



WestminsterResearch

<http://www.westminster.ac.uk/westminsterresearch>

Mixed communities: good practice guidance for management and service provision

This guide has been developed by URBED with support from the University of Westminster and inputs from PRP Architects on service charges. The URBED team was led by Dr Nicholas Falk, and included Francesca King, Jamie Mott, and Nick Dodd, and valuable inputs have been made by Professor Nick Bailey and Tony Manzi, and by Sarah Harrison. The client was represented by Harriet Baldwin, English Partnerships and Adrian Moran, Housing Corporation.

This is an electronic version of a guide published jointly by the University of Westminster and URBED, December 2008.

It is reprinted here with permission.

The WestminsterResearch online digital archive at the University of Westminster aims to make the research output of the University available to a wider audience. Copyright and Moral Rights remain with the authors and/or copyright owners. Users are permitted to download and/or print one copy for non-commercial private study or research. Further distribution and any use of material from within this archive for profit-making enterprises or for commercial gain is strictly forbidden.

Whilst further distribution of specific materials from within this archive is forbidden, you may freely distribute the URL of WestminsterResearch.
(<http://www.westminster.ac.uk/westminsterresearch>).

In case of abuse or copyright appearing without permission e-mail
repository@westminster.ac.uk.

MIXED COMMUNITIES:

Good Practice Guidance for
Management and Service Provision



Team and Purpose of the Guidance

This guide has been developed by URBED with support from the University of Westminster, (whose good practice guide to *Creating and Sustaining Mixed Income Communities* also covers the design issues that affect success), and inputs from PRP Architects on service charges. The URBED team was led by Dr Nicholas Falk, and included Francesca King, Jamie Mott, and Nick Dodd, and valuable inputs have been made by Professor Nick Bailey and Tony Manzi, and by Sarah Harrison. The client was represented by Harriet Baldwin, English Partnerships and Adrian Moran, Housing Corporation.

The purpose of the guidance is to ensure that new communities, whatever their location, attract and retain a broad mix of residents and provide effective long-term management structures. It is intended as guidance for a number of agencies including English Partnerships and the Housing Corporation (since 1st December the Homes and Communities Agency), plus local authority planners, regeneration practitioners and housing staff, but may also be useful to developers and housing associations. It has been written in non-technical language so it can also be used by interested councillors and members of the public.

Published 2008

Front cover images: Caterham Village images courtesy of Caterham Barracks Community Trust



University of Westminster
Department of Urban Development & Regeneration
Room M143
35 Marylebone Road
London NW1 5LS
W. www.wmin.ac.uk/sabe/page-462



URBED (Urban and Economic Development) Ltd
26 Gray's Inn Road London WC1X 8HP
T. 020 7831 9986 F. 020 7831 2466
E. urbed@urbed.co.uk W. www.urbed.co.uk

URBED (Urban and Economic Development) Ltd is a leading independent research and consultancy firm specialising in the fields of urban regeneration, local economic development, sustainability and change management.

Table of Contents

ACKNOWLEDGEMENTS AND EXAMPLES CITED	ii
INTRODUCTION	1
1 WHY MANAGEMENT MATTERS	2
1.1 Addressing the challenges	2
1.2 Achieving a step change	3
1.3 Realising the benefits	5
1.4 Matching the context	6
1.5 Justifying expenditure	9
2 WHAT LEADS TO SUCCESS?	10
2.1 Fair for everyone, and well-served	11
2.2 A mixed and integrated community	17
2.3 Clean, green and safe	26
2.4 Responsive ongoing management	32
3 WHAT CAN BE DONE?	38
3.1 Meaningful partnership agreements	39
3.2 Creative community involvement	41
3.3 Quality housing management	46
3.4 Active neighbourhood management	50
GLOSSARY	54
SELECT BIBLIOGRAPHY	61
CASE STUDIES:	
Caterham Village, Surrey	
Craigmillar, Edinburgh	
Hulme, Manchester	
Greenwich Millennium Village, London	
New Gorbals, Glasgow	
Park Central, Birmingham	

Acknowledgements

With special thanks to:

Stephen Bendle
Elizabeth Brogan
Julie Cowans
Helen Cope
Nigel Howlett
John Ladd
Anna Minton
John Oldham
Alan Shrimpton
Marilyn Taylor
Rebecca Tunstall
John Walker

Case Studies and examples cited:

Abbot's Wharf, Tower Hamlets London
Ardler, Dundee
Ashford Growth Area
Berkeley Wharf, London
Lightmoor, Telford
Castle Vale, Birmingham
Caterham Village, Surrey
Craigmillar, Edinburgh
Ebbsfleet, London
Springhill, Stroud
Westergasfabrik, Amsterdam, Netherlands
Grahame Park, Barnet, London
Grainger Town, Newcastle
Greenwich Millennium Village, London
Hulme, Manchester
Muziekwijk, Utrecht, Netherlands
New Earswick, York
New Gorbals, Glasgow
North Benwell, Newcastle
Northstowe, Cambridge
Northumberland Park, London
Oakgrove Millennium Village, Milton Keynes
Park Central, Birmingham
Parkhill, Sheffield
Shenley Park (Porters Park), Hertfordshire
South Lynn Millennium Village, Norfolk
Springwell, Sunderland
St George's Wharf, Lambeth London
Vauban and Rieselfeld, Freiburg, Germany
Vathorst, Amersfoort, Netherlands

Introduction

Achieving and maintaining mixed communities will be an important priority for the new Homes and Communities Agency. It is not an optional add-on at the end of development. Instead it requires making the right decisions at each stage of planning and delivering a major project, and getting the support of a wide range of interests or stakeholders. This guidance is based on an extensive literature review *Achieving Mixed Communities* (to be found on the website www.urbed.co.uk), six case studies of leading edge schemes, interviews with researchers and practitioners, and a workshop on service charges. It benefits from previous good practice guides produced by specialists at the University of Westminster, who formed part of our team, but provides more detailed guidance on management systems and structures. It complements the new *Urban Design Compendium*, which contains a useful section on Managing Quality Places.

The Guidance is set out in three sections, and provides answers to the following questions:

1. Why management and service provision matters to achieving the benefits that mixed communities can bring
2. What leads to success, and the basic principles for successful management, with checklists of useful questions, followed by relevant tools and examples
3. How different tools and techniques can be applied, drawing lessons from case studies that have worked for the choices that have to be made

There is inevitably a degree of overlap, and we are not expecting the guide to be read in its entirety. Rather it provides a menu of options, and gives advice on how to make appropriate choices. The guidance is written in plain English, and the underlying evidence is set out in the literature review, which includes boxes summarising the key reports. The glossary of useful terms at the end of this report contains over a hundred definitions.

1. Why management matters

'Being human is itself difficult and therefore all kinds of settlements (except dream cities) have problems.'

Jane Jacobs

1.1 Addressing the challenges	1
1.2 Achieving a step change	3
1.3 Realising the benefits	5
1.4 Matching the context	6
1.5 Justifying expenditure	9

House building is undergoing a revolution. The success of the ambitious plans for new housing, set out in the Housing Green Paper *Homes for the future: more affordable, more sustainable* and the Housing and Regeneration Bill depends on making mixed communities work. Developers are being called on to not only increase the rate of building, and do so at higher densities, but also provide places where people with different backgrounds can live together harmoniously, in places that meet much higher environmental standards than in the past. The *Callcutt Review of Housebuilding Delivery* (2007) provides the best yet analysis of the barriers to building more houses in England. Its overall conclusion is the need for greater partnership working between developers, house builders and local authorities, with a new stress on community management. The partners may include private investors/developers retaining an interest in the property as a means of making new housing more affordable, which is called 'the investor model'. All the research (see literature review) shows that successful mixed communities involve much more than simply building a proportion of housing for rent. It is therefore important to understand the challenges that new mixed communities have to meet in different types of context.

1.1 Addressing the challenges

Better management is needed to avoid the mistakes of the past, create places that will stand the test of time, and meet much higher expectations from stakeholders. The challenges are formidable and include:

- **Breaking down 'walls'**, so that people no longer feel trapped or excluded within social housing. Lynsey Hanley in her account of living on estates, graphically describes some of the roots of social exclusion: *'Council estates have the effect of making people feel worse about themselves, and in turn, physically worse than other members of society, because they know that they are in many ways cut off from the mass affluence – the mass middle classes, if you like – that the rest of the nation enjoys'*. The challenge is to avoid the vicious circle of low expectations and low aspirations that exist in many mono-tenure and low income environments.
- **Shaping better places**, as many reports have highlighted, means addressing the problems associated with polarisation and residualisation of social housing, unruly

children and anti-social behaviour, and poor connectivity. In addition problems of absent and negligent management need to be addressed; for example two-thirds of new homes in London have been acquired by Buy to Let Investors, resulting in a very different mix of residents to what was expected.

- **Responding to changing markets**, as new housing must, means understanding demographic and lifestyle changes, including the growth of people living on their own, private renters, young couples, and older people whose children have left home. The number of one-person households more than doubled from 3 to 7 million between 1971 and 2005, which calls for new ways of encouraging people to interact and find shared interests within higher density developments.
- **Minimising conflicts** means using both design and management to anticipate the problems that can arise in higher density schemes, particularly when the community has not yet settled down. With people coming together from very different backgrounds, problems can easily arise from different lifestyles and the lack of shared values; the challenge is to develop forms of ‘bridging’ social capital that build ties across groups/communities both within a neighbourhood and between neighbourhoods.
- **Rebalancing communities** has become a priority in places that have become mono-cultural ‘ghettoes’, which means changing the image of areas that have lost their appeal and widening the choice in areas that have become unaffordable to young people. The Sustainable Communities Plan calls for a *‘well-integrated mix of decent homes of different types and tenures to support a range of household sizes, ages and incomes’* and integration is as much about management as it is about design.
- **Rethinking social housing** is on the policy agenda, and means responding to the ideas set out in reports like *Ends and Means*, where John Hills comments *‘In other parts of Europe, access to social housing is far less concentrated on those in greatest need, with a much wider group of income groups eligible, and as a result the sector as a whole is less stigmatised, and its composition less concentrated among the poorest’*. For that reason, our report draws on lessons from Northern Europe as well as pioneering projects in the UK.
- **Building sustainable communities** Environmental sustainability has become a major focus for policy in addition to ensuring communities are sustainable in economic and social terms. The government’s target for zero-carbon developments by 2016 in conjunction with ensuring the development of three million more homes by 2020 make it essential to learn from what works, and to know, for example, why pioneering attempts to introduce Combined Heat and Power have failed here but work well in countries like Denmark and the Netherlands.

1.2 Achieving a step change

The government’s aims are essentially complex. They want to expand the provision of affordable housing by using the public sector to lever in private investment. They also want to reduce poverty and regenerate run-down neighbourhoods, often in places that have lost their old economic role, and which contain concentrations of people who

would be classified as disadvantaged or vulnerable, and to improve standards of design and construction. The real challenge is how to narrow the gaps between rich and poor areas, as well as how to add missing rungs to the housing ladder. Government is relying largely on the private sector, as public investment is only a fraction of what is required. As private house building rates have stayed relatively constant, while inequalities have widened over the last couple of decades, there is a tough job to be done which goes far beyond what housing can expect to do on its own. Furthermore what matters is not winning design awards at the start, but maintaining quality over a building's lifetime, so that we are not having to pull areas down in another 30 years time because they are unliveable.

Increasing housing supply With average house prices in England nearly 11 times the average salary and more than 4 million on the waiting lists for social housing, there is an overwhelming argument for innovation. The Housing and Regeneration Bill sets out a commitment to build 3 million new homes by 2020. Though the target may seem daunting it is no greater than what has been achieved in the Netherlands and Sweden, countries which have also achieved higher levels of equality and environmental sustainability. The recently completed Dutch ten year Vinex programme built 455,000 new homes, of which 265,000 were in 90 new suburbs around the cities, in the process increasing the housing stock by 7.6%. This was achieved through local government playing the proactive role that is now being proposed for here, and through effective neighbourhood management.

Changing places takes time. Unlike most businesses, where changing supply is simply a question of shifting budgets, development takes many years, and '*regeneration takes a generation*'. Also changing places depends on the collaboration of a range of individuals and organisations who may have never worked together before and who have very different objectives and ways of working. The 2006 Local Government White Paper envisages local authorities adopting a 'place-shaping' role in the development of new communities, and housing is now a priority for local government. But successive reports, such as the Egan Review on skills, the Lyons Inquiry into Local Government, the Cave Report on Regulation and most recently the Callcutt Review of Housebuilding Delivery have all called for local government to provide greater leadership in place-making. What they have not done is provide the tools needed to make partnerships work.

Partnerships can pay-off

The regeneration of Grainger Town, the early Victorian heart of Newcastle, and the city's waterfront are two classic regeneration success stories. Grainger Town succeeded right next to Newcastle's West End, which is notorious for being a place people left if they could, while the waterfront was a dead area for decades. In attracting people back to live in the centre, Newcastle pioneered a partnership between English Partnerships and

English Heritage, with a dedicated management team that provided the vision, confidence and early results needed to attract private investment on a major scale. The old rivals (of Newcastle and Gateshead) across the Tyne signed a ‘concordat’ to work together, which was crucial to attracting the public investment needed to turn the area around. Gateshead’s focus on culture and design helped attract the designer Wayne Hemingway to come up with an innovative housing scheme for Wimpey that brought middle class families onto the waterfront. As a result, there is now a very mixed and successful community and a place everyone is proud of, thus boosting prospects for the adjoining areas.

