston Area residents as members and other relevant stakeholders and will have the ability to fulfil its roles and responsibilities, be democratically governed by local people, financially sustainable, and be credible with all local stakeholders. The Stewardship Strategy describes the robust, democratic, and participative governance model for GACMT with a charitable trust at its core, a VAT registered community interest company as an operational subsidiary, and a Community Forum and seven Village Advisory Groups to ensure strong leadership with decisions taking account of the range of interests: residents of the Gilston Area, the wider community, the Parish Councils, District Council and the developers.

The Stewardship Strategy also describes how GACMT will be financed with binding commitments and will be approved and delivered in stages. GACMT will be established prior to first occupation and respond clearly to the expectations of partners, stakeholders, and local residents.

The Gilston Area project will be delivered over a 20 plus year period and, despite the years' worth of progress made to date, the project is still at a relatively early stage in planning and design terms. The final section of the Stewardship Strategy summarises the important processes and documents that will build on, guide and take forward the implementation and delivery of this Strategy, and how these will be captured in the Section 106 Agreements (S106s) for the Gilston Area.

The trigger milestones for subsequent approvals are defined and linked to the incremental development stages for each aspect of the community infrastructure. This framework within the S106s will ensure the delivery, management and the associated detail required to ensure the success of the Stewardship Strategy evolve at the right time in the development process, contributing to what will become, by the final phase of development, a complete operational stewardship and governance solution of the Gilston Area.

In short, the stewardship proposal for the Gilston Area will do much more than ensure the public realm is well maintained - vital as that is. It will provide a charitable structure designed to act as the long-term custodian of the community assets whilst also delivering a community creation and wellbeing solution that ensures the Gilston Area remains a quality thriving community in perpetuity.

It is intended that this Stewardship Strategy will cover villages 1-7 but it could be set up to standalone for villages 1-6 until village 7 comes forward.

# 1. Introduction

- 1.1 Places for People (PfP) and Taylor Wimpey (TW) will be the master developers for the Gilston Area over twenty plus years to deliver 8,500 and 1,500 new homes respectively, including community assets, shops and services in a 'necklace' of seven villages connected by a sustainable transport corridor and embedded in curated landscapes and nature. The villages will range in size from circa 750 to 2,000 homes, with each including a village centre as well as a range of supporting facilities such as shops, schools, community amenities and play areas. A landscape-led approach has been taken to the location and design of the new villages with access provided to three community parks, two country parks, farmland and woods, all of which will be safeguarded from future development. These extensive green spaces, including village buffers and green corridors, will provide separation from the existing residential communities whilst incorporating footpaths and cycleways to provide easy and safe access to the new community assets for both new and existing residents.
- 1.2 Long-term quality stewardship of these public open spaces and community assets is a priority for PfP/TW, as well as for East Hertfordshire District Council (EHDC), the local Parish Councils, Harlow and Gilston Garden Town (HGGT) Partners and the Neighbourhood Planning Group (NPG), as reflected in the adopted Gilston Area Concept Framework, EHDC District Plan and the Parishes' Neighbourhood Plans. Long-term stewardship of the Gilston Area means ensuring that the assets are properly looked after in perpetuity for the benefit of the community, whilst also enabling cohesive and inclusive resident wellbeing and community development initiatives. PfP and TW's proposed solution to this is set out in this Stewardship Strategy.
- 1.3 This Stewardship Strategy is for the whole of the Gilston Area and it demonstrates how:
  - the community land and assets will be brought into community ownership by the end of the development, so that local people will have ownership and control of their use in the future; and,
  - the new Gilston Area residents and existing neighbouring communities are to be directly involved in creating the new Gilston Area community, and then in its long-term governance as one community for generations to come.
- 1.4 This Stewardship Strategy builds on and refines the approach set out in the PfP Governance Strategy of April 2019 and the subsequent Arup Report of June 2020 for the Garden Town. It sets out the framework for how an effective and high-quality place management and maintenance solution will be delivered over time and demonstrates that PfP/TW are committed to ensuring robust and viable business planning, supported by the necessary resources and assets from the beginning to ensure long-term viability.

## Policy Context

- 1.5 Long-term stewardship of land and facilities is a priority for EHDC and the Harlow and Gilston Garden Town (HGGT). Development within the Gilston Area is controlled by Policy GA1 of the adopted East Herts District Plan (2018) which explains that the Gilston Area is to accommodate 10,000 homes based on Garden City principles, including:
  - strong vision, leadership and community engagement;
  - land value capture to deliver the social and physical infrastructure for the benefit of the community; and,
  - long-term community ownership of land and stewardship of assets.

- 1.6 Policy GA1 notes that a Concept Framework is being prepared by the landowners, the Council and local community (since adopted in 2018), which is to be used as a benchmark in reviewing planning applications for development. The Concept Framework explains that the landowners are required to fund and/or deliver the necessary infrastructure for the development and demonstrate that investment models are in place to ensure such infrastructure can be maintained in the long term. The Concept Framework states that the landowners will establish arrangements for the planning, development and long-term stewardship of the Gilston Area that will put local people at the heart of decision making. This is to comprise of two main components, firstly management arrangements for the development as a whole (i.e., funding for maintenance and reinvestment) and secondly land ownership arrangements which guarantee the airfield parkland to the northwest of the Gilston Area is permanently safeguarded against development. The Concept Framework outlines 'key milestones for governance' for guidance purposes as follows:
- Section 106 Agreement including the overall framework for Governance and key milestones consistent with policy GA1.
  - Shadow Community board established prior to commencement of development, initially involving Places for People, the local community and other stakeholders.
  - Community Board develops throughout development with membership from Villages over time.
  - Assets transferred to Community Body at agreed triggers on completion of phases of development.
- 1.7 Policy GA1 iii(h) requires the provision of significant managed open space and parklands, with the ownership of the land to the northwest to be transferred to a community trust or other mechanism that ensures long term stewardship and governance for the benefit of the community. Criteria VII states that the delivery of the Gilston Area is to include a mechanism for:
- securing the long-term stewardship, protection and maintenance of the parkland, open spaces, play areas and community assets; and,
  - encouraging a successful and active community, including an innovative approach to create the conditions for local resident participation in the design and stewardship of their new communities.
- 1.8 Criteria IV of Policy GA1 IV explains that a community engagement strategy is to be prepared, working with the two local parishes, which will include consideration of managing the effects on local residents, and opportunities for them to participate in the emerging new community. A non-statutory guidance document entitled 'Communications & Engagement Strategy' was published by HGGT in Sept 2021 to outline how partners and stakeholders will work together with the communities to deliver the aims of the HGGT vision.
- 1.9 The Gilston Area Neighbourhood Plan (May 2021), contains a section (3.2) on community ownership and stewardship, with key requirements set out in its policy D2 with regard to the management of future assets in perpetuity, appropriate sustainable funding, and criteria for future governance to be put in place in a timely manner and in the interest of the whole community. In particular, D2 requires the agreed governance structure to be "in place at the outset of development" with "active involvement of residents from the outset and the continued representation of existing and new communities".



## Stewardship Strategy Summarised

- 1.10 This Stewardship Strategy seeks to address all the policy requirements outlined above. The requirement to designate clear responsibility for owning and effectively managing all the public land and community facilities to a consistent and high standard, and to maximise the social and community benefits, building a strong sense of community in the process, sets out a very clear framework for the development of the Stewardship Strategy.
- 1.11 PfP commissioned a review of the key considerations for the future management of the community land and facilities in order to inform its thinking on the most appropriate community ownership model. A key principle was that the Stewardship Strategy was not simply about the day-to-day maintenance of the facilities, but also about how the facilities are utilised, by whom, and encompassing all that will be required to build an inclusive and cohesive community in which everyone feels a part. PfP/TW also recognise that the management of such a development is a significant liability and will require sustained investment as well as an experienced management regime.
- 1.12 The proposed roles and the schedule of responsibilities for stewardship by GACMT within the Gilston Area are set out in sections 3 and 4 below, but essentially fall into two management of asset categories and a community wellbeing category as shown, at high level, in the diagram below:

<b>Stewardship Responsibilities</b>		
<b>Strategic Assets</b>  Country Parks Community Parks Green Corridors/Buffers Sports Pitches Community Centre Youth Facility Community Orchard Strategic Play Areas Heritage Assets	<b>Village Assets</b>  Public Realm Local Parks Green Corridors/ Buffers Local Play Areas Allotments SUDS/drainage Village sports/ facilities	<b>Community Wellbeing</b>  Community Events Arts & Culture Community Development Community Cohesion Security Enforcement

- 1.13 The Trusteeship, management and maintenance of green and blue infrastructure (i.e., public open spaces, SUDS, attenuation ponds, etc), community buildings and assets to be used for leisure, sports, cultural and arts activities are divided into “Strategic” and “Village/Neighbourhood” assets reflecting both the scope of their use, as well as the differentiated revenue funding sources. The “Strategic” facilities will be designed to serve both the new Gilston Area residents as well as the existing neighbouring communities, and the “Village/Neighbourhood” facilities are intended to serve the new residents of each housing development within the individual villages. To achieve the stewardship vision, investment is also required to promote the wellbeing of the new community, as part of the wider placemaking and sustainability strategies.

## Stewardship Governance Options

1.14 The different bodies capable of owning and satisfying the maintenance and management requirement of community assets and facilities are summarised in the diagram below under the four main headings of Adoption, Management Company (MANCO), Stewardship Trust or Third-Party delivery:

ADOPTION	MANCO	TRUST	THIRD PARTY
Herts/Essex County Councils	Limited by guarantee	Charitable Incorporated Organisation	The Land Trust
East Herts District Council	Community Interest Company	Charitable Trust	Wildlife Trust
Parish Councils			Leisure Trust
			Greenwich Leisure
			Other

1.15 An analysis of the stewardship body options was undertaken and reviewed against six key criteria, namely:

- i) Democratic governance structure - local control upon completion
- ii) Sufficient financial resources for start-up and development to enable long term viability and self-sufficiency
- iii) Credibility and acceptance by the local authorities, HGGT, future residents, future housebuilders, community and other stakeholders is essential
- iv) Affordable and equitable service charge for residents across the Gilston Area
- v) Capacity to replicate or scale up the stewardship model for other HGGT developments
- vi) Flexibility to adapt over time as the development grows.