1.3 Realising the benefits

‘More than half the residents of mixed tenure estates perceive no problems or benefits arising from mix; they are agnostic.’ Ben Jupp

Previous research and our six case studies show that mixed communities can be made to work, and that they offer a range of benefits. The Housing Corporation’s *Neighbourhood and Communities Strategy* stated that: ‘Mixed communities contribute to the promotion of choice and equality, avoiding concentrations of deprivation and help address social exclusion and community cohesion’. Mixed high density communities can also result in livelier streets, a better range of shops and services, and schools that equip children for a multi-cultural society. Some of the most desirable places to live, measured by rises in property values, are also ones where there is a rich mix of residents.

Successful examples of new mixed communities can now be found in every region. Some of the best known successes are where historic and waterfront locations that had been effectively abandoned have been used to attract people back, as in the case of Newcastle and Gateshead or on the Greenwich Peninsula in London. The challenge is replicating their success on a much larger scale, often in less appealing locations, which calls for comprehensive regeneration. The potential problems are known and for the most part there are proven solutions, so it should not be necessary to go back to first principles. But the management approach must be tailored to the context, and thought through from the start. The development director of the new Bournville Village in Telford believes their success comes from putting the management agency in place before anything is built, so that adequate powers and responsibilities are built into all the legal documentation. Investment in appropriate management arrangements will ensure positive outcomes for both public and private developers, and both new and existing communities. Management operates at a number of spatial levels – domestic, communal, and neighbourhood – and the table below shows how important it is that responsibilities match the situation.

Ongoing management tasks

Domestic

- Ensuring harmonious ‘living together’ despite different lifestyles e.g. those with and without children
- Enabling a mix of residents with different income levels
- Supporting vulnerable households with particular needs
- Maintaining the standards of private space which impact on the wider look of the area e.g. front gardens, rubbish removal

Communal

- Providing recreational places for all ages with scope for informal interaction
- Maintaining and monitoring common spaces to a high quality e.g. lifts and entrances
- Managing waste and rubbish sorting and removal to high and consistent standards
- Providing appropriate parking for both visitors and residents
- Providing cycling routes and pedestrian pathways

Neighbourhood

- Identifying and providing support systems for those with personal and social needs e.g. mental health issues
- Having in place appropriate and sufficient social infrastructure e.g. schools, health care, shops and services, to create a sense of community
- Improving transport links, cutting travel times and costs, and helping residents get to work and accessing services as easily as possible
- Minimising opportunities for anti-social behaviour and crime through good design and support services
- Providing realistic marketing material that describes accurately how a development will grow and fit in to the surrounding neighbourhood, and what can be expected at each stage
- Assisting in improving economic activity within the neighbourhood and providing training and local employment schemes

1.4 Matching the context

People from different backgrounds may not mix naturally and communities take time to grow and settle. They require plenty of space for informal interaction, such as schools, sitting areas, playgrounds, or even well-placed bus stops. An effective social mix also requires effective institutional arrangements. What will work best depends on the context:

- An asset endowed development trust, as in Caterham Village in Surrey provides a good management mechanism for new communities during the process when the community is growing, for example providing shops or services at the early stages of a development when they might not otherwise be viable. It can also act as the

champion for measures to promote environmental sustainability, such as community transport or measures to engage young people.

- In areas with higher levels of deprivation, such as the renewal of a large housing estate, on the spot neighbourhood management as in Hulme in Manchester pays for itself by bringing together social services, education, and environmental services. It can help in developing a sense of community, and provide quicker responses to issues such as those created when people from different backgrounds come to live together.

The value of neighbourhood management

Professor Anne Power, in a paper for The Centre for Analysis of Social Exclusion (2004) advocated neighbourhood management as the best means of stopping an area from deteriorating, and tackling the causes behind '*urban exodus*'. The ingredients for successful management are

- a dedicated manager
- a local base
- direct organisation and control
- a staff team to deliver basic services
- links to residents
- links to other services

Anne Power defines the four layers of neighbourhood management as

- basic conditions comprising environmental, security and housing services
- major welfare, public and social services
- the functions of local authorities
- special programmes and regeneration initiatives

She calculates that the total value of public support works out at around £10,000 per household, so there is potentially a lot to be managed. In identifying the components of neighbourhood management, and the different forms of community involvement she analyses the costs and benefits of the different service components and argues that neighbourhood management only costs around £70 per household per year, which is a small cost for the extra benefits that it brings.

The following tables show how the context affects the issues for management (both the management of the process of change as well as management in the longer term). Many of the tasks involve not just traditional housing management, but also neighbourhood management activities and effective delivery of services in the wider area. These are particularly important when the project involves the regeneration of existing housing estates, where much of EP and the Housing Corporation's funding is directed.

Neighbourhood and estate renewal e.g. Attwood Green, Central Birmingham (now called Park Central)

- decanting and re-housing existing tenants while redevelopment is under way

- working with community organisations to build self-confidence and employability
- allocating new housing to those who will benefit most
- attracting higher income families to live in the neighbourhood
- generating a positive new image for a once failed area
- dealing with the needs of households on low incomes, and vulnerable groups, including older people
- managing communal spaces to higher standards
- setting up effective neighbourhood management
- establishing local area agreements

Area regeneration e.g. Hulme, Manchester

- dealing with social problems that can blight an area, such as drug and alcohol abuse
- ensuring personal and property security providing the quality of services to encourage mobile groups to stay
- rebuilding the local economy and engaging the ‘workless’
- promoting social and racial cohesion
- facilitating resident involvement and delegating decision-making
- involving ‘hard-to-reach’ groups, such as immigrants and those with poor language skills

Brown-field development e.g. Greenwich Millennium Village, London

- dealing with contaminated land
- relocating non-conforming uses
- stimulating demand, for example through natural features such as water or historic buildings
- upgrading transport links
- creating a forum for involving people who want to live in the new community
- developing social infrastructure to support a growing community
- managing a public realm which may include strategic open space e.g. waterfronts
- creating mutual benefits and positive connections between the new and existing communities
- dealing with the needs of households on low incomes, including young families
- considering flexible uses of property including concepts such as ‘Lifetime Homes’

Green-field development/urban extensions e.g. Northstowe new town, near Cambridge

- responding to local objections to new housing
- providing social infrastructure at the right time
- building local authority capacity to handle major schemes

- creating positive interaction between the new and existing communities
- implementing new environmental technologies e.g. Combined Heat and Power (CHP)
- encouraging environmentally conscious behaviour e.g. reducing car use
- establishing development trusts and other vehicles for community ownership

1.5 Justifying expenditure

It is always hard to justify spending resources early on in the life of a project. Yet the ‘soft’ infrastructure that brings people together and links them with the wider world, which is sometimes called social capital, can be just as important as the ‘hard’ infrastructure of roads and utilities in determining how well a neighbourhood functions. Investment in community development can therefore be as valuable as environmental development and action to address climate change if it stops a neighbourhood from being abandoned. Hence it needs to be budgeted for from the start. In practice the costs of ‘future proofing’ a development can be relatively low if problems are anticipated. It can be reimbursed as part of the ‘Community Infrastructure Levy’ if local authorities can provide the seed capital. By monitoring all aspects of a development, including the use of checklists as well as attitude surveys, investment in social or community development can be shown to pay off in economic and environmental terms, just as investment in the public realm has been shown to pay. Lessons can be learned from recent developments, for example the new village of Cambourne near Cambridge, as well as from the earlier New Towns, which were associated with New Town Blues.

Social infrastructure in Cambourne

Cambourne is a new village nine miles from Cambridge. An evaluation made by Stephen Platt of Cambridge Architectural Research in 2007 demonstrated some failings and highlighted the importance of giving social development as much weight as physical development. On the surface the scheme scored relatively well on being fair for all with attractive well-designed housing. Residents were attracted by the green space and choice of housing. It looks like a village because it is set in a rich landscape which is managed by an environmental trust that has proved its worth. However there were also real social conflicts early on, with gangs of young people gathering, causing elderly people to be fearful, and a pub was ram-raided soon after opening. In response Cambridge Housing Society appointed a dedicated community development worker. A community hall did not resolve the lack of informal meeting places. Cambridgeshire Primary Care Trust concludes that the problems were caused by so many people arriving into the social housing at once (including people who the authorities were glad to be shot of). Residents had expectations about facilities that were not met at the beginning. They suffered not just the stress of moving, but also ‘grief’ at the loss of supportive networks.

2. What leads to success?

Leadership is the capacity to unequivocally focus on the major anxiety of the people at the time. This, and not much else, is the essence of leadership.'

J K Galbraith

2.1 Fair for everyone, and well-served	11
2.2 A mixed and integrated community	17
2.3 Clean, green and safe	26
2.4 Responsive ongoing management	32

The central idea behind good neighbourhood management is to ensure that one person has primary responsibility for the area, with accountability for project management and the coordination of core services. Successful management requires doing the right things at the right time, which calls for good leadership. This means breaking complex tasks into 'bite-sized chunks', and focussing at each stage in the development process on the factors that will most affect later stages. The successful management of mixed communities depends on getting partners to work together and contribute resources, engaging communities positively, providing quality housing management, and in situations where they are significant numbers of vulnerable people, establishing effective neighbourhood management as well. These need to be set within the changing thinking about social and intermediate housing, where the idea is that everyone has a stake, and where new developments will not only need to provide for a significant amount of social housing, but also achieve higher environmental standards as well. Experience in the Growth Areas, such as Milton Keynes and Ashford, show that trade-offs have to be made in balancing affordable housing against other priorities. We have tried to make it easier for hard-pressed staff by first explaining what each term means and referring to good examples before discussing the benefits from each option. There is also a glossary at the end for reference.

Funding infrastructure

Local authorities are starting to use tariffs to secure contributions towards the cost of infrastructure. The agreements reached in Milton Keynes over the 'Roof Tax' and in the Ashford Growth Area both involve developers contributing about a fifth of the costs of the entire associated infrastructure when they secure planning permission. English Partnerships acts as 'banker'. In addition developers are required to provide at least 25% of affordable housing, which further cuts into the profit margin. A study by Arup for the Greater London Authority suggests that the costs of building zero carbon houses (as required after 2016) will cost a further £5-30,000 per unit, or perhaps up to 10% of the sales value. In most situations, it will be unviable to expect the developer to shoulder all

these costs upfront. Hence the public sector may need to show what and when it will be contributing, particularly in areas where demand is weak or risks are high. This could include funding social infrastructure. A key requirement is therefore likely to be ensuring that the early residents really value what the location has to offer.

Four basic principles emerged from the literature review, interviews and case studies, and we have used examples from the case studies to demonstrate the stages or gateways in progressing a project from start to finish. The principles are: 1) Fair for everyone and well-served, 2) A mixed and integrated community 3) Clean, green and safe, and 4) Responsive ongoing management. A checklist of questions under each principle with examples can be used to assess competing proposals, or to design better schemes. Options are described and illustrated in the final section.

2.1 Fair for everyone, and well-served

The first and most basic principle is that services are provided on an equitable basis, meeting the needs of the whole community. Policies for sustainable communities depend on improving the prospects for people, as well as transforming place. The Bristol Accord for Sustainable Communities, which followed on from the Egan report on skills, has been adopted by other European countries and is being used by the Regional Centres of Excellence in their training work. The Accord sets out the features of places that have an enduring value, and do not have to be rebuilt after a generation or so. Two of the eight features are to be fair for everyone (which means that major new developments should fit in to the surrounding area, and make it stronger), and to be well-served (which means that either there should be enough capacity in infrastructure of schools, health and transport, or these need to be improved to meet growing demand).

At the start of planning for growth or renewal, it is essential to take stock of the current situation. The development brief should match the context in terms of densities and the mix of different tenures and house types, and also in terms of the social benefits it offers. It should specify management and maintenance requirements, and acceptable service charges, to allow these costs to be taken into account in the amount paid for the land. Developers are going to be asked to view new communities as a long-term commitment, and so risks and rewards have to be clearly identified and shared between the stakeholders, through some form of Stakeholder Agreement. Checklists can be used to ensure that the schemes have an appropriate community balance.

Stakeholder agreements (www.east-thames.co.uk) The East Thames Group has developed a set of checklists for assessing new projects against standards for both design and management, with eight elements in all. The process feeds into Neighbourhood Compacts, Estate Based Agreements and Acceptable Behaviour Contracts with residents. A good example is Abbott's Wharf, a mixed tenure high density scheme in Limehouse built at 330 units to the hectare. This has succeeded in attracting a good mix of

occupants, despite being located in one of the largest concentrations of social housing in East London. One of the new occupants, a teacher who had come from Nottingham, commented '*it's like living in a village*'.

Stakeholder or partnership arrangements are crucial to success and can take many forms. One promising approach to creating a real public/private partnership is after-sales profit sharing, which forms part of the agreement between Birmingham Council, Optima Housing Association and Crest Nicholson in Birmingham. The agreement for Oakgrove Millennium Village, Milton Keynes is interesting because it involves setting up a Commonhold Association to help ensure that covenants are enforced (and hence overcome the problem of owner occupiers avoiding contributing to maintenance costs). It should also enable more innovative forms of equity sharing, thus making new housing more affordable.

At the start of a project the biggest challenge is often satisfying the demands of the existing communities around the development. One solution is to build an asset-endowed trust into the development brief, as for example happened in the case of the Shenley Park Trust. Here the redevelopment of a former psychiatric hospital in Southern Hertfordshire enabled a rural park to be developed, with a cordon sanitaire round the development to prevent sprawl. The agreement may also specify how the investment in social infrastructure is to be funded in places that are deficient. The example of EP funding a primary school in Greenwich Millennium Village provides a good model as it helped existing residents to move in, thus breaking down some of the barriers between 'them and us'. A similar idea is being pursued for the new town of Northstowe near Cambridge, and the title of one of the reports '*Who Runs this Place?*' highlights a common issue.

Both EP and the Housing Corporation are committed to the idea of community engagement from the start of a scheme. This is needed before and not after the masterplan is drawn up and development partners agreed, to understand the local priorities and concerns. It is a way of involving local residents in decision-making processes, as happened successfully in the case of Caterham Barracks. Engagement should include all relevant stakeholders, including representatives of local groups in housing need, and should not be limited to those directly affected by the scheme.

Useful tools for getting the services right which are illustrated below include investment in social infrastructure within an agreed strategic plan, choice based lettings, and giving everyone an equity stake. Success can be measured through performance indicators such as investment and property values over time, activity levels, and the impacts on surrounding neighbourhoods, including changes in attitude over time. The questions to be answered at the start of planning, with relevant tools and examples, are listed below.

Tool

Example

How desirable is the location as a place to live?

Demographic mapping: provides visual representations of survey data that can be used to profile the local area in terms of income, age, ethnicity, lifestyles etc.

Market value: the value of a property in terms of what it can be sold for on the open market. Market value is often different from book value because the market value takes into account future growth potential.

Local area statistics: information provided by the Office of National Statistics from the Census and from other sources at many different levels to show how neighbourhoods differ from each other.

English Partnerships has been analysing the potential market for new developments such as Northstowe in Cambridge and Parkhill in Sheffield. The studies draw together data on the housing stock and population forecasts as well as demographic data. Much of this information is readily accessible through sources such as upmystreet.com, and from commercial sources which produce maps showing the demographic profiles, such as Experian and CACI. Local authorities can tap into a free source of maps showing the social profile of small areas called OAC (Output Area Classification) available from (www.areaclassification.org.uk).

What are the constraints on development?

Local housing strategy: a comprehensive assessment of housing needs and conditions that will identify constraints and produce strategies to tackle local housing problems.

Local authorities are now charged with planning for the housing needs of all their community, and this means understanding social trends. Authorities with high levels of social housing, such as some of the former New Towns, are seeking to broaden their housing stock to attract and retain professional executives. Authorities like South Cambridgeshire, where most of the housing is currently owner occupied, are requiring new developments such as

Tool

Capacity study: a study to establish how much additional housing an area can support based on the potential from available sites and existing infrastructure, and which may include consideration of population trends.

How will the development brief secure an appropriate mix?

Density matrix: a strategic framework which allocates the density of housing that is appropriate for any particular type of location.

Action planning: the participative techniques for engaging with stakeholders and/or members of a community in order to reach agreement on goals and priorities.

Stock audit: the inspection or examination of buildings or other facilities to evaluate or improve their appropriateness, safety and efficiency.

Example

Northstowe to include much higher levels of affordable and social housing.

When higher density schemes are planned in London, as at Greenwich Millennium Village, guidance is provided by the Greater London Authority on appropriate densities for the location classified in terms of accessibility and character. When this is combined with the target for affordable housing, it is possible to predict likely occupants, and hence their needs, for example, providing space for children to play, or calculating their impact on the capacity of local schools.

A range of techniques are available for involving potential residents and the surrounding community in considering options for a site, and this can include ways of developing a sense of community. A community planning weekend at Caterham Village attracted over 1000 people. The event led to the setting up of a Local Group with seven working groups, which included young people and the community management organisation. Recommendations from the groups were then negotiated and incorporated into the Section 106 Agreement between the local authority and the developer.

Tool

Example

How will development offer a better choice for local people?

Social impact assessment (SIA): the processes of analysing, monitoring and managing the social consequences of a development. Its primary purpose is to bring about a more sustainable and equitable environment for local residents.

Northumberland Park, London A social impact assessment was carried out at Northumberland park in Haringey. The study involved four groups who carried out semi-structured interviews with local stakeholders, with questions grouped around themes of particular local concern. The subsequent presentation of the findings provided valuable insights into the needs of the local community and influenced the final masterplan.

How will the social infrastructure match demand and existing capacity?

Interim uses: activities that can take place within existing buildings and facilities whilst development is still going on, and before long-term uses may be viable.

Caterham Village, Surrey Caterham Barracks Community Trust took over one of the old barracks buildings, a disused chapel, and turned it into the highly successful ‘Skaterham’ skateboard park catering for all ages. The trust has subsequently developed revenue producing spaces.

Co-location of services: maximising capacity by providing more than one service in the same building, such as education, health, or leisure facilities.

Greenwich Millennium Village, London The integrated primary school, health centre and information point are all clustered near the north western entrance to the village. The three buildings are intended to act as a focal point or ‘hub’ for the village community.

How will the social infrastructure be funded?

Financial appraisals: in working out what contribution that developers can make towards publicly provided infrastructure, an independent assessment will show what can reasonably be asked for in the light of expected sales and development costs

Public investment frameworks: publicly funded projects to support growth or renewal

The Milton Keynes social infrastructure plan has ten guiding principles and an investment

Tool

initiatives will usually package funding from a number of sources over a period of years

Tariffs: a system of charges which recovers part of the cost of infrastructure from developers according to the scale of development.

Example

model. The principles include comprehensiveness and coordination so that facilities match needs.

In Milton Keynes the cost of new social infrastructure has been estimated at £129 million, or £700 per new dwelling. Agreement has been reached with developers that they provide 75% and the balance comes from public funds together with an initial community base, and a longer term site.

How will the benefits of higher values be shared?

Equity sharing: an intermediate form of tenure between ownership and renting which enables residents to acquire a share in the value of the property they occupy rather than buying it outright.

Park Central, Birmingham The developers at Park Central have been exploring a number of equity options and a shared equity scheme is being trialled. Another option under consideration is a time-limited equity scheme for first time buyers. This would allow buyers to purchase a percentage with an agreement to purchase the balance within a limited time period instead of paying rent on the remaining share.

Are the public sector stakeholders signed up to delivering the scheme?

Public Service Agreements (PSA): a compact between public service providers regarding the standards of service to be provided in a particular scheme.

The first stage of introducing Local Area Agreements deals with children, security, health and older people, and economic development, which all affect the success of a mixed community. The aim is to pool budgets and join up local services. In an area where residents have serious concerns, it helps to know, as in the case of Kings Cross for example, that the local authority (Camden) is committed to higher standards of street maintenance through its Boulevard programme, as well as projects to tackle drug abuse. The PSA should enable vulnerable tenants to be supported by appropriate programmes.

How will everyone be given some stake in the development?

Flexible tenure: a form of shared ownership that allows people to increase ('staircase up') or decrease ('staircase down') the proportion of their home that they own.

Castle Vale, Birmingham The Castle Vale Housing Action Trust coordinated the renewal process over a period of twelve years, before handing over control of the estate to the resident-led Housing Association¹. A key part of the scheme's success has been in persuading higher achievers to stay, in part because they now have a stake in the neighbourhood, as well as providing a much greater choice of homes, most of which are one and two storey. The two remaining tower blocks are now very popular, and one of them provides ideal housing for the elderly.

2.2 A mixed and integrated community

The second basic principle is to get a good housing mix throughout the new community, which is about far more than just mixing tenures. The most successful residential neighbourhoods over time are those with a good balance of people in terms of ages and incomes. The worst are those that have ended up, in the words of Lynsey Hanley as *'holding cages for the poor'*. While the designers should be concerned to ensure the scheme appears 'tenure blind', a lot will depend on how the development is divided between different developers and types of housing. Hence at the stage of approving a masterplan, and negotiating the Section 106 Agreement, when consideration is given to Environmental Impact Assessment, there is an equal need to consider social impact, and the quality of the social infrastructure existing and planned through some form of Social Impact Statement.

The government's aim in the National Strategy for Neighbourhood Renewal is that *'within 20 years no-one should be seriously disadvantaged by where they live'*. While it is impossible to know the future, it would be irresponsible not to learn from past mistakes, or to anticipate who will be living in the development in the short, medium and longer terms. For example high density schemes in many cities have been bought by Buy to Let Investors. Demand will be affected by factors such as the size of units, and the quality of local schools. One of the problems with having too many privately rented units, is that communities then suffer from high rates of turnover which makes it harder for people to put down roots, and may mean that the children largely come from social housing, thus failing to meet one of the basic objectives. Building places in which everyone can fulfil

¹ Formally known as RSL's

their potential, benefit from what they have in common, and avoid aggravation, whatever the source of investment requires a means of maintaining the long term vision. This should not only affect the choice of development partners, and how the different agencies work together, but also how improvements to capacity are funded and managed, and what size of unit and rooms are provided at each stage of the development.

Making mixed communities work will be easier if schools serve as ‘community hubs’, as the Department for Children, Schools and Families is promoting through co-location of health, education and community services, as at Greenwich Millennium Village. The idea of ‘Extended Schools’ that are open outside normal school hours should also help provide an additional and valuable community resource, and raise the attractions of areas that suffer from low demand, as has been happening in Barking in East London, for example.

Vocational pathways in Barking

Turning schools into community hubs requires more than a readily accessible building, and a curriculum is needed that can motivate bored children, and compensate for parental disadvantage. In Barking, where results had been poor, they looked to Holland before changing the curriculum, and almost a third of secondary students have signed up for vocational courses. In the Netherlands some 60% of children are in some form of vocational pathway, and half the weekly lessons are in vocational classes doing something practical. Also up to 15% of primary pupils and 30% of secondary children repeat a year. Funding is linked to parental situation or needs. Use is made of outings and drama to bring together students from different pathways. The results can be not only happier children, but a more equal society. Barking is now making great progress, with children ‘moving forward on pathways which may be different but which have parity of esteem and which produce qualifications of equal value’ according to the Council’s technology inspector.

Other important options to be decided at this stage are how new social housing is to be allocated, which will also affect related services, so that vulnerable groups do not have to cope with inadequate public transport or local services in the early days of a scheme. A common problem is where new communities attract higher than average proportions of young families. These will require very different types of facility as their children get older, unless the development is fully integrated with the surrounding communities. Where demand has historically been weak, use might be made of what, in Craigmillar on the outskirts of Edinburgh, are called Sensitive Lettings Policies, along with agreements to integrate local and national priorities for regeneration. In most situations the masterplan should have considered prospective demand, and shown how the proposed housing mix will match demand from different segments, so that community facilities can be matched to expected demand, with appropriate community management arrangements as the Callcut Review of House building Delivery recommends.

Market segments

The Callcutt Review contains a useful framework for considering the different types of market segment and locations. The traditional housing markets are classified as first time buyers; professionals; young families; mature families; empty nesters; and retirement. The locations are city centres; inner cities; new settlements or edge of town expansion sites; and infill developments. There has also been research for the Housing Corporation into the segments of the market for social housing by the Centre for Housing and Planning Research at Cambridge. They break down RSL residents into working families, non-working poor; young urbanites; and older settled households.

Solutions to the problems of stability include forward funding social infrastructure, and providing an attractive environment that appeals to families, as for example happened with Greenwich Millennium Village. It also may involve restrictions on the sale of units, which is where Community Land Trusts (which hold on to the freehold) offer a possible answer. A lot depends on breaking down barriers and building trust. One example is the way public agencies, developers and landowners concerned with growth in Cambridgeshire are using study tours for ‘looking and learning together’ as a way of developing a Charter for Quality Growth. Success can be measured not just in the quality of the schemes that are submitted for planning permission, but also ultimately in levels of demand, resident satisfaction and turnover.

Indicators include attracting and keeping owner occupiers, minimising Buy to Let investment (to avoid problems caused by absentee landlords) and by how well the different communities interact, which might include participation in voluntary associations and activities. The DCLG guidelines for monitoring *The National Outcome and Indicator Set* proposes a set of indicators (N1-14) for assessing Stronger Communities, which includes the percentage of people who feel they belong to their neighbourhood.

Tool

How do we ensure the delivery of a mixed community?

Masterplan: a clear overall spatial framework which sets out the ideas and proposals for the regeneration of the development area and how a mixed community is to be achieved.

Example

New Gorbals, Glasgow The New Gorbals masterplan proposed dividing the area into manageable development packages for phased release. Each package was procured through developer/architect competitions based on detailed urban design briefs and fixed land prices, which were put in place to ensure that the site had an appropriate tenure mix.

Tool

Design brief: a statement setting out the design objectives for a scheme, and how different kinds of space are to be handled.

Local lettings plan (LLP): an agreed set of principles between the Local Council and the Housing Association to enable an area that has experienced prolonged difficulties to set restrictions on the allocation of properties and to project an appropriate household mix for long-term sustainability.

Choice-based letting: a system of allocating housing, where vacancies are openly advertised. It enables applicants to exercise preferences when units become vacant (as opposed to a points systems based solely on need). It is based on Dutch experience.

What measures will be taken to ensure that the development is ‘tenure blind’?