One of the key means to achieve these essential components, along with a socially and culturally sustainable community with local participative governance, is through the creation of a local Community (Management) Trust. CMTs are independent, not for profit organisations (usually with charitable status) which aim to respond to local needs, and are intended to bring about social, economic and environmental benefits to the communities they serve. They are regarded as community enterprises, which means that they:

- are community-led organisations
- adopt a self-help ethos, working in partnership but avoiding dependency
- adopt an enterprise approach to achieve philanthropic and social benefits
- trade for social purpose, and surpluses are reinvested in further enterprise development and for community benefit i.e., for non-profit focus.
- seek community ownership of buildings, land and other assets to build business capacity and achieve community goals.

## 2. Stewardship Vision, Aims, Objectives and Principles

- 2.1 The Stewardship and Governance Strategy is set within the context of the vision and aims that PfP and TW have for the Gilston Area, and the objectives and principles agreed with EHDC for stewardship, which provide direction and purpose for the Stewardship Strategy. The summaries are set out below.

### Vision

- 2.2 PfP/ TW's goal is to achieve a vibrant, viable and sustainable new community at Gilston. A high-quality stewardship and legacy strategy covering community ownership, management and planned use of all the public open space and community facilities will be a key requirement to achieving this vision. This will not just be for the new residents, but also to enable integration for and with the existing residents within the surrounding areas.
- 2.3 The proposed Stewardship Strategy for the Gilston Area is to create a new stewardship and legacy organisation accountable to residents and other relevant stakeholders, established as a charitable Community Management Trust, to take ownership and management responsibility for community land and assets, as well as facilitate a range of community activities for community development purposes.

### Aims

- 2.4 A new Trust for Gilston, Gilston Area Community Trust (GACMT), will take responsibility for the community land and assets, ensuring that they are used for the purposes set out, and will also develop, commission and implement initiatives which support community development and respond to the relevant social, environmental and economic needs of the new community. It will work alongside the local stakeholders including East Hertfordshire District Council, HGGT Partners and Parish Councils, and the Neighbourhood Planning Group, to develop and implement the Stewardship Strategy, and will take into account representations of both residents of the surrounding communities and the new development.
- 2.5 GACMT will work towards creating a community amongst residents (across all tenures) where people feel safe, enjoy living, and belong, as well as being a place that people visit for leisure or work.

### Objectives

- 2.6 Long-term viability and effective use of the community land and assets across the new development will require a series of objectives and associated activities within two broad themes, namely:
- management and maintenance of public open space and community facilities, and
  - community wellbeing.
- 2.7 The key objectives drafted by EHDC and PfP/TW can be restructured into a hierarchy around the two principal activity themes of asset management and community development, supplemented with a third objective setting out how this is to be achieved:

- 1. Owning, maintaining and effectively managing the public open spaces, buildings and facilities:**

- a) Green spaces and blue infrastructure will be maintained and managed to improve the natural environment and deliver net biodiversity gain and enhanced habitats in accordance with management plans endorsed through the planning process.
  - b) Parkland, habitat corridors and other green spaces will be subject to special protections from future development.
  - c) Green spaces, SuDS and community assets will complement and enhance the existing natural, semi-natural and built community assets.
  - d) Any service charge and/or estate charge is to be set at and maintained at a reasonable level that is commensurate with the level of cost that is incurred in maintaining/servicing relevant assets.
  - e) Transfers of community infrastructure to the Stewardship Body to be freehold or subject to a long lease at peppercorn rent.
- 2. Initiating, developing, co-ordinating and delivering community and cultural activities to create and maintain a thriving, inclusive community:**
- a) Local and neighbouring communities will be encouraged and enabled to participate in volunteering schemes linked to the stewardship of the assets, and community development to promote social cohesion.
  - b) Local people and neighbouring communities will be encouraged and enabled to participate in skills development.
- 3. Community assets (both social and physical) will be, maintained, managed and promoted in accordance with the developer's approved management plans which embed ambitious environmental practices and support the following:**
- a) Creation of an inclusive, high-quality development.
  - b) Good health and wellbeing of the community.
  - c) Social cohesion of the community.
  - d) Enhancement of natural environment.
  - e) Behavioural changes required to offset climate change.
  - f) Conservation of heritage assets.

## Principles

- 2.8 Key principles have been drafted by EHDC and PfP/TW which define what will be required to deliver an effective Stewardship and Governance Strategy in order to achieve the objectives set out above. These principles can be consolidated and distilled into five main themes:
- a) Community-led stewardship and governance of public assets and community development, which are viable, effective, transparent and established in perpetuity.
  - b) Investment in creative, collaborative and innovative projects and assets, including meanwhile uses, which reflect local and neighbouring community interests, and provide income generating opportunities to be re-invested in line with Garden Town principles.
  - c) A long-term viable and prudent business plan which ensures the efficacy and success of the stewardship arrangements, ensuring financial sustainability, equitable service charge, value for money, and supported by sufficient capacity and expertise.
  - d) A representative governance structure and associated decision-making processes reflecting both local and neighbouring communities that proactively enables diversity, equality and inclusion and ensures full engagement in decision-making throughout all stages of stewardship development and delivery.

- e) Ambitious environmental (ecology, climate mitigation, heritage), social (community cohesion, public health) and economic (job creation) targets which embed transparent and outcome-focused monitoring and accountability through consultation with stakeholders to ensure the stewardship benefits are realised and maintained.

## 3. Community Infrastructure

### Scope and Responsibilities of the Stewardship Trust

3.1 A robust and effective long-term stewardship solution is not simply about ensuring that the community assets are properly looked after in perpetuity for the benefit of the community, but also about ensuring cohesive and inclusive community development. The aims for the Gilston Area will be achieved through the planning, development, resourcing and implementation of a range of relevant activities which are summarised under the two main themes:

- Management of the community infrastructure, including green and blue infrastructure and assets, that are identified to be owned by the community and not adopted by public authorities.
- Wellbeing: Enabling the activation of the new community by facilitating community engagement and activities, meeting its evolving needs and aspirations, including integration beyond the boundaries of the site.

There is considerable inter-relationship between each of these two activity themes, not least because land and buildings are usually the key means to bring people together and enable community activity.

- 3.2 The public open spaces, including the parks, play areas, village buffers, village greens, sports pitches, and community assets that are not to be adopted by public bodies will need robust and effective stewardship arrangements covering their long-term ownership, management, operation, maintenance and eventual replacement. These assets can collectively be referred to as 'Community Infrastructure'.
- 3.3 Land management includes all aspects of day-to-day maintenance of all the public open spaces, parks, SUDS, and sports pitches, covered by a routine warden service (including litter-picking, emptying bins, and basic maintenance and repairs), regular grass cutting and tree pruning, through to more cyclical maintenance and long-term replacement, particularly of hard landscaping.
- 3.4 A community development approach will be adopted that is designed to engage people, understand their needs and interests, and enable them to play a role in initiating and delivering services and community activities, as well as volunteering and helping to take responsibility.
- 3.5 The Harlow and Gilston Garden Town (HGGT) board are currently reviewing their requirements for stewardship across the Garden Town. Whilst it is anticipated that the approach adopted within this Gilston Area Strategy will be fully incorporated into the HGGT strategy, there may be some community assets which serve a broader public and function, and so these might be subject to a Garden Town wide approach, subject to further discussion and agreement.

### Community Infrastructure

3.6 The S106s will contain a definition of 'Community Infrastructure' referenced to the specific schedules which set out the detailed scope, plans and triggers for each of the community assets (including land). These assets will broadly be categorised as either 'Strategic Community Infrastructure' or 'Village/ Community Infrastructure' and will include the following:

## **Strategic Community Infrastructure**

### 1. Strategic Open Space including:

- Eastwick Wood Park
- Hunsdon Airfield Park
- Home Wood
- Gilston Fields
- Gilston Park
- Eastwick Valley Green Corridor
- Eastwick Village Buffer
- Eastwick Hall Green Corridor
- Maplecroft Wood & Great Pennys Farm Corridor
- Golden Brook Corridor
- Channoeks Farm Green Corridor
- Fiddlers Brook Green Corridor
- Village 7 Strategic Green Corridor
- Community Orchard(s)

This includes all the assets within these areas i.e., play areas, culverts, bridges, drainage, ecological habitats, shelter, SUDs/drainage and any visitor centre etc)

### 2. Sports facilities including:

- Sports pitches, playing fields and ancillary facilities (including in Gilston Park and Gilston Fields)
- Grass football pitches in Hunsdon Airfield Park (if provided)
- Tennis courts and club
- Bowls facilities
- Village 7 Football hub
- Fitness stations (unless provided within a commercial fitness facility)
- Cricket club and pitch

### 3. Community Centre

### 4. Youth Facility

### 5. Scheduled monuments (the Mount, the two Eastwick Moated Sites and the multiple features on the Airfield)

## **Village Community Infrastructure**

### 6. Villages 1-7 Open Space and amenities including:

- Village parks/green (including village playground unless not co-located)
- Village amenity green space (including village green corridors and Village 1, 3, 5 and 6 ecological buffers)
- Village centre public realm
- Neighbourhood play areas and neighbourhood greens
- Village buffers
- Village allotments/ orchards and productive gardens
- Village sports and facilities
- Village development SUDs/drainage

- 3.9 The S106s will contain a number of schedules which will set out the public open spaces and community assets required to be delivered under the Outline Planning Permission. These schedules will identify these as 'Community Infrastructure' to be transferred to and subsequently managed by GACMT in line with the agreed stewardship arrangements. These will be captured within the Stewardship S106 Schedules, which will include the framework, milestones and commitments, including the further approval gateways.
- 3.10 The scope for the roles and responsibilities for the GACMT to meet these aims fall into core responsibilities and potential services, which can be summarised as follows:

### **Core Responsibilities**

- a) Trusteeship, management and maintenance of green and blue community infrastructure (i.e., public open spaces, attenuation ponds, etc), community buildings and assets to be used for leisure, sports, cultural and arts activities.
- b) Community, cultural and development activity to create a thriving community.
- c) Act as guardian of covenants and community culture within the development.