Design code: a framework establishing rules or guidelines which set out how different design issues and types of space should be tackled by developers and how ‘tenure blind’ development is to be achieved.

Example

New Gorbals, Glasgow In the early phases of the development the design brief clearly stated the need to provide viable housing for families. With this in mind, it stipulated that ground floor maisonettes with private gardens opening on to the shared courtyards should be provided so that children could have access to an easily monitored play space. This has helped ensure the site is not dominated by single households and ‘empty nesters’.

Hulme, Manchester The Hulme Housing Association ‘People First’ runs a choice based letting system on their allocations. 35% are selected from people with local community or economic connections on the main housing register, and housing need is not always the determining criteria. This means there is more of a socio-economic mix in their properties, which helps to avoid ghettoisation.

Upton, Northampton The Upton Design Code played an instrumental role in selecting the developers. It laid out the main principles and objectives that designers had to follow in their submissions. These principles also encouraged dialogue between the

Tool

Common standards for maintenance

and repair: standards can be set not only in terms of the frequency of street cleaning and grass cutting, but also the speed of response to incidents such as graffiti or damage.

Service charge agreement: a contract which establishes costs to be charged and types of services to be provided for neighbourhood facilities.

Will the size and type of unit allow for changes in people's needs and lifestyles so that they do not have to leave the neighbourhood as their circumstances change?

Nomination agreement: an agreement between a social housing provider and a local authority on how vacancies are to be allocated, and who should get priority for social housing.

Example

developers and the Upton Working Group with the aim of establishing a strong partnership, with clearly understood objectives early on in the process.

New Gorbals, Glasgow Maintenance and repair services are carried out by the New Gorbals Housing Association (NGHA). There are consistent standards across the development and work is carried out in both rented and owner-occupied properties under the same contract, generating what are described as 'massive economies of scale'. The housing association is able to employ staff five days a week, rather than one or two days as with most private sector organisations.

St George's Wharf, London Service charges paid by affordable housing residents have been kept to between £700 and £800 per annum and are priced at a cost per sq. ft. These represent a third of the charges paid by private residents who pay extra for a concierge and portage service. Management and maintenance of the public realm is all undertaken at the same level of service regardless of tenure.

Craigmillar, Edinburgh The neighbourhood has a policy of 'sensitive lettings' and an allocations agreement was signed by the main stakeholders. The agreement contained a list of items, identifying problems and recommending solutions and action points. The result of the 'sensitive lettings' policy avoided inappropriate lettings and ensured that those who move in are more likely to stay.

Tool

Lifetime Homes: a set of design principles established to ensure that properties are flexible, adaptable and accessible so that they are able to respond to changes in individual circumstances.

Example

Prices Yard, London Architects converted a row of Georgian stables into six two bed roomed houses. In order to meet the Lifetime Homes requirement they adopted an ‘upside-down’ approach, placing the living room on the top floor and the bedrooms and WC on the ground floor, where those with restricted movement would still be able to access them.

Are there adequate connections to jobs and services elsewhere?

Transport strategy: a set of plans and principles set up to ensure that the development is well connected and easily accessible in a manner that is both safe and sustainable.

Vauban, Freiburg The development aims to minimise car usage by locating car parking on the edge of the neighbourhood and providing discounts for residents who do not own a car. Cycling is encouraged and there is a viable alternative in the form of a frequent tram service into town.

Local economic development strategy: an action plan to stimulate local activity, such as retail services, employment and training opportunities for local residents.

Castle Vale, Birmingham When the project started Castle Vale had a negative value and a poor image. Redevelopment of the shopping centre has turned the area around. A supermarket was built, along with a retail park and smaller shop units. The larger and much improved retail facility has contributed to the local economy and has provided jobs for local residents.

Are there measures to build social capital early on and secure ongoing community involvement, for example in taking on responsibility for some elements?

Community hubs: places where people can meet informally at a neighbourhood or more local level.

Ardler Village, Dundee The Ardler complex is a purpose built facility which provides library and health services as well as sports facilities and a comprehensive programme of activities for all ages which

Tool

Resident empowerment strategy: a plan which sets out how residents will make a contribution to the decision making process, enabling them to make informed choices regarding the future management and improvements of their homes.

Capacity building: forms of learning that build skills and self-confidence.

Residents' association: a body that represents people living in an area or block and that monitors the standard of services, promotes communal activities with a decision-making role over certain aspects of service delivery.

Community worker: an individual who works within the local community to

Example

runs throughout the year.

Study tours for residents in Hulme helped those involved with Homes for Change to pick the right architect, and to agree what they really wanted. There are a host of training programmes to help tenants take on responsibilities and influence the design and management of renewal schemes, such as those run by the National Tenants Resource Centre in Chester. Some of the most effective involve taking groups on study tours to learn from other relevant schemes. This requires a budget for community development and a dedicated officer from the start if it is to work successfully.

New Gorbals, Glasgow New Gorbals Arts Project is a locally based scheme that is committed to producing local artwork in the field of arts-led community-led regeneration. It provides tuition and a workshop for local people and works with other local agencies to produce artwork that gives a sense of pride and ownership in their local area.

Resident associations play a key role in engendering community empowerment by allowing a formal role in the decision making process. Options include tenant management organisations (such as Kensington and Chelsea), housing management boards (e.g. Waltham Forest Housing Action Trust) and resident representation on management committees, as in Hulme. (see p39)

Greenwich Millennium Village, London A part time Community

Tool

provide support, build social capital and instigate social change.

Example

Development Manager was funded by the developer of Greenwich Millennium Village for two years ‘*with a remit to act as a catalyst for community activity*’, to build social capital across the tenures and to establish links to the wider Greenwich community. The manager was instrumental in starting up the residents’ association, as well as organising a number of community events and developing the community website.

How can improvements to infrastructure be funded out of increased land values?

Profit sharing agreements:

Park Central, Birmingham One promising approach to creating a real public/private partnership is after-sales profit sharing, which forms part of the agreement between Birmingham Council, Optima Housing Association and Crest Nicholson in Birmingham.

What measures are there to minimise common causes of dissatisfaction?

Information and mediation services: a means by which local residents can contact the developers in order to voice their concerns or simply find out about a particular aspect of the development.

Springwell, Sunderland Sunderland Housing Group (SHG) demonstrates a strong customer-focused culture enshrined in its vision, mission and values. It is easy for customers to access services through conveniently located local offices, the telephone contact centre and the website. High levels of repairs are completed by appointment, customer satisfaction is generally high, and feedback is used to improve services.

Covenants: a set of rules and principles that govern standards of behaviour and upkeep which residents are obliged to sign up to when they begin their tenancy. Sanctions are applied where covenants are breached.

Park Central, Birmingham All residents of Park Central – including leasehold and freehold owner occupiers – are bound by the same covenant which mirrors Optima’s standard tenancy agreement. This covers issues that commonly cause problems such as neighbour nuisance, the appearance of

Tool

Co-housing: consists of groups of households that form around the idea of building a community together. Housing is planned using consensus decision-making, a model that carries through to community self-management and the use of shared facilities.

Is the place robust in social and economic terms over time, for example if later phases are not built when or as originally planned?

Action planning: participative techniques for engaging with stakeholders and/or members of a community in order to reach an agreement on goals and priorities.

Interim uses: activities that can take place whilst development is still going on, when long term uses are not yet viable.

Work/home initiatives: schemes which allow properties to be adapted and used to allow residents to choose to work in their own homes; support can be provided by

Example

properties and parking. The covenant is enforced by AGES – a dedicated new housing management company set up by Optima.

Springhill, Stroud Springhill co-housing has won the Deputy Prime Minister's Award for making an 'outstanding contribution' to Sustainable Communities. It is the first new build co-housing scheme to be built in the UK and consists of 34 one bed to five bed units that share a three storey common house that has kitchen facilities and communal meeting space. Different groups look after the public spaces.

Caterham Village, Surrey The developers held a highly successful community action planning weekend which was attended by over 1,000 people. This provided local residents with an opportunity to participate in the design process, which ensured that it was more closely tied to the needs of the community.

Caterham Village, Surrey Caterham Barracks Community Trust has taken over one of the old barracks buildings, a disused chapel, and turned it into the highly successful 'Skaterham' skateboard park. The park provides a range of services, including a DJ booth and organised activities and trips for all age groups.

Greenwich Millennium village, London The development contains some live-work units, and more and more people work from home for some part of the week. By

Tool

ensuring sufficient space, and good telecommunication systems, together with information on locally available services.

Example

providing some small shop units early on, and renting them out initially to small and community enterprises, as happens in new suburbs in the Netherlands, a ‘buzz’ can be created early on.

2.3 Clean, green and safe

The third principle is to make sure that the public realm, that is the space between buildings, works well for everyone. Getting the basics right is essential to places holding their attraction and value. It also affects how existing communities treat the new development. The government’s Respect Agenda (now incorporated into the Youth Task Force) was aimed at minimising conflict and anti-social behaviour, but there is much more that can be done to stop problems emerging in the first place. Much depends on how well places are designed from the start, for example in terms of where young people can safely gather without disturbing others, and there is a host of research to show the importance of ‘informal spaces’. Many of the areas now requiring renewal have suffered in the past because the communal areas and public realm have been neglected, even though the homes are of good quality inside. The phenomenon of ‘Broken Windows’, in which minor problems can escalate because they suggest no-one cares is widely recognised. Whole estates of social housing have become stigmatised because they look different or are isolated from the rest of the community and have had little attention devoted to landscaping and the maintenance of common areas. Particularly where people will be living at higher densities, the space outside the home needs to be fully thought through in relation to all the different groups who are going to be using it, and the requirements for ongoing maintenance and management should be a priority. This may be expressed in the form of a Residents Covenant, which can be drafted before residents move in, and used as a basis for agreeing basic rules of behaviour, and what in turn residents may expect from both the developer/house builder/housing association and the relevant local authority; these covenants should establish who has responsibility for standards of service provision and should clarify how agreements can be enforced through effective sanctions for non-compliance.

There is a range of possible options for achieving higher standards, including the use of what have been called ‘Super caretakers’ (see p.30) and in areas with high levels of disadvantage the case for setting up neighbourhood management is strong. There also needs to be an adequate budget for maintaining the public realm and any community facilities, so that the costs do not all fall on the service charge, (which can unfairly affect those living on marginal incomes and cause considerable dissatisfaction if owner-occupiers feel they are having to cross-subsidise social rented tenants). There is increasing interest in the idea of setting up development trusts with endowments in the form of property, and the Ardler Village Trust provides one possible model, while others

include the involvement of established voluntary organisations such as Groundwork or the British Trust for Conservation Volunteers. One of the benefits of setting up a trust is in mobilising the time and skills of volunteers or children, but clearly this will be affected by the nature of the location, and its ethos. There are also some good examples where the imaginative involvement of young people in arts or sports schemes, such as the Craigmillar Kids In The Street (KITS) sports project in Edinburgh (see p.31), or the programme run by Sunderland Housing Association under the name Community Kids can minimise the problems that can arise from gang behaviour and spates of vandalism.

Solutions can range from local authorities taking on responsibility for the public realm to setting up bodies dedicated to the area. A community trust can work well when there are local champions and under-used resources to be tapped. Other solutions can include providing rangers or local maintenance staff, as in several estate renewal schemes in Scotland. Another is for housing associations to take on the management of the public realm, as in Park Central in Birmingham. Success can be measured not only in low crime levels and community participation, but also in resource usage, for example the low use of cars to get to work or school, and high levels of walking and cycling, with people around during the day time and enjoying the environment and landscape (as with the Sustrans cycle path in York).

Tool

Example

Who will be responsible for managing the communal and public areas?

Super caretakers: staff who have responsibility for maintenance of communal spaces and the public realm, they will also have a wider community liaison role (see also community concierges).

Muziekwijk, Utrecht The neighbourhood of Muziekwijk is divided into five areas, each with a managing caretaker who is responsible for residents' welfare and maintaining the quality of the environment. Each caretaker walks their own patch, gets to know all the residents, and is in a situation to take early action where problems arise.

Community ownership: assets which are run and owned by the local community.

Vauban, Freiburg One of the redundant barracks building on the Vauban development is maintained and run by the residents who use it as a community centre. The success of the centre has enabled a farmers' market to be established outside and a natural food store to be set up amongst the shops, both of which are in keeping with the 'healthy living' ethos of

Tool

Development trust: a not for profit community organisation with property assets which are used to meet community needs.

Managing agent: an organisation responsible for maintenance and repairs, responsibilities may also extend to the provision of on-site security.

Example

residents of Vauban.

Ardler Village, Dundee The Ardler Village Trust is responsible for establishing projects to tackle environmental, social and economic issues as they arise. It also runs the Ardler Complex, which provides a range of facilities for use by the community.

St George's Wharf, London Perevel is the managing agent at St Georges Wharf and is responsible for the running of the development and the appointment of contractors to carry out maintenance. It also provides a 24 hour emergency call response and monitoring service, backed up by CCTV, which provides support and security to residents.

Has adequate provision been made for children and young people?

Dedicated facilities and activities: facilities which are either purpose built or have been set aside for the use of one particular group of residents such as children and young people.

Craigmillar, Edinburgh The City of Edinburgh Council initiated a scheme to provide sports facilities to young people in the Craigmillar area (Kids in the Street – KITS). The scheme includes a mobile four-a-side football pitch which is used during the summer every day in 'hot-spot areas'. The scheme has been very successful in engaging young people and providing a well-structured environment to engage in team sports.

How will anti-social behaviour be dealt with?

Concierges: traditionally resident doorkeepers in blocks of apartments who check on security, and may provide small services. Community concierges will have a role in providing wider neighbourhood

Craigmillar, Edinburgh The City of Edinburgh Council has piloted *community safety concierge* schemes to assist with a range of landlord duties including: noting breaches of tenancy conditions, carrying

Tool

services.

Resident covenant: a formal agreement to engage in, or refrain from, certain acts pertaining to the property or surrounding area.

Example

out estate inspections, monitoring empty properties and undertaking minor repairs. In addition the concierges have a role in assisting with crime prevention measures and reporting anti-social behaviour.

Park Central, Birmingham A strong framework to deal with potential areas of conflict has been established from the outset by Optima Community Association. All residents of Park Central including leasehold and freehold owner occupiers are bound by the same covenant which mirrors Optima's standard tenancy agreement. This covers issues such as neighbour nuisance, the appearance of properties and parking. The covenant is enforced by the managing agent, Attwood Green Estates Management Service (AGES).

How will parking be handled?

Smart parking: parking arrangements that minimise the use of cars and external space given over to parking.

Berkeley Wharf, London Underground parking on the development frees up space for amenities and helps to create an attractive environment for pedestrians. Residents pay for each parking space they use, but the spaces are unallocated. Those in affordable housing pay a reduced sum through the housing association. Spare spaces are let out during the day to people working in London, so that the overall costs to residents can be kept down.

Car sharing and car clubs: initiatives which are aimed at reducing the amount of traffic on a development by having people sharing their journeys with other residents.

Vauban, Freiburg Car ownership at Vauban is discouraged, car parking spaces cost £10-14,000 and you pay less for a house if you agree not to have a car. There is a car club on site which people are encouraged to use to get to and from work. Benefits of reduced traffic include more

Tool

Example

space for play streets, and more opportunities to meet other people through chance encounters on the more pedestrian friendly streets.

How will healthy living be maximised?

Healthy living practices: actions to promote exercise and mental stimulation, and discourage over-eating and alcohol and drug abuse.

Caterham Village, Surrey £50 of the annual management fee goes towards a compulsory membership of the village Health Club. The Health Club has 750 members, 38% of whom are local residents. Younger residents are also encouraged to lead healthy lifestyles through the ample provision of social infrastructure such as the ‘Skaterham’ skate park and gym.

Home Zone: a residential street, or group of residential streets, with restrictions on traffic aimed at encouraging more pedestrian activity and community usage.

South Lynn Millennium Village, Norfolk All of the streets within the first phase of development at South Lynn have been designated Home Zones. Areas for community use and play have been incorporated into the street design as well as trees and plantings in order to create a more welcoming space that is safe for the community to use.

What is being done to save natural resources and tackle climate change?

Walking strategy: the provision of viable and safe pathways and pedestrian routes, that not only provides connections within the development but which also links the development to other local networks.

Schemes to promote Sustainable Residential Quality inevitably involve giving less space to cars, and encouraging walking and cycling. This can be done in a number of ways, from car-free housing developments, as in Camden, Edinburgh, Brighton and York, to encouraging people to use public transport. If more people walk or cycle, streets feel safer, and the more direct the routes, the more people will tend to leave their car behind.

Tool

Environmental trust: a not for profit organisation established to look after aspects of wildlife and the countryside

Sustainable Drainage System (SUDS): replicates natural drainage by collecting and storing rainfall and surface water run off as close to its origin as possible through a variety of methods.

Cycle provision: facilities to encourage the use of bicycles in the development. These may include the provision of cycle paths, cycle hire and parking spaces.

Environmental ethos: A set of principles that are to be used in design and management which place sustainability, energy efficiency and environmental impact at the core of both the physical and the social infrastructure of a development

Example

Greenwich Millennium Village, London The scheme was designed with a Southern and a Central Park, which is owned by English Partnerships (EP). EP also developed an ecology park which is run by the Trust for Urban Ecology, along with an extensive riverside walk. Maintenance of these areas is currently funded through a special Peninsula charge of £109 pounds per home p.a.

Ardler, Dundee The Ardler development in Dundee has two Sustainable Urban Drainage System (SUDS) ponds. These provide natural drainage for rainwater, whilst the reeds help to trap silt and filter out pollution. They also act as a habitat for wildlife and are popular amongst residents.

Vauban, Friburg Much car use in the UK is for short journeys, which are kept down in Vauban by placing parking either under or away from the buildings. This has contributed to the popularity of cycling which has risen from 18 – 29% whilst car use has fallen.

Vauban, Friburg Driven on the back of raised environmental awareness after successful protests against nuclear power in the 1970's the city of Friburg constructed the ecologically driven new suburb of Vauban. All homes are subject to strict environmental standards, alternative means of transport are encouraged and many of the buildings have solar collectors or photovoltaic cells.

2.4 Responsive ongoing management

Of course management does not stop when the development is completed and fully occupied, and so the fourth principle is to provide responsive ongoing management. With many different options and agencies, responsibilities must be clear, including support for vulnerable people. Partnership working has become the norm, and underlies all the lasting successes in the UK (and what has been achieved in the leading examples in Northern Europe). Together, local authorities and developers of all kinds can do a great deal to rescue failing neighbourhoods, and ensure that investment in new housing is combined with other measures to raise income levels and achieve social cohesion. In part this can be financed out of the uplift in land values that occurs when areas are improved, provided the right arrangements are set in place for sharing the costs and returns. A key principle is the idea of building communities together, which is well-exemplified on London's South Bank by Coin Street Community Builders, whose apt slogan is *'There is another way'*. This means being clear about *'who runs this place?'* and who is responsible for what. Some of the questions that need to be resolved in considering the longer-term management arrangements are outlined below.

The solutions to maintaining high standards can include creating a community trust which involves all stakeholders such as Ardler Village Trust. Another option is for the landlord to hold on to the freehold and the income from ground rents, as Land Securities are proposing to do in their major development at Ebbsfleet, south east of London. Ground rent can be ploughed back into a sinking fund for future maintenance and, in Hulme, Bellway is topping up the sinking fund with a proportion of the resale value. Success can be measured in terms of how well the community measures up to the original plans, how popular it becomes as a place to live, and whether residents' expectations are met. This is an approach which has been used in Cambridge to learn from the experience of the new settlement of Cambourne. A further element in higher density developments, which usually have a high proportion of flats, is to ensure that the service charges do not serve to create a further poverty trap for those living on limited incomes.

Typical components of service charges

Infrastructure maintenance: heat and light to communal areas, IT and TV services and systems, window cleaning, lift maintenance and replacement, storage of communal waste, pest control, graffiti removal, cleaning of communal areas, and caretaking

Sustainability agenda: renewable energy systems (photovoltaics /solar panels), communal heating systems (CHP, bio-mass boilers) grey water, SUDS, etc

Security: entry-systems and locks, CCTV, concierge systems, security patrols; insurance costs

Maintenance of public realm: management of communal spaces and play areas, lighting, landscaping, garden services to shared gardens and open spaces, estate cleaning, communal car parking areas, maintenance of roads and pathways

Communal facilities: residents' hall, community rooms or community centre

Hulme The area is managed by a dedicated Hulme Manager appointed by Manchester City Council, who has a dual role as Ward Co-ordinator. This is a new position as the regeneration of the area was formerly managed by a dedicated agency – the Moss Side and Hulme Partnership. The Hulme Manager is supported by a service team with officers focussing on core areas such as leisure (which includes parks), Streetscape, community safety, schools and health.

Tool

Example

How will the social and affordable housing be allocated?

Allocations agreements: principles for deciding who should be nominated for affordable housing, and how a balance is to be secured over time.

Craigmillar, Edinburgh An allocations agreement has been signed by the main stakeholders of the Craigmillar development scheme. The agreement follows a policy of 'sensitive lettings' and contains a wish list of items, with the following identified as priorities: highly trained staff; plain language information; up to date information; lettings plans; involvement in allocations; local information; vetting and probationary tenancies; voids standards; monitoring allocations and anti-social behaviour. The resulting policy ensures that inappropriate lettings are avoided (for example to people with conflicting lifestyles).

How will the private housing be sold and/or let?

Accredited landlords and selective licensing: landlords who subscribe to a code of conduct set out by the Residential Landlords Association.

In areas where the housing market has failed, and housing has been bought up by landlords whose tenants are thought to have contributed to area decline, powers

exist for local authorities to issue licences, and to require landlords to meet certain standards for the benefit of the wider neighbourhood.

Marketing: an initiative to attract residents by promoting the development under a particular ‘brand’ or ‘ethos’.

Greenwich Millennium Village, London The village was marketed as an eco-development and this identity formed an integral part of its brand. This strategy helped to attract residents who shared an ethos of environmental sustainability. This provided common ground that cut across tenure.

What levels of housing management service are to be provided?

Service charge agreements: a contract which establishes costs to be charged and types of services to be provided for neighbourhood facilities and common areas; costs should be established before occupants move in, along with agreement about how these are to be apportioned.

St George’s Wharf, London Service charges paid by affordable housing residents have been kept to between £700 and £800 per annum and are priced at a cost per sq. ft. These represent a third of the charges paid by private residents who pay extra for a concierge and porterage service. Management and maintenance of the common realm is all undertaken at the same level of service regardless of tenure.

Residents’ associations: a body that represents people living in an area or block and that monitors standards of services, promotes communal activities and may have a decision-making role over certain aspects of service delivery.

Hulme, Manchester The Hulme Alliance is a tenants and residents group that has been active in representing local people since 1986. Membership is open to anyone who lives or works in Hulme. The Alliance has worked in partnership with city council departments and a wide range of other organisations and groups. Monthly meetings are held and minutes circulated to a mailing list of about 165.

How will the quality of the public realm be monitored?

Neighbourhood quality surveys: a questionnaire distributed to residents that seeks to identify key issues and potential

Hulme, Manchester The Housing Associations seek resident feedback on neighbourhood issues through their own

problems.

comprehensive satisfaction surveys as part of their ‘customer service’ focus. They also arrange regular events, and even parties, to engage with tenants and in some cases to focus on specific issues. This has enabled them to build up a good relationship with tenants as well as to monitor and deal with issues as they arise.

Problem Solving partnerships (PSPs): provide multi-agency approaches to issues within communities where problems experienced are shared between agencies.

Craigmillar, Edinburgh PSPs were established as multi-agency groups designed to tackle recurrent problems within communities or to implement strategic policies to address common issues. Partnership working was seen as the key to addressing these problems effectively and PSPs focus on tackling the cause of the problems, not solely the symptoms, ensuring sustainable improvements within communities.

Regeneration Outcome Agreements (ROA): provide the strategic and operational framework for the community planning process and summarise the main priorities.

Craigmillar, Edinburgh The Craigmillar ROA places national priorities in the context of local needs. Each priority contains a set of core general outcomes and is monitored in relation to specific outputs, baseline indicators and longer-term targets.

Will adequate support be provided for those who are likely to be vulnerable?

Local offices: housing association offices which are located near to the community that they serve.

New Gorbals, Glasgow New Gorbals Housing Association (NGHA) was founded by a group of residents in 1989. It has a well established and strong local presence in the area and it prides itself on being closely in touch with local residents. Amongst its stated aims is to ‘contribute to the overall regeneration of the Gorbals whilst addressing the needs of the most disadvantaged in the community’.

Local health centre: a facility that has

Castle Vale, Birmingham The Sanctuary

been established to cater for the health needs of the local community.

Supported housing: housing-related support services aimed at helping people to live independently in their homes.

is a purpose built community health centre on Tangmere Drive in Castle Vale. The site houses a number of community based voluntary organisations including Home Start and MIND. It also acts as a venue for a variety of clubs and activities as well as providing space for one off events and community meetings.

New Gorbals, Glasgow In conjunction with NGHA, Carr Gomm Housing Association has instituted a system of round the clock supported assistance to enable residents over the age of 65 to remain in their own homes. The scheme provides round-the-clock assistance for elderly residents in the community rather than having to move into residential care.

How will the benefits of higher values be shared?

Equity sharing: an intermediate form of tenure between ownership and renting enabling residents to acquire a share in the value of the property they occupy.

Park Central, Birmingham In order to make properties more affordable a shared equity scheme has been trialled on two houses and six flats. Crest have been exploring the potential to offer a time limited equity scheme for first time buyers. This would be more affordable than shared equity, with buyers purchasing a percentage share and entering into agreement to purchase the bonds within a limited time period instead of paying rent on the remaining share.

How will residents in different tenures be involved in how the place is run?

Community land trust: a means by which a group, acting on behalf of potential residents, can take over land and hold it in perpetuity, thus helping to make the new homes more affordable.

Springhill, Stroud Springhill co-housing has won the Deputy Prime Minister's Award for making an 'outstanding contribution' to Sustainable Communities. It is the first new build co-housing scheme to be built in the UK and consists of 34 one bed to five bed units that share a three

Commonhold associations: a means whereby residents in a block of apartments are given legal responsibility for the freehold of properties, and hence responsibilities for maintenance, and possible allocation.

storey common house that has kitchen facilities and communal meeting space.