### **Potential Community Services**

- d) Enabling training, employment and economic development activity, possibly through social enterprise activity in partnership with others.
- e) Provision of local community services such as recycling, cleaning, care, transport, insurance, broadband, security, "handy-van".

A prime responsibility for GACMT will be to manage and maintain all the community land including public open spaces. Gilston Area includes circa 586 Ha of different typology but much of it will be natural and semi natural open space as well as circa 51 Ha of Community Parks. The Strategic Landscape Masterplan and Village Masterplans have yet to be developed, which will set out further details on the proposed land uses and amenities for each village, but some of this provision will be within 'strategic landscape areas' and some within the 'Village Development Areas'. This will not only provide functional open space for the development but also green corridors between villages and green buffers around villages. As well as areas identified for careful ecological management, there will also be natural open space that residents will be encouraged to utilise to enhance health & well-being.

The community land (although not all will be open to the public, e.g., farmland) includes pathways, cycleways, planting and incidental play features, which will fulfil various functions including:

- formal and informal areas for sport and informal recreation;
- areas for the production of food;
- safe and convenient pedestrian and cyclist routes between key destinations;
- habitats for wildlife;
- accessible natural green space;
- landscaping;
- SuDS;
- private and semi-private amenity space; and,
- enhancing settings for heritage assets.

These core responsibilities will be amplified in the Gilston Area Stewardship and Governance Business Plan, to include the framework and milestones for how this Community Infrastructure



will be delivered as the development plans evolve over the next twenty years. The framework, milestones and associated commitments, including the further approval gateways and consultation requirements will be enshrined within the S106 agreements.

3.11 The community land, infrastructure or assets will be transferred or leased to GACMT once the assets have been created and:

- the relevant item has been provided as required and signed off i.e., are certified as being fit for purpose; and,
- a management plan has been prepared and approved by the LPA.

GACMT will take full and long-term responsibility for effectively and efficiently managing and operating the assets to derive the dual objectives of maximising use and service for the local community, and also ensuring they look consistently attractive and are cared for in the long term. These will be important facilities for the community, but all have limited, or in some cases nil, income generating capacity, but will still require maintenance and eventual replacement.

The public open spaces, as well as the sports pitches, play areas and village greens, will require a range of landscape management requirements, all intended to ensure consistent quality maintenance regimes supporting the ecology and sustainability strategies. The ongoing maintenance requirements will be set out and agreed during the planning process and prior to transfer (see section 7.5 below).

## Other Infrastructure

3.12 There are other infrastructure items for which long-term maintenance arrangements will need to be put in place but for which community/GACMT ownership is not appropriate, for example roads. There are other items, such as sports and leisure provision, which could be owned and managed by either GACMT or a bespoke provider. The Section 106 Agreements will set out the management and funding arrangements for all community infrastructure and assets that are required to be delivered as part of the development, retaining flexibility where appropriate in terms of the solution.

## Intermediate Uses

3.13 GACMT will require access to space and facilities that can be used by the new residents soon after first occupation to enable welcome events and early community activities. This may be through intermediate or temporary uses of existing facilities, or dual use or access to temporary or permanent buildings put in by the PfP/TW or house builders.

3.14 Given the length of the development timetable, there will be farming land which will continue to be commercially farmed during the early years of the development programme, as well as other land which could lend itself to intermediate uses prior to development for housing or green Infrastructure. There are numerous examples around the country where such land has been used very effectively on a short-term basis to support associated stewardship and placemaking objectives, including training, community development, community arts, sports, ecology, and for plant, tree and food production. This is something that the GACMT will explore with PfP/TW.

## 4. Community Wellbeing

- 4.1 As well as the stewardship and management of physical assets, GACMT will also be responsible for outreach into and engagement with the community, along with the provision of community activation designed to create a sense of belonging and well-being with residents.

The intention will be to develop and broker practical community focused projects that respond to the aims and objectives of this Stewardship Strategy. To achieve this, it is vital to ensure that resident and local needs are understood and promoted, and that people are both informed and engaged as the new community grows.

- 4.2 This will require early outreach and consultation to achieve community involvement in both the design and delivery of the stewardship strategy and its outcomes. This is then likely to require initiating, co-ordinating and delivering community development activities focusing on the development of an integrated and tenure blind “community spirit” around three broad activity areas, namely:

- Engagement
- Empowerment
- Participation

### Community Outreach and Engagement

- 4.3 The outreach and engagement policy and associated activity will continue to be reviewed and updated over time and as the community grows and develops. For each engagement activity or event, the broad principles detailed below will act as a guide to ensure the outreach is conducted and targeted in an appropriate manner. The guiding principles of engagement will be to:

1. Provide a range of ways to engage with interested parties, including providing clear and up-to-date information in a variety of formats.
2. Engage and involve the widest number of individuals and groups as possible, including traditionally underrepresented groups such as BAME, LGBT+ communities and faith groups.
3. Clearly explain what is being undertaken and ensure that technical language is translated into public friendly wording so that they are easily understood.
4. Listen to all comments received and provide feedback.

Some of this outreach and engagement activity will be delivered by PfP, TW and their associated professional teams to support the consultation around the design and development of the Community Infrastructure of the master planning process and subsequent planning approvals as set out in section 7.5 below. This will be captured in community engagement plans which will be developed for the Strategic Landscape Masterplan, Village Masterplans and future Reserved Matter Applications as appropriate.

GACMT will directly undertake outreach and engagement with the new and existing communities in order to deliver on its own responsibilities according to the objectives and principles set out in this Strategy. This will be set out in the community engagement section of future Business Plans.

PfP/TW are committed to putting in place early community development and support activities for new residents of the development to avoid isolation and begin to build a community identity.

To ensure the process is as inclusive as possible, GACMT will seek to:

### **Accessibility**

- Make copies of any relevant materials available in accessible formats.
- For any in-person events, ensure that residents with access/health needs and disabilities are catered for.
- Ensure that any website meets and exceeds accessibility regulations, including through appropriate design, content and ease of access on computers and mobile phones/tablets.

### **Digital exclusion**

- Conduct engagement both online and using traditional methods e.g., in person and via post to ensure those that do not have access to the internet can still meaningfully engage and participate.
- Offer residents the opportunity to understand how to access events.
- Provide a summary of the discussions at any online events/meetings that can be posted to residents upon request.

### **Under-represented groups**

- Identify and engage key individuals or representative groups who have existing relationships with traditionally under-represented groups to ensure all voices are heard e.g., BAME, LGBT+ communities, Gypsy & Traveller Community and faith groups; and
- Use local and hyperlocal media outlets to broaden the reach of any engagement.
- Take into account the notice and timings of meetings/events to ensure that those with other commitments such as work and childcare are catered for to allow for their representation, including local small and micro businesses in the community.
- Ensure representation and engagement is undertaken with those members of the community who may not traditionally be thought of as under-represented such as the elderly, women, young people and those who are affected by economic deprivation.

### **Language**

- Offer translation services where requested.
- Make translated copies of all engagement materials available on request.

The outreach and engagement will grow and develop as the development grows. It will start by welcoming all new residents and building a profile of the numbers of children, young people and adults, and of their needs and interests. This will be as comprehensive as possible to ensure full inclusion with particular efforts made to directly engage all the new residents, which is likely to require a range of face to face and social media tools.

## **Community Creation/Development**

- 4.4 Early community activities will be initiated from the first few occupations to create an inclusive culture from the outset, across all tenures and include the existing local communities. It will seek to do this in partnership with existing local community and voluntary organisations, churches, faith groups and the local Parish Councils.
- 4.5 GACMT will be an enabling organisation, empowering and supporting residents to take initiative, to know their neighbours, start clubs and activities, and to help build a strong sense of community. GACMT will take responsibility for ensuring social, economic and environmental initiatives which respond to the needs of both the existing and the new local residents. It will provide a suitable vehicle to take forward practical responses, for example, encouraging residents to get to know their neighbours, adopt greener lifestyles, get involved with biodiversity initiatives such as wildlife gardens and management of green corridors, promote green travel

initiatives in support of the Travel Plan, community orchards, activities for young people, and sharing training and apprenticeships opportunities advertised by developers or in relation to the Trust's operations.

- 4.6 These kinds of activities will be achieved through the planning, development, resourcing and implementation of a range of relevant programme activities designed to encourage and support all aspects of community life. These might be provided for their own intrinsic benefit but can also be the means to achieve other social objectives.
- 4.7 The Stewardship Strategy will help create a strong sense of community through using the facilities for which it is responsible to host events, activities, and encourage new community groups, not just for the new residents of the Gilston Area, but also where appropriate, for the residents within the surrounding communities. This might also include supporting the creation of new resident groups across the development. Integration will be a key feature of this stewardship agenda, where everyone can participate and have a sense of belonging.
- 4.8 Best practice community development activity in major new housing developments advises that community engagement and community activities should be initiated soon after first occupation, and may include planning, supporting, enabling, funding, and/or delivering the following:
  - Welcome packs and associated welcome events
  - Community events
  - Community activities
  - Community Website, newsletter, community noticeboards
  - Arts and cultural events

Through its community engagement activities, GACMT will help residents develop a 'positive community identity' as envisaged in the Placemaking Strategy. This positive community identity is directly associated with health and wellbeing and GACMT will maximise opportunities for people to come together at local events organised with residents.