Oak Grove, Milton Keynes The form of property at Oak Grove allows freehold ownership of individual residential and non-residential units within a wider estate owned by the Commonhold Association. All unit holders at Oak Grove are entitled to be members of the Commonhold Association which is a limited company that owns and manages the common parts of the estate.

How will success be monitored?

Periodic assessments and attitude surveys: monitoring can include attitude surveys through questionnaires, focus groups with different types of resident, and walking around the area with members of a residents' forum to pick up any problems

Hulme, Manchester The Housing Associations seek resident feedback on neighbourhood issues through their own comprehensive satisfaction surveys as part of their 'customer service' focus. They also arrange regular events, and even parties, to engage with tenants and in some cases to focus on specific issues.

3. What can be done?

‘Accomplish the great task by a series of small acts’

Lao-Tse

3.1 Meaningful partnership agreements	39
3.2 Creative community involvement	41
3.3 Quality housing management	46
3.4 Active neighbourhood management	50

This section deals with the various techniques that can be used to tackle common issues that arise in setting up meaningful partnership agreements, creative community involvement, quality housing management, and active neighbourhood management. It sets out how to manage a mixed community in the form of simple choices or tools, though in practice there may be many more options, with success depending on using a number of options simultaneously. Evidence on the underlying problems and the organisational options is set out in the research review to make this section easier to follow. The section complements section two, which sets out the basic principles and objectives as they relate to each stage in the development process.

The subject of creating mixed communities, and breaking up mono-tenure housing estates is vast and often controversial, as can be seen from our review of the extensive literature. The overall conclusion from all the research is that while management is as important as design, there is no simple answer that avoids the need for continuing effort and resources. Hence those planning mixed communities need to get the basics right and to work towards ‘rebalancing communities’ so that they offer choice or ‘pathways’ that provide everyone with prospects, and encourage people to act as good neighbours. Duncan McLennan has suggested replacing the Right to Buy, with the Route to Buy. Guides such as *Successful Neighbourhoods* show how housing associations could move from managing stock to managing places, and build the capacity of communities to play a more positive role. The difficulty is often where to start, as the problems can seem daunting.

Nick Bailey and colleagues at the University of Westminster (2006) provide plenty of practical advice and a number of good case studies, which can be used for inspiration. Their guide *Creating and Sustaining Mixed Communities* (2006) has since been joined by a companion volume *Creating and Sustaining Mixed Communities in Scotland* (2007) (which includes interesting new case studies of the New Gorbals in Glasgow and Craigmillar in Edinburgh, both of which break new ground). Both reports stress the importance of matching the approach to the context, as challenges and funding mechanisms will differ. While opinions on the options vary, there is agreement that there are four areas where good management can make the most difference: partnership agreements at the start,

community involvement throughout, quality housing management, and active neighbourhood management in areas that are especially disadvantaged, for example where large estates are undergoing renewal, and these provide the framework for what follows.

3.1 Meaningful partnership agreements

‘Never doubt that a small group of thoughtful committed of people can change the world; indeed it is the only thing that ever has’ Margaret Mead

The first key factor for success in creating and maintaining mixed communities is for the public sector to act in partnership with private and voluntary sector agencies and to provide long-term leadership. Acting in a joined-up way provides investors and occupiers with the confidence that plans and policies will be implemented. It avoids ‘crisis management’, and the tendency to wait until problems have become unbearable before reacting. Local authority leadership is considered to be the main reason behind the success of notable regeneration schemes, such as Hulme in Manchester, Grainger Town in Newcastle or New Gorbals in Glasgow. Partnership arrangements are very evident to visitors from the UK to model housing schemes in the Netherlands, Sweden and Germany, where there is a far more positive and less confrontational and legalistic culture.

Partnership agreements in New Gorbals One of the main components of management effectiveness in mixed income neighbourhoods is that there are robust partnership arrangements with commonly agreed and understood arrangements. These should include principles for: determining a balance in the resident profile; common standards in maintenance, repair, and improvement of services; service charges; managing anti-social behaviour; and in establishing neighbourhood agreements.

A major scheme to create a new community should involve the Local Strategic Partnership. It may lead on to Public Service Agreements and a review of the allocation and selection processes. In regeneration areas, the agreement should include an economic development programme, and in all situations some kind of social development programme, covering education, health and leisure. The agreement should also provide clear arrangements for how local governance and management should be handled at different stages of the development, as the community begins to grow and mature.

Lessons from the case studies for partnership agreements include:

- Strong framework established from the outset
- Tenure blind housing
- Pepper-potted social housing where viable

- All residents bound by appropriate covenants
- Early provision of social infrastructure
- Clear development ethos
- Systematic identification of local needs
- Regeneration outcome agreements
- Uniform design across tenures and resident involvement in design guides/codes

Management options include:

- **Clustering or pepper-potting** Many options are possible, and the University of Westminster guide illustrates the distinctions between integrated, segmented, and segregated schemes. These are commonly referred to as clustering or pepper-potting. There can be cost advantages and benefits in grouping similar types and tenures of housing together. This may be essential when the scheme is developer led on private land, as in the case of Berkeley Wharf, and where the private service charges will be relatively high. In this case a private management company will usually be favoured. However, where the scheme is on public land or led by a housing association, or where the densities are lower, there is a strong case for a common standard of service, run through a management company in which all the residents can have a say if they want. It is common for major developments to have differences between locations, such as overlooking water or a park, or overlooking a road. The main roads may act as boundaries between private and social ownership, which can create a sense of stigma at worst, or at best create neutral ground where people mix, for example if there are shops along them.
- **Responsible landlords or letting controls** Controlling the number of units let out privately can be difficult, particularly if the public sector does not own the land. Schemes like Greenwich have avoided selling multiple units, and requirements can be laid down to ensure units are properly marketed for a period of at least six months to people who are going to occupy them. There are safeguards available on sub-letting, which should be part of the Neighbourhood Covenant (see next section). Where Choice Based Lettings schemes are in operation, it should be possible to agree that the tenants who are most vulnerable or have low incomes should not be placed in schemes that will depend on having a car to access jobs and services.
- **Commonhold associations or management companies** Major issues can arise where residents of a block of flats have to share responsibility for the maintenance and management of common parts, such as the lift, and also for the structure, such as the roof. A commonhold association is a means by which residents can collectively own a block of flats (and therefore deal with the issues of services and how to charge for them). Commonhold is seen as a means of setting 'local rules'. They enable covenants to be enforced through the principle of a 'rent charge'. As commonhold enables the landlord and tenants to co-own units it also makes it easier to 'staircase' up or down, that is increase or reduce the level of equity in the home, (providing, of course, there is a means of financing the shift). Hyde Housing

Association and Crest Nicholson are promoting the use of commonhold for Oakgrove Millennium Community in Milton Keynes in each of the ten developments that make up the new neighbourhood. The more common alternative is to set up a company to take over the freehold, with residents having leases, and relationships are then governed by the Landlord and Tenants Acts. Residents can own the company and elect the directors, with Housing Associations representing the social rented sector tenants, as in the case of the Greenwich Millennium Village Company.

- Community land trusts or development trusts** Trusts differ from companies by having the public good as their main objective. Where the objectives are regeneration or educational, they may secure charitable status (which offers tax advantages), and the usual form is to register a Company Limited by Guarantee (as opposed to shares). A Community Land Trust can help tackle the problem of unaffordability by separating out the ownership of the home from the ownership of the land. It has similarities with Commonhold, but is based on the idea of a not for profit trust being able to acquire land for less than market value if permission were given for housing. It is likely to be associated with an active community group and a desire to apply cooperative principles to aspects of the development, and is particularly relevant to greenfield areas, which offer the greatest scope for tapping the uplift in land values following planning permission. One of the forerunners, which EP has supported, involves a former hospital near Stroud. However there is nothing new, as the Letchworth Garden City Heritage Foundation is almost a century old. The Foundation has successfully enabled that community to deal with economic changes, from the closure of a major employer leaving a large factory, to the revitalisation of the shopping centre, thanks to the income received from properties in the town.

3.2 Creative community involvement

‘Communities are unlikely to stay engaged unless there are tangible improvements to the quality of their lives that demonstrate that organisations have listened, understood and acted on the particular issues they face relative to other communities.’ NHF guide to Community Engagement

Once there is a clear and agreed vision on the part of the public sector for how land is to be developed, it is easier to engage productively with the different communities over options and preferences. Local Development Frameworks and Community Strategies will already, in most places deal with established concerns and priorities. However the views of those who are most likely to live in the new communities are often neglected, because they are a minority. Settled communities are unlikely to welcome major change, particularly when they are concerned about the capacity of existing infrastructure to cope with growth. Effective community involvement can help in overcoming established conventions or prejudices and result in schemes that better reflect local priorities. Thus

in Hulme consultation led to perimeter blocks rather than cul de sacs, creating a much more permeable (or walkable) layout. In Upton it has resulted in 28% of the space being given over to open space, rather than 52%, thus raising development yields by 7% and enabling the provision of a better quality public realm. Effective community engagement goes beyond often irrelevant concerns about community governance, as most people do not want to be actively involved in running their neighbourhood unless something goes wrong. Instead they want to trust their representatives and to influence what happens. The best run places are ones where people lead an active life and have lots of connections (or social capital).

Useful tools for community engagement include:

- Neighbourhood profiling and market surveys** Before new housing is on the market, it is still possible to assess potential demand, and hence the kinds of community that are likely to emerge. Because local residents may well be opposed to development if they are unlikely to benefit substantially (and fear they may lose what they value), market research using opinion surveys and focus groups can help to build consensus about community priorities, and to determine the conditions under which new mixed communities would be acceptable. There is also much to be learned from information on the catchment area from which the new residents will come. Socio-demographic data is readily available the Office of National Statistics, and their map based system OAC. Additionally commercial websites such as Upmystreet provides relative data on house prices for different kinds of home at a very local level (see p.16). Housing strategies and capacity assessments will consider the profile of the housing stock against changing demand, and so are another useful source. Sometimes the best insights can come from examining maps that classify households in terms of lifestyle, such as Mosaic from Experian and Acorn from CACI. Developers tend to be influenced by recent experience, but by understanding the nature of the location, untapped opportunities can be identified, and briefs set that ensure a greater social and age mix. Mapping can also be used to show existing social infrastructure, and potential gaps, as undertaken for Barking in the Thames Gateway. Sample surveys have been used successfully by the Joseph Rowntree Foundation to provide a balanced perspective. Focus groups can probe into what specific groups of people want or would be prepared to pay for, as shown in the case of the planned eco-town of Northstowe near Cambridge.
- Housing capacity studies and density matrices** In forecasting housing demand and supply local authorities have been encouraged in PPS3 (see glossary) to undertake research into the development potential of different types of site, to ensure they can accommodate future demand. However much depends on the densities at which sites are to be developed, which in turn affects the form of management that is required. To help resolve the difficulties involved, the Greater London Authority published a Density Matrix, which relates densities to both local character - that is whether the site is suburban, inner or central and also to the quality

of the public transport links. Separately the GLA also provides boroughs with advice on the proportion of social housing to be provided in each location, backed up by a guide on how to assess the feasibility of different mixes in the light of market values. Thus lower densities and lower levels of social housing are required in South East London suburbs, such as Greenwich, than along the River Thames.

- **Charters and development frameworks** Another tool for building a shared vision is to articulate a set of principles that can become the ‘ethos’ for a new community, and that can be signed up to by local authorities, developers and their successors. This was the approach that underlies some planned mixed communities that have stood the test of time, such as Bournville in Birmingham or New Earswick in York. It is also being increasingly used as a means of engaging communities in drawing up objectives before masterplans are commissioned or approved. One example is the Cambridge Quality Charter for Growth, which has been developed through a process of ‘looking and learning’ from innovative housing schemes. This has been promoted by the local delivery vehicle Cambridgeshire Horizons and the Regional Centre of Excellence (www.inspire-east.org.uk). Significantly, the charter process has involved developers and landowners as well as leading councillors and local authority officers. The charter covers the four Cs; Community, Climate, Character and Connectivity, with ten principles for each theme. Development frameworks go further in setting out the physical features of a new development, including densities and uses for particular areas, with a timetable for different elements, such as the phasing of affordable housing. They can be a good way of turning the ideals of a covenant or masterplan into a practical form that can guide development, once planning permission is granted, and usually benefit from a process in which planners and designers can test out reactions to different options before they are fixed in legal agreements.

• **Design guides and codes** A practical way of engaging communities is through their involvement in the design principles or codes that govern future development, and this is particularly relevant where there are concerns about the character of new development and how it relates to traditional uses. The new Urban Design Compendium shows the range of possibilities. A well-publicised example is the use of consultative workshops to come up with the Urban Design Codes for Upton, an urban extension of Northampton. Thus the development brief requires there to be no more than three social houses or four flats next to each other, and rules could also be laid down to ensure that the social housing units do not all end up over the main shopping centre of a new development, for example. Some of the codes can look very technical, and it may therefore be easier to focus on some basic principles, such as whether there are to be cul-de-sacs or not, or where parking is to be provided, through the use of a design guide, as for example happened in Hulme. An important part of the process is providing interested residents with support in visiting or learning from relevant schemes, rather than leaving it to the ‘experts.’ This can include providing visualisations, and three-dimensional masterplans are

often used (though they can lead to resentment when developments are not carried out as proposed on the drawing). In future, as environmental standards are raised, for example with the target of Zero-carbon developments by 2016, the design guide and visitor centre can be an excellent way of selling the benefits of living in a new mixed community.