A central pillar in the design and philosophy of the Gilston Area has been to ensure it delivers healthy communities and protects the wellbeing of its residents. The Trust will help deliver a 'healthier way of life' by promoting physical activity for local residents by ensuring high quality management of the physical assets such as the paths, cycle ways and outdoor gyms as well as providing information about the local nature trails and encouraging group activities.

## Sustainable Lifestyles

- 4.9 As well as supporting the protection and enhancement of the local environment through its sustainable landscape management practices, GACMT will also help ensure residents, businesses and visitors optimise sustainable lifestyle habits through such activities as supporting, enabling, and/or funding:
  - Reduction in energy use
  - Recycling and better waste management
  - Water reduction and recycling
  - Community gardening and local food production

## Sustainable Transport

4.10 Transport and movement within and across the Gilston Area is identified by PfP/TW as critical to the success of the development. The transport vision aims to provide residents with the opportunity to undertake many day-to-day activities within the site and have a choice of sustainable transport modes for travel within and outside the site.

GACMT will utilise its strong community engagement to help support delivery of the sustainable transport strategy. The focus will be on supporting the Gilston Area Travel Plan Co-ordinator wherever possible, which may include disseminating information from them to residents to encourage modal shift and minimise car usage. The linked roles of community engagement, community development and sustainable transport are crucial to initiate social rides, social walks, and training and educational activities, particularly for families and children to achieve the overall placemaking goals.

## Local Economic Development

4.11 GACMT will also endeavour to maximise local economic benefit from its annual expenditure, where possible, recruiting locally and seeking to prioritise procurement of contractors and suppliers from the locality wherever possible.

## Social Value

4.12 Social value is defined as the benefit that an enterprise adds to the communities it works with, as a product of its core activities. The housing and infrastructure development funded and delivered by PfP and TW will generate significant social value for local communities in itself, but given the scale and value of its roles and responsibilities, the GACMT has potential to add significant additional value to its local communities by driving economic, community and environmental opportunity whilst delivering its role.

Subject to further work and discussion, there are three key areas of focus where GACMT social value priorities will lie:

- Community
- Environment
- Economy

All social value to be delivered, either by a contractor procured by GACMT or by GACMT directly itself, will be aimed at one or all of these key strategic areas of focus.

There is an opportunity to maximise local gains through the GACMT's service acquisition process by encouraging contractors and those bidding for work to consider social value as well as price and quality as attributes for success. GACMT can add social value as a metric against which to score such bids.

GACMT can put in place the tools and systems to collate, quantify and measure social value across the Gilston Area development. By monitoring those contributions and analysing the data, the GACMT will be able to demonstrate its contribution to the local community.

- 4.13 HGGT are currently undertaking a Quality-of-Life survey of existing local residents and community groups, which could, subject to further review, provide a baseline of key indicators which will support some aspects of the GACMT placemaking work and priorities, as well as identify some of the behavioural change initiatives which will inform the social value priorities.
- 4.14 There will be numerous opportunities that present themselves which may further the vision and aims for the placemaking agenda of the development. It is difficult to predict these but partnership with other local agencies will enable the GACMT to be seen as a credible local commissioning or delivery agency.

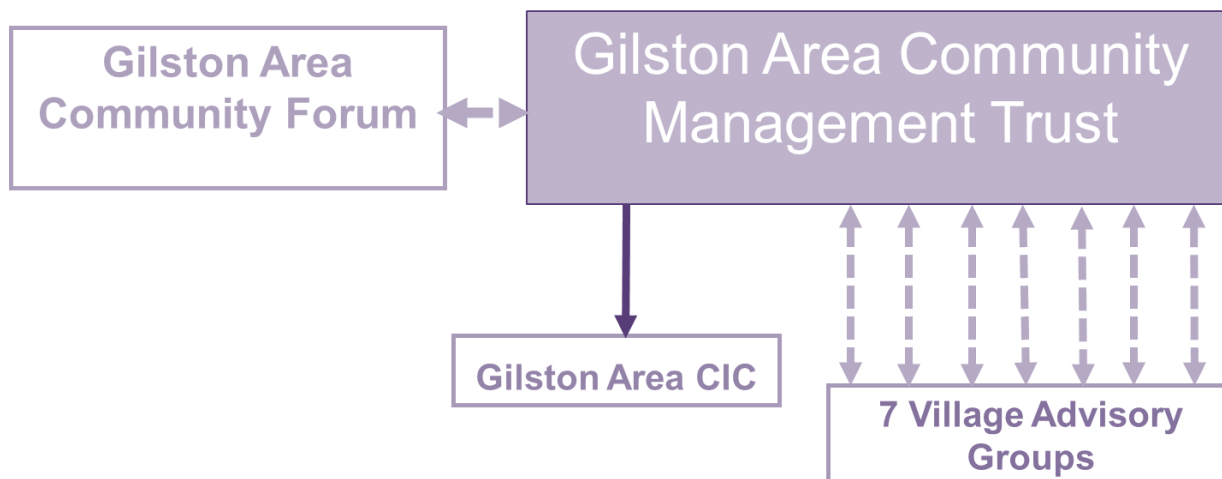
## 5. Governance and Decision Making

### Objectives and Proposed Approach

- 5.1 The governance structure for this stewardship proposal will provide the necessary legal framework for the ownership of assets and responsibility for resources, whilst also ensuring strong management and accountability for service delivery, demonstrable public benefit, and inclusive community participation. A robust and effective governance structure has been developed through consultation, capable of meeting four objectives including:
- safeguarding the assets;
  - sustaining the quality and relevance of the service delivery;
  - being resilient to risks; and,
  - involving and remaining accountable to the local community.
- 5.2 Given the context, roles, responsibilities and circumstances, PfP/TW propose a stewardship governance structure with an area of benefit covering the civil parishes of Hunsdon, Eastwick and Gilston, and based on two levels, reflecting the character of the proposed community infrastructure within the Gilston Area development and the surrounding area. This involves:
- **‘Strategic’ level** – with an overarching charitable ‘Community Management Trust’ (CMT) which will own and have responsibility for all the community assets and will also be the beneficiary of the endowment and service charge income.
  - **‘Village’ level** – with an Advisory Group for each of the seven villages, in line with the village-based nature of the Masterplanning, which will allow localised direction.
- 5.3 This two-level approach and its associated governance structures facilitates the following advantages:
- Meets the policy requirement for community ownership with localised governance.
  - Ensures a quality maintenance regime and consistency of standards in long term across the development.
  - Provides economies of scale with simplified and standard management regimes.
  - Allows all costs of management of neighbourhood assets within each Village to be fully met by an affordable and competitive resident service charge defined in individual plot purchase agreements.
  - Allows a contribution from residents towards the costs of management of strategic assets
  - Simple to comprehend and accords with understanding, expectation and usual experience of housebuilders and residents.
  - Provides best tax benefits for Business Rates, Corporation Tax and Gift Aid.
  - Provides accountability with full resident participation.
  - Minimises any risk of failure.

### Governance Structure

- 5.4 The choice of governance structure is fundamental to the nature and style of management and accountability of GACMT, and particularly to the sense of ownership and practical involvement of the key stakeholders and local residents to be built over the medium term as summarised below:



This structure involves four key elements, each of which will be amplified further in sections 5.6 to 5.9 below:

- **Gilston Area Community Management Trust** - a charitable company incorporated with Companies House as a company limited by guarantee, which would have the overall responsibility for stewardship across the Gilston Area.
- **Gilston Area CIC** - a commercial trading subsidiary, constituted as a social enterprise and wholly owned by the Trust.
- **Gilston Area Community Forum** - a wide and inclusive consultative group having formal input into the Trust's strategy. It is made of village and other representatives and is focussed on strategic, Gilston Area wide matters.
- Ultimately Seven (7) **Village Advisory Groups** - each group formed after the first occupations in each new village. Each group shall have formal input into the Trust's strategy, but will be focussed on local, village specific matters (not strategic matters relevant to all villages), including the use and application of the service charge income.

This approach:

- ensures that there is one legally accountable entity leading on stewardship and not separate bodies for each village;
- avoids the complexity of separating asset ownership and the right to income;
- avoids an overly complex "village company" structure;
- allows for an inclusive approach to both residents and wider stakeholders, and an ongoing role for the widest possible group in relation to the Trusts strategy;
- creates the potential for purely commercial activity (carried out for a social purpose) through Gilston Area CIC, to allow for generated income to be gifted back to Gilston Area Community Management Trust; and,
- maximises the tax benefits and potential use of business rates relief.

Each of these component parts are expanded and explained further below.



## 5.6 Gilston Area Community Management Trust (GACMT)

GACMT will own and be responsible for all the community assets to be transferred as described in Section 3 of this strategy and will also own the estate service charges and be the ultimate recipient of the income from any of the community assets generating a profit.

GACMT will be a charitable company, with a board of trustees appointed to manage the work of the charity. The model of a charitable limited company has been chosen as it provides a sufficiently robust but dynamic organisation structure with the necessary legal framework for the ownership of assets and responsibility for resources, whilst also ensuring strong management and accountability for service delivery and demonstrable public benefit.

The board will be accountable to the Trust's members who will include residents and the key stakeholders, as well as to the Charity Commission and to Companies House, to comply with legal requirements.