- **Marketing suites and local project offices** Communicating with residents is easier if there is a single point of contact. A marketing suite or centre can not only show how a scheme is expected to evolve but also display a developer's sales material. A temporary building can not only create an early impact, demonstrating that development is underway, but also provide space for meetings, thus helping the process of community development. A good option is to provide a large model in a visitor centre that can also act as a meeting place for the community in the early stages, along with sales literature and information on the area, as this will make it clear that development has not yet finished, and that the scheme is intended to be mixed. In new communities in the Netherlands, such as Vathorst near Utrecht, it is usual to commission a large model as the centre piece, and base a multi-disciplinary project team there, including specialists in community relations as well as planners, designers, engineers and financial specialists, which helps develop a team ethos, and ensures a quick response to any problems that may arise.
- **Resident forums and websites** Once it is certain that development is going ahead, there is a strong case for setting up a means of communication with potential residents, and enabling those moving in to have a voice. Resident forums or associations are frequently criticised for being unrepresentative, with the work resting on the shoulders of a few stalwarts. However this can in turn be due to insufficient resources being put into capacity building, with too much being expected from voluntary effort. Undoubtedly much can be achieved through well-designed and updated web sites, or better still email newsletters that keep people up to date with developments, such as the availability of new services or construction plans. It is also necessary to meet up with residents face to face, and here options include the use of 'round table' workshops, and a host of consultation devices to overcome some people's reticence to speak or difficulties in articulating what they mean, such as the use of pictures that can be cut out and stuck on boards. It is also important to produce easily accessible printed information, which can make clear what is planned, and what services are available where. A communication plan (along with a designated community relations officer) should form a key element in quality housing management (see below), as some of the delays in building new communities can be attributed to distrust and a breakdown of communications between developers and residents.
- **Community trusts and initiatives** Conflicts can arise because expectations are not being met. Community building is essentially a collective process, and not just a case of providing buildings. One approach that works well in situations where there are some well-informed residents with time to spare is to set up a community

development trust, and there are over 400 examples registered with the Development Trusts Association. The idea is that they should arise from shared community concerns, which can be difficult where a new community is planned, or where there has been a lot of conflict. But it is also possible to set up a trust with a charitable remit, such as to promote education or to look after an environmental asset, and this can be done in advance of the new residents moving in, as in the case of the Shenley Park Trust, which was set up by the local authority and Groundwork, with places for community representatives. Community associations tend to arise in areas undergoing a transition and where middle class residents have a foothold, and so can be hard to establish in places where there is no obvious community to relate to. In places where resident involvement is low, as in many Council estates where residents may well suffer from ‘consultation fatigue’, creative techniques may be used to maximise tenant and resident involvement. An example of this being in the North Benwell Neighbourhood Management Initiative Project in Newcastle, which engaged with both young people and local adults in a ‘Streetscene’ project to provide sporting activities. By making something visibly happen through an initiative, interest can be generated in tackling longer-term needs which may require capital investment. There is a mass of guidance on how to engage with communities and set up trusts or initiatives, and no shortage of consultants to help write bids, but there is no substitute for having individuals with a clear responsibility for community development as part of the project team, in the same way as there are experts on transport or sustainability, along with a budget for producing some early results. The work of the Quirk review on *‘Making Assets Work’* provides some excellent examples of how communities can take over and add value to municipal assets. The popularity of living in Milton Keynes is sometimes attributed to their slogan of ‘start with a park’, and a trust took over responsibility for the park, endowed with sufficient income from commercial properties to ensure standards are maintained indefinitely

- **Housing co-ops and co-ownership** Though housing co-ops are relatively undeveloped in the UK (probably because of the difficulties of getting hold of land), they play an important role in many countries, particularly in Denmark. They also underpin the success of the pioneering eco developments of Vauban and Rieselfeld in Freiburg in Southern Germany. By harnessing the energy of groups of people who want to live together, the foundations of a strong community can be built up early on. Co-ownership or co-housing can extend beyond the block of homes to public space, if it is properly resourced from the start. This could include developing and looking after children’s play areas or even car and cycle parking facilities. The pioneers in Freiburg took on responsibility for commissioning the design of public spaces between housing blocks, and subsequently looking after them. The results not only look good, with the use of sustainable drainage systems and extensive greenery, but also encourage children to play together unsupervised, thus helping their social development.

- Parish councils and community councils** Concerns about stewardship of communal facilities, and the remoteness of District Councils, can raise questions about the value of setting up parish councils, or some form of development trust. There are many management options and so it is important not to be too doctrinal, but to consider what is appropriate for the situation, and how to get most value from ‘social infrastructure’ such as sports facilities and meeting halls. One model (described in *Forgotten Resources*) is for neighbourhood centres to be run by a community association, and village halls are often run by a management committee including both user representatives and elected members of the public. Another model is for the management to be undertaken by a sub-committee of the parish council, which can bring in the necessary expertise, and also provide ongoing funding from their precept on the Council Tax. However this would not work so well in a situation like Northstowe where a new town is being built from scratch, and where Parishes have wanted to keep the new community separate. Research found that halls run by local authorities had over twice the income of village halls, but this does not necessarily mean they were used better. Providing interim facilities and enabling the community to shape what is provided is often better than facilities which are built before the community moves in. An option can therefore be to work with a group set up for a specific purpose. Trusts can play an important role in community development by identifying, and then responding to common interests, whether it be places for young people to gather without disturbing others, or initiatives to keep older people active. Whatever the structure, buildings need to be attractive, run by a group with a vision or sense of purpose, and involving strong leadership. This is easier if communities are not passed on a liability or someone else’s brainchild and asked to manage it. Regular sources of income are critical and trusts can play an important role in encouraging groups to mix, and overcoming the often inevitable lack of shops and services in new developments by mobilising voluntary effort.

3.3 Quality housing management

‘Safe, clean and friendly environments matter to families. They can be enhanced by a unified appearance, local staffing, strategic management and community building activities, including community development, cross-tenure resident associations, and the provision and management of public space where people can meet informally’ Ruth Lupton

The Callcutt Review on Housebuilding Delivery stresses what it calls ‘*community management*’, and the importance of resolving the uncertainty over who takes responsibility. It recommends developing the capacity of local authorities to enter into partnerships with developers to bring forward low value sites through suitable Local Development Vehicles, and says ‘*We expect many of the local authorities ‘preferred partners’ to consist of consortia of deliverers such as housing associations, management companies and financiers*’. To

reduce the risks, *‘Local authorities should be ready to offer specific commitments to service delivery, consistent with their LAAs, to potential investors’* and establish *‘multi-disciplinary strategic teams in their planning departments who are able to enter into a productive dialogue with developers prior to the submission of schemes for formal planning approval’*.

There is often conflict between local authority housing departments with statutory responsibilities for housing the homeless, and developers of social housing, who are trying to create sustainable communities and to avoid what Chris Holmes calls *‘neighbourhoods of concentrated poverty’* (2006). Before getting into the detail of Section 106 negotiations, it helps to stand back and draw up a charter or covenant setting out the aims and roles of the different parties. The standards of services and associated costs need to be thought through before any decision can be taken over how they are to be managed. Lessons from the case studies, particularly regarding the public realm, are:

- Provision of ‘housing plus’ services by housing associations
- Close understanding of residents needs
- Locally recruited management team and concierge
- *‘Community safety’* concierge schemes
- *‘Green gym’* promoting biodiversity and healthier living
- Clear division of management responsibility and local leadership

There are a number of decisions to be made before new housing is ready to be sold or rented:

- **Nomination agreements and allocation policies** Achieving a good mix calls for some selection through local access agreements and the same principle applies to tenants of both private and social landlords. Local authorities are being required to play a much more active role in housing strategies, which extends way beyond their own stock. An allocation plan for first lettings should ensure a balanced intake of households. This should specify targets on issues such as child densities, household types, under-letting, whether households are economically active and tenancy history. In a number of new communities agreements have been reached with local authorities, as in the case studies of Greenwich and Caterham Barracks, to help build a more cohesive community. There is a strong case for trial tenancies, as in the example of Craigmillar, with its Sensitive Lettings Policy and flexible Choice-based Lettings system. While local authority housing departments have their own priorities, if they are party to the development agreement, they should see the value of building and maintaining a relatively balanced community. For example, it is important to attract families with different income levels, but also to avoid over-concentrations of young children in any one neighbourhood. It is also a good idea to have areas which are clearly targeted at older people, or even for ‘green pioneers’, so long as overall there is a mix that helps improve the balance of the wider neighbourhood. Local access agreements with targets, for example for single parent families and child densities, can be co-ordinated with Choice Based Letting Schemes.

Hulme and Craigmillar both provide good examples of how this can be made to work. At the same time, policies can make it clear that those who are vulnerable or at risk will receive the support they need to live in a new community in order to minimise conflicts arising with neighbours.

- **Charters and covenants** Many housing associations are using agreements that stipulate standards of behaviour, and that can be used to reward good tenants, for example when it comes to moving home, a much quoted example being the Irwell Valley's Gold Standard. It is also standard practice on privately managed blocks of flats to have a set of rules over what can and cannot be done, with regard to potential sources of nuisance such as pets, noise, and rubbish disposal. A charter is a simple set of principles, and a classic example is the Charter for New Urbanism produced by the Congress for New Urbanism in the USA (www.cnu.org) which sets out principles for the block or street, neighbourhood and region. The principles need to be simple and easy to understand. A covenant is a formal agreement between two or more parties, and therefore carries more weight. If people have signed up to an agreement that has some authority, for example approval from a residents' association, there is more chance of compliance, and it is then possible to refer to the agreement in the case of disputes. It seems that European countries, where flat living is more commonly accepted, have better developed social conventions, such as not playing loud music after 10.00pm. In Dutch cities where there are high levels of ethnic groups from different backgrounds, such as Rotterdam, street or block agreements are used as a way of promoting social cohesion, starting with street parties to celebrate diversity and identify the 'live wires' who can help in developing a set of rules for their locality. While the strongest sanctions are in the form of covenants that run with the land, a simple set of rules written in plain English, publicly displayed as well as handed to each new occupant, and backed up by effective local management, with named individuals and contact details, can achieve a great deal.
- **Ground rents and service charges** In the past landlords used to lease land to builders, but held on to the freeholds and received a ground rent from occupiers. To deal with the costs of providing services, which in a block of flats can be considerable, a service charge is now generally collected, based on apportioning the costs among the occupiers. The problems arise when these are not known in advance and come as a nasty surprise to those on low incomes. The issues of what is to be provided and by whom can readily be a cause of disputes where people are sharing facilities and have different needs and resources. A further problem is how to deal with major items of maintenance such as replacing roofs or lifts. A common solution in privately owned blocks of flats is to have a sinking fund, whereby residents build up the necessary capital over time. The absence of such a system in public housing has been blamed for the tendency for maintenance problems to build up. A possible solution is to tap into rising property values using some form of ground rent, which Bellway has been using in Hulme.

- **Individual or collective waste systems** Disposing of rising amounts of waste needs systems for storing and separating out items, and the result has been the loss of ground level space to various forms of bin. These can be obtrusive and wasteful, and various other forms of waste collection are starting to be used. One method is to store the rubbish underground, and this can be either in containers, or a system connected to vacuum pipes, which are said to pay for themselves through the savings on vehicle movements, as well as of course assisting recycling efforts. In Sweden and the Netherlands the installations not only look neat, but also encourage people to act responsibly and even to meet around the waste disposal tubes!
- **Common or different standards for maintenance** One of the features that pushes people to leave is the state of the public spaces, and no-one likes seeing graffiti or vandalism, as it can easily escalate. Less obvious is the way external areas are maintained, and areas have become stigmatised because of accumulations of rubbish or uncared for front gardens, which is one of the reasons given for not wanting to mix tenures. It is therefore critical for long-term sustainability that the public realm is maintained to high standards. Agreements like the Upton Design Code and the use of schemes like Caretaking Plus, as at Grahame Park, a large peripheral estate in the London Borough of Barnet, provide a quick response to problems like graffiti and vandalism, and hence reduce the costs of repairs in the longer-term. Park Central in Birmingham, where the maintenance is undertaken by a company set up by the Optima Housing Association, has succeeded in having enough work to keep a small team on site, which is probably the best arrangement of all. Partnership arrangements can help ensure common standards where people's ability to pay varies, for example by charging a ground rent on owner occupiers and pooling contributions through a trust. Service charges can enable users to set standards, but care must be taken to avoid imposing excessive charges on those with limited incomes, or letting standards slip because there is no means of recovering the costs.
- **Partnerships to tackle anti-social behaviour** The natural response to anti-social behaviour is to punish the offender but this fails to get at the root of the problem. The examples of good housing management, like in the New Gorbals, go further in providing a choice of things for young people to do. Partnerships can be set up to tackle security, for example by encouraging reporting to a named contact and providing mediation. The use of Crime and Disorder Reduction Partnerships has proved to be an effective weapon in many neighbourhoods. Neighbourhood agreements can be used to specify standards, which form the basis for compacts with private landlords (the Respect Standard for housing management provides some basic rules). Ideas like Community Clean-ups, where people give an area a 'spring clean', and targeted support programmes to deal with anti-social behaviour, including agreements with social services over people with known problems, can all help reduce the factors that cause communities to break down.
- **Private management companies and resident associations** Developers may favour private management companies because they are concerned about what image

is projected, and want an agency they can rely on, with proven experience. Some housing associations consider they could provide similar services more competitively as they do not have the same profit motive or overheads, and there is likely to be increasing choice as other kinds of service company such as Energy Service Companies (ESCOs), offer ways of reducing energy and waste collection costs. Residents can be involved in the procurement process, but as no-one likes paying for services they do not use, problems can arise over different levels of expectation, particularly if the decisions are taken by a small unrepresentative group. There is no easy answer, but arrangements where everyone in the estate can use facilities for a payment, but with different rates for different groups, is probably the fairest approach, with resident associations being represented on the management company, as in Greenwich Millennium Village. Some of the best arrangements seem to be relatively informal, such as the use of 'walkabouts' to pick up problems, and here it helps to have an active residents' association, or to recruit those who have newly bought into the community. Conflicts over service charges can be avoided through appointing a single management company to handle gardening and cleaning with extra funding where there are higher densities. Though there is often distrust of local authorities' capacity to manage public areas well, such as parkland or waterfronts the standard procurement process allows standards to be specified and monitored. On the one hand it seems fairest when areas are accessible to all that the new residents should not have to pay all the costs of maintaining them. On the other hand, where an innovative approach is called for, for example with regard to waste recycling, or car parking, there can be benefits from private management, as the example of the underground car parks and ground level gardens at Berkeley Wharf on the South Bank of the Thames illustrates.