Charitable status would be obtained as it is a tax efficient structure, particularly around business rates and the transfer of assets. Subject to further specialist legal advice, the model of a charitable company limited by guarantee is proposed because:

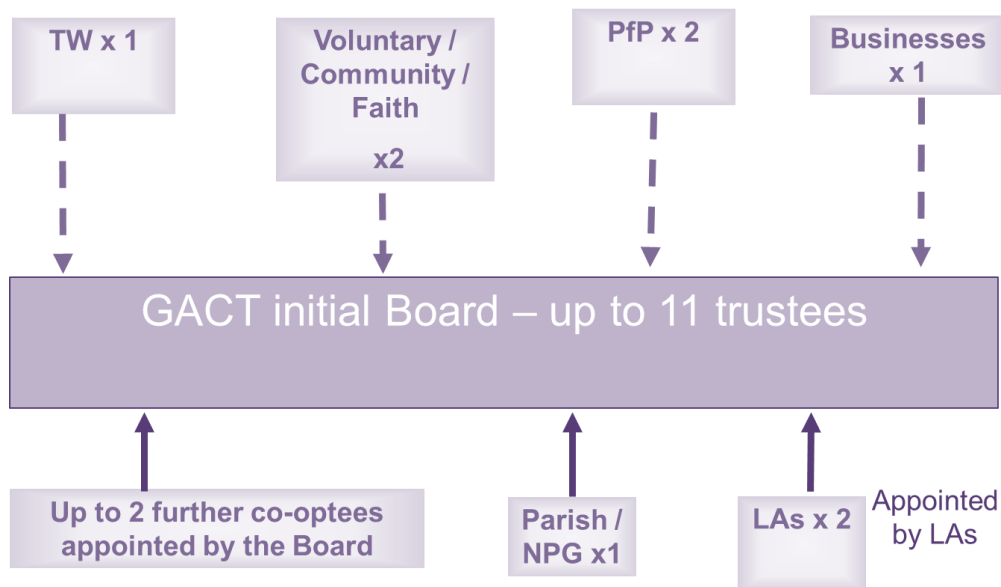
- a charitable incorporated organisation (CIO) is unable to grant a floating charge over its assets because it cannot have a register of charges. This may affect borrowing in the future, which could be important; and,
- a community benefit society model (CBS) can be less flexible in its governance, and less able to adapt to specific circumstances (including developer involvement).

The advantages of the charitable company model are that it provides:

- Limited liability for Directors/Trustees
- A democratic structure with a membership base
- A recognised model
- Not for "personal" profit
- Continuity for longevity
- The ability to enter into contracts and control some investments in its own name
- Charitable tax and rates benefits
- The ability to employ staff and enter into contracts
- The ability to raise funds and borrow money

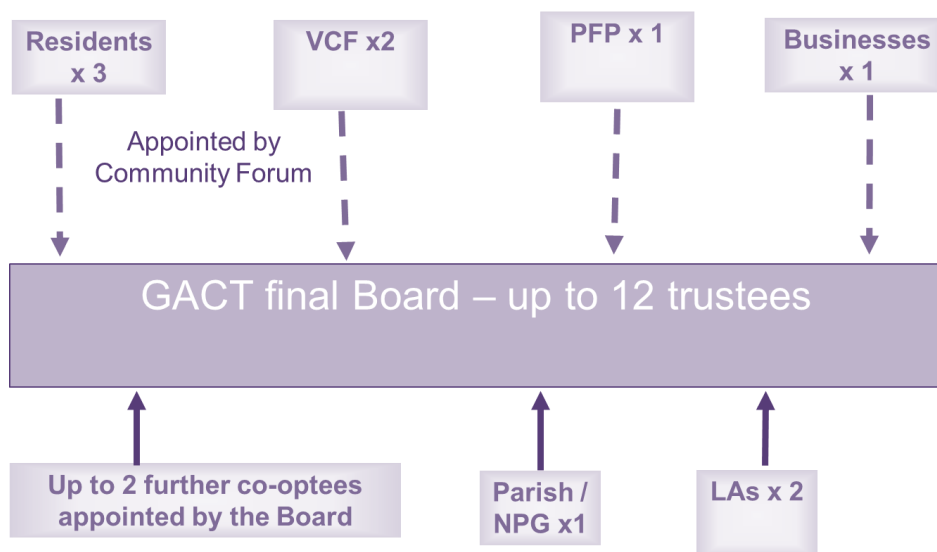
Membership structure for GACMT will enable residents of all villages to become members of GACMT, along with the non-resident directors also being members, the latter with protected voting rights.

The make-up of the GACMT board will be subject to further discussion, but will be constructed from the outset of the development (i.e., before any new residents move in) along the following lines:



This gives a broad spread of involvement whilst allowing for effective decision making. The Board would need to be focussed on delivery and operations. The Board is not “representative” in a legal sense, as all directors have legal obligations to the company (and not to any outside appointing body). The representative function would be held by the Gilston Area Community Forum (see below).

This structure will evolve during the lifetime of the development, as the involvement of developers lessens and the number of residents increases, so that by the time the development is completed the composition of the Board (subject to discussion) could be as follows:



## 5.7 Gilston Area CIC (GACIC)

There will be a requirement for at least one (possibly more) wholly owned, non-charitable subsidiary company(ies), Gilston Area CIC(s). This company would deal with all non-charitable areas of work arising from the stewardship remit, and in particular acting as the estate manager for GACMT, collecting the service charge and administering all the day-to-day operational functions of landscape and facilities management. The CIC would be VAT registered, and so provide the most efficient tax structure and relationship with between GACMT and GACIC. It would own/lease any income generating commercial assets (and manage them) that are offered by the developers as part of the delivery of the endowment strategy in order to maximise

commercial income. This would enable the trustees of GACMT to focus on strategy and public benefit and GACIC to focus on key commercial aspects with a separate and appropriately selected board.

This body will be a “community interest company” (CIC):



A CIC is a variation of a limited company that:

- requires a clear ultimate social purpose;
- gives a clear and reassuring “brand”, as a “more than profit” entity; and
- means any assets will be “locked in” for long-term community benefit.

Gilston Area CIC would operate in a clearly commercial and non-charitable way, though it could be wholly owned by GACMT as shareholder. We would recommend a smaller, focussed board who should be selected for their commercial and business expertise.

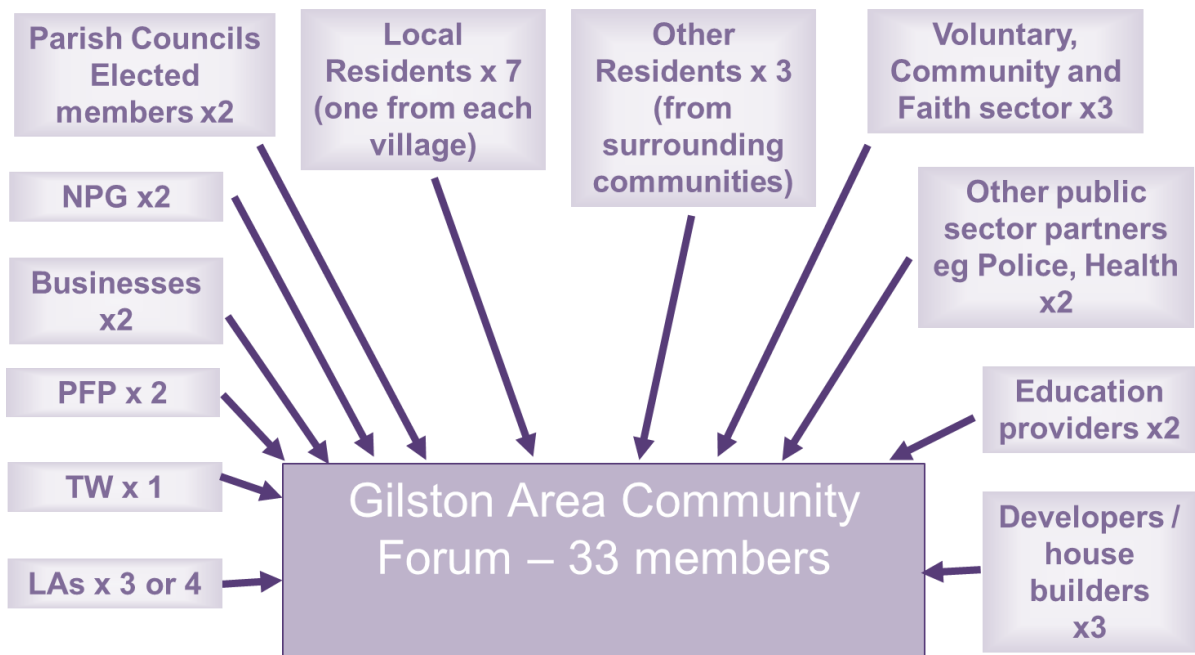
## 5.8 Gilston Area Community Forum (GACF)

The Gilston Area Community Forum would be an unincorporated, inclusive stakeholder body with a primarily consultative role.

GACMT would have an obligation, built into the constitution, to consult with the Community Forum on strategy on an annual basis, and for the Community Forum to advise on the overall forward plan. A further option would be for the Community Forum to appoint the resident and voluntary / faith sector directors to the GACMT board. This approach assists by:

- avoiding a large number of stakeholders having legal obligations through an incorporated structure;
- allowing for genuine inclusion and dialogue; and,
- avoiding the separation between ownership and operation, which could be complex given the need for service charge income to sit with ownership.

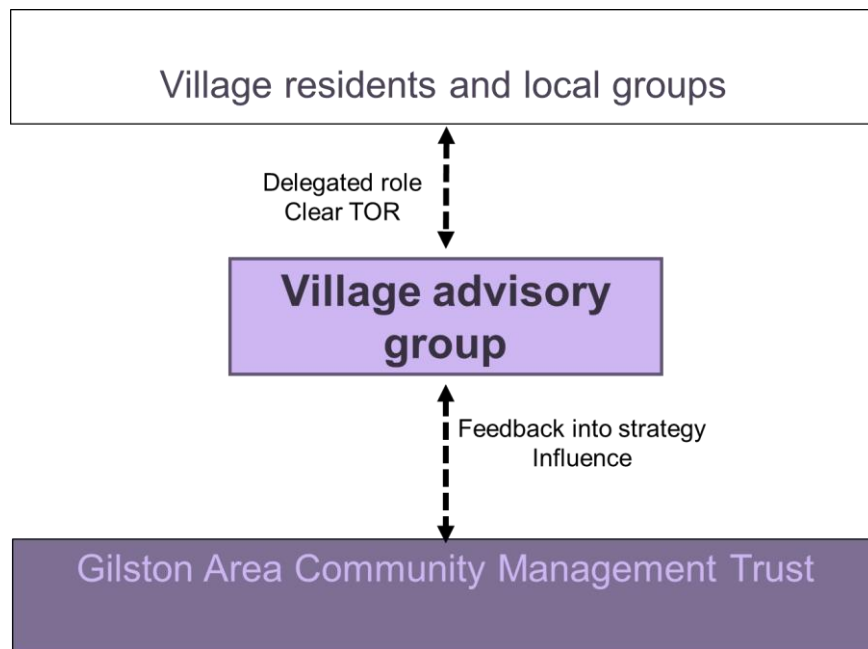
The current proposal is that the Forum have an inclusive membership along the lines of the following (subject to further discussion):



This structure is one that could give some flexibility and respond to the need to consult with different groups, as and when particular issues arise.

### 5.9 (Seven) Village Advisory Groups

It will be very important at village level to ensure there is local involvement and engagement, which will be best done through a Village Advisory Group approach which would be a part of GACMT’s governance structure:



The Village Advisory Groups will enable consultation and discussion around village based public realm, play areas and associated service charge issues at a local level, rather than across the whole of Gilston. It is anticipated that each village will have a locally set “local services” element of the service charge, alongside a “strategic” service charge levied for assets of broader community benefit across the Gilston Area development. Any strategic issues arising

through the village advisor groups can be brought up either through the Community Forum where all villages are represented, or directly with GACMT.

Where Village Advisory Groups work well, there would be the potential for them to have delegated powers on some local matters, and this approach avoids two tiers of management, the additional bureaucracy and administration of seven separate village companies, and the associated potential for variations in standards or approach. It also allows for other local interest groups to be involved in an appropriate forum.

The Village Advisory Groups will be initiated, encouraged and serviced by GACMT as appropriate, enabling them to be chaired and locally run as much as possible.

## Evolution of Governance Structure

- 5.10 The governance structure and the timetable for its development with associated requirements will be defined in the Section 106 agreement, allowing sufficient flexibility for the approach to develop over time.

The following processes are recommended for the set-up of the governance structure.

### 5.11 Shadow Advisory Board

A Shadow Advisory Board is to be formed shortly after the signing of the S106 agreement and grant of the Outline Planning Application Decision Notice for villages 1 to 6 to help inform and shape the development of the emerging new Trust. The Shadow Advisory Board will be led by PFP, and will include other key stakeholders including TW, HGGT, the District Council and Neighbourhood Planning Group. This would guide and approve the articles for the GACMT and form the charity, as well as the writing of the Business Plan. The Shadow Board should be credible, competent and able to make efficient and effective progress, and its members would be initially appointed through invitation. Terms of reference are currently under development and consultation.

The Shadow Advisory Board will ensure that relevant and appropriate consultation is undertaken with stakeholder groups for the initial planning and implementation of the stewardship strategy, following the outreach and engagement guidelines summarised in Section 4.

### 5.12 Transition to Trust Board

The Shadow Advisory Board will adopt a number of standing orders governing its operation and procedures. These will include a schedule for its transfer to an election process during or by the end of the initial development period.

Once the Articles are approved, the members of the Shadow Advisory Board can evolve into the full board of Directors and Trustees of GACMT, with most members of the Shadow Advisory Board expected to become Directors in order to provide continuity, with additional places filled with wider stakeholder groups. This Board will then be responsible for implementing the detailed Business Plan which will be prepared well ahead of first occupation.

All Directors are required to be committed to the successful development of the CMT, and so it would be inappropriate for any individual to promote their own personal or business interests while having a seat on the Board. The CMT itself must be committed to the principle of people being appointed on the basis of merit, including skills, knowledge, and competence. It will be vital to ensure a good balance of gender, age, skills and experience on the board of Trustees. Directors will be unpaid appointments.

## Parish Council

5.13 There are currently two existing Parish Councils covering the Gilston development area, Eastwick and Gilston Parish Council and Hunsdon Parish Council. Given the scale of the new development both in terms of geography and numbers of new houses, it would be in the interests of both the existing parish councils and the new development for East Herts District Council to plan to create a new Parish Council for the Gilson Area to match the development area.

In the meantime, it is expected that GACMT will work closely with the existing Parish Councils, and any successor Council(s), to ensure local needs are met and there is consistency of standards across all areas within the Gilston area.

## 6 Finance and Resources

- 6.1 The structure of finance for the Stewardship Strategy is a crucial aspect in determining its ability to be viable, both in the short and the long term. It is vital that the stewardship organisation is viable, both during the development and in the long term once the development is complete. A financial model has been prepared for the duration of the construction period and beyond, establishing principles that ensure financial self-sufficiency in the long term (i.e., once the development is complete) through income derived from an annual levy from both residents and commercial tenants, and also endowed assets and community facilities. The proposed Trust will be underpinned in the early years with revenue and start-up funding through contributions from PfP/TW.
- 6.2 Over the course of the development the GACMT's long term stewardship responsibilities will grow to include:
- The management and maintenance of all the public open space.
  - Endowed community facilities serving a variety of needs.
  - Roles in community creation/development and engagement on future development.
  - Administrative and support costs in respect of the above.
  - An endowment to generate income.

These responsibilities extend in perpetuity, meaning that GACMT must plan in the short term to maintain sufficient funds for longer term requirements, including the enhancement and replacement of assets at points in the future (i.e., sinking funds).

- 6.3 Public open space and community assets will not be transferred to the GACMT until their operation and management have been costed and funding arrangements agreed at key milestones, the framework and commitments for which will be set out in the planning and stewardship documents and enshrined in the S106s. Until the point of transfer, the Applicants and future housebuilders will retain responsibility for their management and funding. If at the time of transfer any revenue shortfall of the asset has been identified solutions to account for this will be put forward by the Applicants and future housebuilders.
- 6.4 The GACMT will receive income from a range of sources to meet the establishment and maintenance liabilities, including endowments from the Applicants and future housebuilders (monetary and income generating assets), income generating activities (such as the hiring out of community facilities) and a resident and commercial service charge. A financial model will be prepared in the Outline Business Plan which sets out the framework and timing for how the anticipated management and maintenance costs will be calculated and resourced, which will be refined as public open space and community assets are developed through the design and planning process.
- 6.5 The annual expenditure incurred to support stewardship and the GACMT will fall into four main headings:
- Management and maintenance of Green Infrastructure and play spaces including sinking funds for long term replacement.
  - Facilities Management including maintenance, operation and sinking funds of the Community facilities.
  - Core infrastructure costs for the stewardship organisation, financial management, promotion, staff and operations.
  - Project costs for community development, activities and service delivery.

In the first few years, whilst the first phases are being built, revenue shortfall funding will be drawn down from PfP/TW to meet identified liabilities, including the development and operating costs of the GACMT.

## Financial Strategy and Model

- 6.6 GACMT has to be viable in the long term. To be viable, it will need to ensure that it has sufficient income to meet its responsibilities and associated liabilities and in particular, to ensure that it has sufficient revenue to be able to maintain and manage the community infrastructure in perpetuity.
- 6.7 In the first few years, whilst the first phases are being built, required levels of revenue shortfall funding will need to be drawn down from PfP/TW to meet the GACMT's development and operating costs. The principles underpinning this financial model are, therefore:
- a) PfP/TW to provide start-up funds for the GACMT.
  - b) PfP/TW to provide sufficient revenue support for landscape management and for sinking funds for play spaces until the stewardship organisation becomes self-sustaining.
  - c) PfP/TW to provide capital funding to the stewardship organisation for furniture, fittings and equipment.
  - d) Provision to be made in relevant legal documentation on the sale of property for an estate service charge to be made to contribute towards the GACMT running costs.
  - e) For GACMT to generate income from some of its facilities to contribute to its operating costs.
  - f) For GACMT to be endowed with suitable income generating assets and/or financial endowment to help meet its liabilities.
- 6.8 In the medium to long term, the GACMT will have seven main areas of income open to it:
- Further grant support from PfP/TW, who will in effect be underpinning financial liabilities during the development phase.
  - Unit charge on all residents and commercial space within the new development.
  - Income derived from endowed assets (land, property and/or money).
  - Sessional use and letting of Community Centre and charges for the use of community assets as applicable and appropriate.
  - User charges for activities provided directly by the GACMT.
  - External grants or project management fees.
  - Interest on reserves and endowment.

With the scale of the community facilities to be provided and the anticipated activities, it is likely that most of these funding sources would be utilised. The governance structure has an important bearing on the likelihood of being able to access some of these income sources.

Experience has shown from other similar developments that a stewardship charge made on households (index linked) provides a steady income that can be applied towards maintenance of play areas and open spaces, and community activities, which also gives new residents an automatic stake in the CMT. This is likely to be based on an agreed formula, such as rating bands or number of bedrooms and eventually expected to meet just over half of the costs of the Trust's annual operating budget. More work will be required based on the proposed housing mix to ensure parity and adequate income to GACMT, which will be set out in the financial model within the Outline Business Plan.



PfP are currently in receipt of income from the existing farmland across the Gilston Area. Further work will be undertaken through the financial model to determine the scale and nature of this income, and its potential application to the delivery of the Stewardship Strategy.

In addition, early discussions should take place with the Parish Councils to discuss the option for an annual rebate (or in-kind services) to be paid to GACMT given that Parish precept will be collected from the new homes within the Gilson Area but fewer services provided compared with other residents of the Parishes.

## Endowment Strategy

- 6.9 The Section 106s will provide for the endowment of capital funding which can be invested by GACMT to generate income which is likely to eventually meet about a third of the costs of the Trust's annual operating budget, and to provide financial security in the long term to GACMT.

The details of the precise application of this investment funding will be determined over the coming years through joint agreement between PfP/TW, EHDC and the trustees, and it may be provided either in the form of commercial estate (i.e., income generating assets) or cash endowment to provide for the acquisition of an investment portfolio designed to deliver long term income security. It is likely that the GACMT trustees will want to ensure an investment portfolio which contains a range of retail, commercial, residential and financial assets which protect against changes in the market and provide secure long-term revenue. It is intended that all income derived from investments identified within the endowment strategy will be applied directly for the furtherance of the Trust's charitable objectives.

The letting of property is not deemed a 'trading activity' for a charity and a charity may let property as part of securing rental income to support its charitable objectives. Accordingly, the Trust is not required to establish a trading subsidiary for this purpose. The need for a trading subsidiary would flow from any more direct profit motive-led trading activity, for example Trust trading its services beyond the area of benefit.

However, it is not possible to accurately predict the future levels of commercial estate income at this time given the early nature of the development and nature of the commercial and economic cycles, particularly when taking a long-term view. The Trust will apply particular attention to assessing the risk and adopt suitable mitigation plans to hedge and manage future risks to its income base.

Though the primary purpose of the commercial estate will be to underpin the charitable objects through its related income, a commercial property interest also opens up options for an offer to the local community (potentially with opportunities for local resident business start-up space, or small office/workspace/retail facilities for small local enterprises) Accordingly, with a new community of significant scale, there are good prospects for the Trust to take an active role in promoting local employment and a strong micro economy, as contributors to its overall objectives, through taking a direct interest in commercial property.

## 7. Delivering the Stewardship and Governance Strategy

- 7.1 This Stewardship Strategy sets out a vision for the stewardship of the Gilston Area and the principles and approach underpinning its delivery. This section will summarise the important processes and documents that will build on, guide and take forward the implementation and delivery of this Strategy, the main details of which are set out below.
- 7.2 The Gilston Area project will be delivered over a 20 plus year period and, despite the years' worth of progress made to date, the project is still at a relatively early stage in planning and design terms. Outline parameters for the development have been defined and, working alongside the local authorities, Garden Town partners, the community and key stakeholders, these will be developed into a masterplan for each village and the strategic landscape area. Beyond that, detailed reserved matters applications will be prepared for each parcel/building/element of infrastructure including the public open spaces and community assets.
- 7.3 PfP/TW will use the vision, aims, principles and objectives set out in Section 2 above to form a clear framework that will guide and inform the detail of the stewardship arrangements. This will allow all parties to tailor the stewardship arrangements to best fit each asset/area as it comes forward, with protective mechanisms put in place, whilst also providing flexibility to respond to the evolving needs of the environment and communities.
- 7.4 The four key pillars of a successful stewardship solution as set out above will further planning and development:
- **Community Infrastructure** – The scope of the community infrastructure to fall under the responsibility of the GACMT will become better defined and evolve as the development progresses through the planning and design process.
  - **Community Wellbeing** - The needs of the community and how best to respond to create an inclusive, diverse and cohesive community will become clearer and constantly evolve as the development progresses and residents move in.
  - **Governance** – The proposed governance structure set out above is implemented with the detailed constitutions, practical actions and considerations for delivery further refined and agreed.
  - **Finance and Resources** – As development of the three pillars above progresses, the finance and resourcing plans will be defined and put in place, based on the principles set out in Section 6 above.

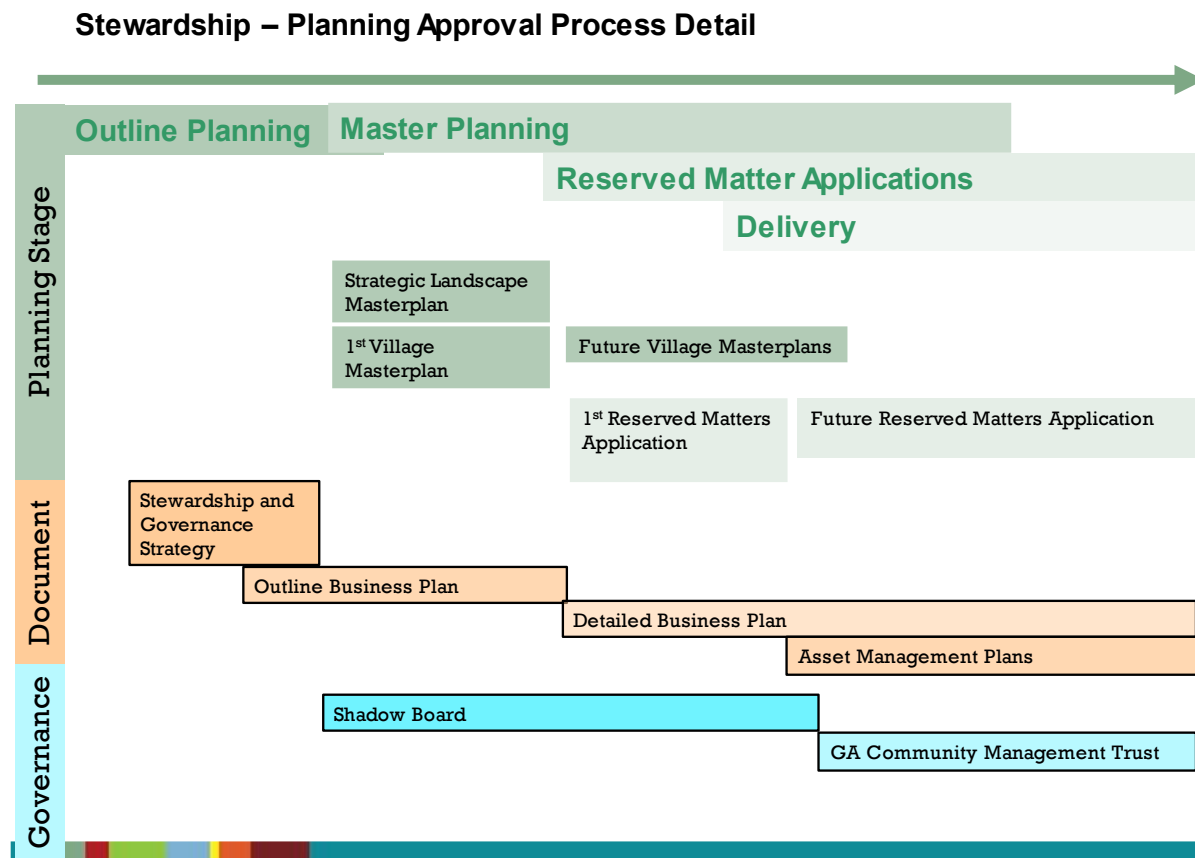
The next steps, deliverables and milestones for delivering the Stewardship and Governance Strategy and implementing a successful stewardship solution are set out below.

### Next Steps

- 7.5 Implementation of the Stewardship Strategy can be split into three inter-related areas, all of which then lead to the ongoing long-term management of the land and facilities:
- Planning approvals and S106s (securing the regulatory framework to ensure the organisational structure and delivery actions and resources are directly linked to when the necessary detail is available – i.e., at the determination of the Outline Planning Application, Strategic Landscape Masterplan, Village Masterplans and Reserved Matter Applications)

- Business planning and asset transfer
- Governance - Organisational set up

The proposed delivery and interrelations between these three areas are set out in the following flow chart, and explored in more detail below:



## Planning Approvals and S106s

7.7 Development of the long-term stewardship proposals will be progressed alongside the ongoing phased planning process comprising of the Outline Planning Application, Strategic Landscape Masterplan and Village Masterplans, and Reserved Matter Applications for community infrastructure and all other development.

All of the main outputs set out in this Stewardship Strategy will be integrated into the S106s for the Gilston Area to provide a framework which will define the trigger milestones for subsequent approvals linked to the incremental development stages for each aspect of the community infrastructure across the area. The S106s will also conclude the exact long stop dates for formation of the Shadow Board and GACMT.

This framework within the S106s will ensure delivery, management and that the associated detail required to progress and deliver the Stewardship Strategy comes forward at the right time.

Every aspect of the development, and therefore the future requirements and associated documents for the next level of detail for both the strategic and village-based community assets, will be intrinsically linked to planning gateways and milestones.

This will include commitments from PfP and TW to establish and adequately resource GACMT.

## Business Planning

7.8 There will effectively be three levels of Business Planning deliverables going forward:

- **Outline Business Plan:** To build on the Stewardship Strategy, providing further details on implementation process, community engagement and timetables, with a financial model with indicative budgets.
- **Detailed Business Plan:** To build on the Updated Outline Business Plan, providing further details on assets as more detail is developed as future Masterplans and Reserved Matters Application come forward. To include timetables, transfer details and updated financial budgets.
- **Asset Management Plans** - Every community asset or facility will have a management plan which will be submitted and approved through the planning process, the relevant details of which will be incorporated into the detailed Business Plan.

These are expanded further on the next page.

## Delivering the Stewardship and Governance Strategy - Deliverables

<b>Deliverable</b>	<b>Planning Stage</b>	<b>Purpose</b>	<b>Contents/Scope</b>	<b>Milestone/Trigger - to be finalised in S106</b>
<b>Gilston Area Stewardship and Governance Strategy</b>	Outline Planning Application	To set out a) the aspirations, key features and approach to the long-term management, maintenance and community use of all the community land and facilities; b) a robust, viable, democratic and participative governance model; c) the roles and responsibilities (scope) to be addressed by the stewardship solution; d) the financial principles underpinning the anticipated expenditure headings and income sources to ensure viability throughout.	See Gilston Area Stewardship and Governance Strategy. To reference commitments to deliver community land and assets in OPA and S106. Principles for income and expenditure to ensure viability. Proposed governance structure.	Draft agreed by OPA Committee and final document by execution of S106.
<b>Outline Business Plan</b>	S106	To build on the Strategy, providing further details on implementation process, community engagement and timetables, and to include a financial model with indicative budgets	See Outline Business Plan Contents. Details on community land and assets and triggers/phasing to be updated based on agreed S106 commitments and used to prepare draft financial model for whole scheme. Details on establishment of Trust/governance to be developed with clear delivery framework.	To be agreed.
<b>Update to Outline Business Plan (only required if Detailed Business Plan not in place prior to submission of next Masterplan)</b>	Strategic/Village Masterplanning	To update the Outline Business Plan, providing further updated details on assets within Masterplan and associated timetables and transfer, with updated financial budgets	As Outline Business Plan. Updated to reflect further clarity on assets and timings in latest Masterplan.	With Submission of each Masterplan until Detailed Business Plan in place

<b>Deliverable</b>	<b>Planning Stage</b>	<b>Purpose</b>	<b>Contents/Scope</b>	<b>Milestone/Trigger - to be finalised in S106</b>
<b>Detailed Business Plan</b>	Reserved Matter Applications	To build on the Updated Outline Business Plan, providing further details on assets within each Reserved Matters Application and associated timetables and transfer, with updated financial budgets	* See Detailed Business Plan Contents. Detail on community land and assets in Masterplan(s) updated based on RMA. Developed plans for community engagement and development activity. Financial model for whole scheme based on updated list of community land and facilities in RMA, extrapolated assumptions for remainder of development. Detailed timetable and actions for delivery of Trust and associated bodies.	Submission of RMA which includes the first community infrastructure.
<b>Updates to Detailed Business Plan</b>	Reserved Matter Applications	To build on the First Detailed Business Plan, providing further details on assets within each Reserved Matters Application and associated timetables and transfer, with updated financial budgets	As Detailed Business Plan Contents. Updated annually or if required to reflect material changes in RMA.	Updated annually thereafter or if material changes due to future Masterplans or RMAs
<b>Asset Management Plan</b>	Delivery	To set out details of the individual community asset and its routine and planned maintenance requirements, along with the proposed management arrangements, and estimated maintenance budgets and how those costs will be covered in perpetuity.	To set out details of the proposed management arrangements the individual community asset including; technical details, timing for delivery, routine and planned maintenance requirements, arrangements for use, handover process to ensure meets quality requirements and is fit for purpose, estimated maintenance budgets and how those costs will be covered in perpetuity.	Prior to transfer of each community infrastructure land/asset to Trust.

## Governance - Organisational Set Up

7.9 The proposed stewardship governance structure set out in Section 5 will be implemented in stages to mirror the progression of the project and the seamless transition from one stage to the next as summarised below:

<b>GOVERNANCE BODY</b>	<b>PURPOSE</b>	<b>ESTABLISHED BY</b>
Shadow Advisory Stewardship Board	To advise PfP, TW and EHDC on the development and implementation of the proposed Stewardship Trust and the associated creation and maintenance of assets, community development and strategic site development until the Trust established.	Backstop date of 6 months after S106 executed/OPA Decision Notice issued.
Trust Board	To be responsible for and govern Gilson Area CMT	Backstop date of prior to the earliest of the first occupation or transfer of the first community infrastructure
Community Forum	To act as a two-way sounding board, with and between residents and community stakeholders, and the GACMT	Within 6 months of first occupation
Community Interest Company	Manage commercial assets and operate non-charitable areas of work arising from the stewardship remit	By first occupation
Village Advisory Groups	To act as consultation and advisory group between residents for each Village and the CMT	Within 6 months of first occupation for each Village

Governance arrangements will be secured at the time of planning permission and implemented from the outset of the development. A Shadow Advisory Board will be formed of the principal stakeholders which will plan and establish the Trust prior to first occupation, and then become its founding Directors whilst the organisational infrastructure is put in place and the early activities are planned and implemented.

## Organisational Development

7.10 GACMT and its associated structures described above will need to be put into place through due process and in good time, which will require both executive and governance functions to build the organisation, all of which will require careful planning. The Outline Business Plan will set out the next steps which will cover off the implementation plan required to set up and implement the governance, finance and banking, staffing, and the asset development and transfer process.

The Stewardship Strategy will be delivered in stages. GACMT will be established prior to first occupation and respond clearly to the expectations of partners, stakeholders and local residents. The objectives for the first eighteen months leading to first occupation of the development are to:

1. Build the Trust infrastructure through engaging key partners, appointing Trustees, and building skills and capacity.
2. Plan and prepare the management arrangements for the open spaces and the timing of the transfer of responsibilities to the Trust.
3. Develop practical project initiatives that meet the Trust's aims with regard to the needs of the existing community and the arrival of the first new residents, to achieve demonstrable success(es).
4. Plan and prepare welcome packs, events and other activities as residents begin to occupy homes, as mentioned in section 4.
5. In conjunction with PfP/TW to refine the funding model for the Trust.

The principles expressed throughout highlight local ownership, community benefit and mutual support. Implicit within these principles is an entrepreneurial approach and culture, vital for the Trust's long-term growth and success.

## Staff

7.11 GACMT will be built upon the enthusiasm and qualities of the people connected with it. These will include the key partners, the voluntary Trustees, the staff who coordinate the operation and running of the CMT, the community volunteers who assist, and the service providers and users of the facilities.

The independent status of GACMT will require the appointment of an executive team to initiate and undertake the practical day to day tasks as required by the Board of Directors. The key tasks (non-exhaustive) can be summarised as:

1. Setting up GACMT and its organisational infrastructure including trustee board, GACIC, Community Forum and the Village Advisory groups
2. Liaising with PfP/TW over the specification and maintenance plans for the strategic open spaces, the village public open space, and for design and fitting of the community facilities.
3. Ensuring the effective asset transfer, maintenance and operation of the land and open spaces, any endowed assets, and the community facilities once they are transferred to the Trust to fulfil their uses and respond to community and leisure needs.

## Meeting the Objectives and Principles

7.12 PfP/TW will implement measures to ensure regular reviews of the activities and progress of GACMT and the delivery of the Stewardship Strategy. The focus of these measures will be on achievement against the objectives and the adoption of the principles as set out in section 2.



# APPENDICES

## **APPENDIX A: Business Plan Contents**

### Outline Business Plan

#### Summary

1. Introduction
  - 1.1 Background and Context
  - 1.2 Community Management Trusts
  - 1.3 Key Drivers
  - 1.4 Aspirations for the New Development
  - 1.5 Purpose and Parameters of this Outline Business Plan
  - 1.6 Strategic Issues Arising for Business Plan
2. Gilson Area Community Management Trust
  - 2.1 Vision
  - 2.2 Aims and Objectives
  - 2.3 Principles Underpinning Gilson Area CMT
3. Programme and Activities of Gilson Area CMT
  - 3.1 Management of Public Open Spaces
  - 3.2 Community Buildings
  - 3.3 Community Engagement and Development
  - 3.4 Community Services
4. Governance
  - 4.1 Principles of Governance Structure
  - 4.2 Responsibilities of Board of Trustees
5. Personnel
  - 5.1 Staff
  - 5.2 Service Partners
  - 5.3 Volunteers
6. Finance
  - 6.1 Financial Strategy and Model
  - 6.2 Financial Management
7. Operational Management Plans
  - 7.1 Office and Equipment
  - 7.2 Insurance, Policies and Procedures
  - 7.3 Suppliers and Sub-contractors
  - 7.4 Quality Management

8. Marketing and Communication
  - 8.1 Tools for Communication and Promotion
9. Action Plan
  - 9.1 Short Term Priorities

## Detailed Business Plan

### Contents Summary

1. Introduction
  - 1.1 Background and Context
  - 1.2 Gilston Area Development and Surrounds
  - 1.3 Purpose and Parameters of this Detailed Business Plan
  - 1.4 Strategic Issues Arising for Business Plan
  
2. Community Trust for Gilston Area
  - 2.1 Vision and Mission
  - 2.2 Aims
  - 2.3 Values and Principles Underpinning the Trust
  - 2.4 Development Timetable
  
3. Programme and Activities of The Trust
  - 3.1 Strategic and Village Asset Indicative Schedules
  - 3.2 Landscape Management and Maintenance
  - 3.3 Facilities Management
  - 3.4 Community Engagement, Consultation and Development
  - 3.5 Community Events
  - 3.6 Management of Commercial Estate
  - 3.7 Other
  
4. Governance
  - 4.1 Principles for Governance Structure
  - 4.2 Governance Structure
  - 4.3 Setting Up the Trust
  
5. Partnerships and People for Programme Delivery
  - 5.1 Executive Tasks and Staff Structure
  - 5.2 Staff Roles
  - 5.3 Service Partners
  - 5.4 Volunteers
  - 5.5 Training and Development
  - 5.6 Parish Councils
  
6. Finance
  - 6.1 Financial Strategy and Model
  - 6.2 Income and Expenditure Budgets
  - 6.3 Financial Management and Reporting
  
7. Endowment Strategy
  - 7.1 Funding Principles
  - 7.2 Commercial Estate
  
8. Operational Management
  - 8.1 Policies and Procedures
  - 8.2 Insurance
  - 8.3 Systems
  - 8.4 Equipment
  - 8.5 Operating Premises

9. Marketing and Communication
  - 9.1 Communications Strategy
  - 9.2 Tools for Communication and Promotion
  - 9.3 Community Outreach, Engagement and Consultation
10. Risk Management
  - 10.1 Risks and Mitigation Strategies
  - 10.2 Risk Management Framework
11. Action Plan
  - 11.1 Objectives and Priorities for 2024/25 and Beyond
  - 11.2 Timetabled Action Plan

## **Appendices**

- A. Gilston Area Site Plan
- B. Trust Objects from Articles of Association
- C. Scope of Landscape Management
- D. Board of Trustees Terms of Reference
- E. Chair of Board: Role Description
- F. Terms of Reference of Sub-Committees
- G. Job Description of Trust Chief Executive
- H. Trust Start-Up Budget
- I. Income and Expenditure Budget with Key Assumptions
- J. Policies