3.4 Active neighbourhood management

'Rather than shopping around, it appears that what most people want are high quality, accessible and responsible services over which they have influence' Peter Duncan and Sally Thomas

Neighbourhood management has been advocated as a means of raising standards generally, and this can be very important when the aim is to ensure people stay in the area as their prospects improve, or to attract new residents with higher incomes, and break up mono-tenure neighbourhoods. Housing management has to work within the social and economic context of the neighbourhood, and it is not fair on residents to have to keep paying for repairs, for example, when the problems may stem from the lack of youth facilities, or the growth of gangs where there are territorial conflicts and low levels of self-esteem. It is vital to make the most of what already exists to avoid resentment developing, and so any housing management plan should start with examining the facilities that are available in the adjoining areas or neighbourhood. While achieving social mixing can be extremely hard, local authorities are being encouraged through their

Community Strategies to play a more proactive role, and resources are likely to follow the places that are most successful in achieving ‘smart growth’, that is development that both looks good, and that minimises the consumption of non-renewable resources. There is scope for finding common ground between the existing and new communities, for example by using new housing development to unlock the funding as well as the demand for better health facilities or a new primary school, or by ensuring that some of the places in the new development are taken by existing residents or their children.

Other research has shown that devolution arrangements can improve awareness, innovation, motivation, responsiveness, and pooling resources. However it can come up against resource constraints, organisational inertia, and conflicting priorities, which is why it is still relatively rare outside neighbourhood renewal areas.

- **Community development and neighbourhood management** While some Housing Associations such as Peabody are cutting back their local offices, others are taking on wider roles. The Home Group for example sees their role as housing management and providing social support. The East Thames Group similarly is broadening its role, but working very closely with local authorities to exploit potential economies, such as through open space management. The attitude of the local authority is key. Area Committees are seen as a step towards local devolution, followed by area budgets which local people can influence. However in developments outside areas with high stocks of council housing, it can be hard to persuade local authorities who are already short-staffed to provide extra resources. However, research by Anne Power and others has shown that the benefits far outweigh the costs in disadvantaged areas. In green field situations, at the very least resources need to be invested in community development before doctors start complaining about the levels of depression they are having to treat, as has happened in one new community in Cambridgeshire.
- **Local management offices or call centres** People in areas undergoing major change like to be able to hold someone responsible, and this is much easier if there is a local office. There also needs to be some ‘neutral space’ where people can come together and discuss shared concerns and causes of conflict. One of the visible features of the Dutch approach to building new communities is the setting up of local offices in temporary buildings, with large models, display panels, and offices for all the different professionals working on the project (see p.48). Call centres may seem efficient in handling routine queries, but not in dealing with the tasks involved in estate renewal or area regeneration. There is evidence from the Neighbourhood Management Pathfinders that dedicated officers and a degree of continuity, backed up by the funds to make a difference, such as a Community Chest or budget under local control, together produce results. A population of 5-15,000 is estimated to be about the right size for a neighbourhood, and the defining feature is sometimes said

to be the number needed to support a secondary school (often along with a physical border, such as main road or park on the edge).

- **Training and work creation** Getting people back to work (or raising economic activity levels) is a government priority, and one which is highly relevant to active neighbourhood management. The most difficult problems revolve around ‘workless’ households where no-one goes out to a job, and where social problems are passed from one generation to another. Difficulties with alcohol and drugs can often be traced back to low self-esteem and lack of expectations. Consequently providing some form of structured activity is crucial. While training can help, and examples like the Notting Hill Housing Trust Construction Training Initiative and its scheme for young homeless people seem effective, there are significant numbers of people who will never hold down a steady job, with so much competition. Voluntary work, and schemes such as mentoring, can be invaluable in building social networks, and opening up ‘pathways to growth’. Consequently, when a major housing scheme is being planned, thought is needed from the outset into how the labour-intensive work of building and maintaining a community can be undertaken in ways that reach those who would normally be excluded. As this is a long-term problem, and not just something associated with the construction of a new housing scheme, it needs to be built into long-term sources of funding. A partnership with the local authority’s regeneration department can pay off, as well as schemes to use open space for training and work creation purposes.
- **Co-location or specialisation** One of the complaints about new developments is the lack of people on the streets, and this can be explained by the lack of facilities, such as the local or neighbourhood centres that enable people to mix and meet others informally. Eco-towns will be judged as much on the liveliness and friendliness of their main streets, as on their methods of construction. While it is probably unrealistic to expect much in the way of shopping provision, given the trends towards ‘one stop’ shopping at superstores, there is plenty of potential for bringing schools and health facilities together and using their space more intensively for much more of the time. Common space, such as reception and the main hall, can then be used for events and meetings, turning the school from an education provider into a source of learning for the whole community, and creating a community hub in the process. Education is being asked to provide community outreach and pre-school childcare, and the aim of ‘Extended schools’ is to use the facilities to the full outside school hours. However this laudable aim depends on having a school head, governing body, and support staff who are willing and able to make the facilities available to the wider community. Different targets and budgeting arrangements make it hard to bring facilities together, even in major new housing schemes. The answers may involve rethinking the roles of health and education services so they work with the community. This in turn means they need to be party to the development of stakeholder agreements, neighbourhood covenants, and the

creation of special purpose vehicles, such as development trusts, to fill gaps in service provision, and to harness untapped energy and skills for the common good.

Glossary of useful terms for managing mixed communities

Acceptable Behaviour Contract (ABC): a voluntary agreement signed between residents and landlords (or police); normally involves upholding standards and refraining from certain forms of behaviour (e.g. noise nuisance) [pg 11](#)

Accredited landlords and selective licensing: landlords who subscribe to a code of conduct set out by the Residential Landlords Association [pg 33](#)

Action planning: participative techniques for engaging with stakeholders and/or members of a community in order to reach an agreement on goals and priorities [pg 14, 25](#)

Affordable housing: new housing within the means of local residents, and covers both social and intermediate housing, such as equity sharing [pg 3, 10, 29, 34, 43](#)

Allocations agreements: principles for deciding who should be nominated for affordable housing, and how a balance is to be secured over time [pg 33](#)

Anti Social Behaviour Order (ASBO): a means of preventing anti-social behaviour by placing restrictions on behaviour or movement; breaches are a criminal offence. ASBOs can be served by local authorities or Housing Associations

Area regeneration: coordinated effort to tackle the social, economic and physical problems of a relatively disadvantaged area [pg 8, 51](#)

Arms Length Management Organisation: a means of transferring the management of a local authority's housing stock to a (local authority-owned) body that can raise funds for improvements

Brownfield land: redundant land once occupied by for industrial or commercial purposes [pg 8](#)

CABE: funded by the government, the Commission for Architecture and the Built Environment provides guidance on the development of new settlements

Capacity building: forms of learning that build skills and self-confidence [pg 23, 44](#)

Capacity study: a study to establish how much additional housing an area has the capacity to support based on available land, existing infrastructure and local population [pg 14](#)

Car sharing and car clubs: initiatives which are aimed at reducing the amount of traffic on a development by having people sharing their journeys with other residents [pg 29](#)

Charter: a document defining the principles and organisational structure of a scheme [pg 19, 43, 48](#)

Choice based lettings: system of allocating housing, where vacancies are openly advertised. It enables applicants to exercise preferences when units become vacant (as opposed to points systems based solely on need). [pg 12, 40](#)

Clustering: social housing that is grouped together (though it may look indistinguishable from the outside) [pg 40](#)

Co-location of services: maximising capacity by providing more than one service in the same building, such as education, health, or leisure facilities [pg 15](#)

Combined Heat and Power (CHP): a system that generates electricity and uses what would normally be wasted to heat water for domestic use [pg 3, 9](#)

Commonhold association: a means whereby residents in a block of apartments are given legal responsibility for the freehold of properties, and hence responsibilities for maintenance, and possible allocation of properties [pg 12, 37, 40, 45](#)

Common standards for maintenance and repair: standards can be set not only in terms of the frequency of street cleaning and grass cutting, but also the speed of response to incidents such as graffiti or damage [pg 21](#)

Communal facilities: spaces that are used by a specific group, such as the residents of an apartment block [pg 37, 33, 46, 26](#)

Community hub: a place where people can meet informally at a neighbourhood or more local level [pg 22, 18, 52](#)

Community land trust: a means whereby a group acting on behalf of potential residents can take over land and hold it in perpetuity, thus helping to make the new homes more affordable [pg 19, 36, 41](#)

Community worker: an individual who works within the local community to provide support, build social capital and instigate social change [pg 23](#)

Community ownership: assets which are run and owned by the local community [pg 9, 27](#)

Compact: an agreement by two or more parties to join together to achieve a shared aim [pg 11, 16, 49](#)

Concierge: traditionally resident doorkeepers in blocks of apartments who check on security, and may provide small services. **Community concierges** have a wider neighbourhood role [pg 27, 28, 29](#)

Concordat: a formal agreement or contract between two or more parties, organisations or individuals

Cultural infrastructure: cultural infrastructure covers initiatives such as: arts and creative workspace, museums, theatre performance and rehearsal space, libraries and archives and public arts

Cycle provision: facilities to encourage the use of bicycles in the development. These may include the provision of cycle paths, cycle hire and parking spaces [pg 31](#)

Dedicated facilities and activities: facilities which are either purpose built or have been set aside for the use of one particular group of residents such as children and young people [pg 28](#)

Demographic mapping: provides visual representations of survey data that can be used to profile the local area in terms of income, age, ethnicity, employment rates etc [pg 13](#)

Density matrix: a strategic framework which allocates the density of housing that is appropriate for any particular type of location [pg 14, 42](#)

Design brief: a short statement setting out the design objectives for a scheme [pg 19, 20](#)

Design code: rules or guidelines which set out how different design issues and types of space should be tackled by developers and how ‘tenure blind’ development is to be achieved [pg 20, 43, 49](#)

Development trust: a not for profit community organisation with property assets which are used to meet community needs [pg 6, 9, 26, 28, 41, 45, 46, 53](#)

Eco-towns: settlements of 5,000-20,000 homes aiming to achieve zero-carbon development in environmentally friendly situations [pg 52](#)

Environmental trust: a not for profit organisation established to look after aspects of wildlife and the countryside [pg 9,31](#)

Equity sharing: an intermediate form of tenure between ownership and renting enabling residents to acquire a share in the value of the property they occupy (see also **Home Buy**) [pg 16,12, 36](#)

Extended Schools: schools which are intended to act as community hubs and which provide use of facilities and services outside of normal school hours [pg 18, 52](#)

Financial appraisals: in working out the contribution that developers are to make towards publicly provided infrastructure, an independent assessment will be made of what can reasonably be asked for in the light of expected sales and development costs [pg 15](#)

Flexible tenure: a form of shared ownership that, allows people to increase (‘staircase up’) and decrease (‘staircase down’) the proportion of their home that they own [pg 17](#)

Greenfield land: land not previously developed [pg 8](#)

Ground rent: a charge made by the owner of the building’s freehold and originally intended to cover maintenance and rebuilding [pg 32, 48, 49](#)

Healthy living practices: actions to promote exercise and mental stimulation, and discourage over-eating and alcohol and drug abuse [pg 30](#)

Homebuy: government programme to encourage key workers and first-time buyers get a first step on the housing by buying a share in the equity and paying rent on the rest

Home Zone: a residential street, or group of residential streets, with restrictions on traffic aimed at encouraging more pedestrian activity and community usage [pg 30](#)

Housing Association: a voluntary sector organisation, funded by the Housing Corporation, specialising in providing affordable housing (normally for rent), now referred to as **Registered Social Landlords** [pg 12, 17, 20, 21, 24, 26, 27, 29, 34, 35, 36, 37, 38, 40, 41, 46, 47, 48, 49, 50, 51](#)

Housing management: coordination of housing services on behalf of landlord agencies [pg 7, 10, 25, 34, 38, 39, 44, 46, 49, 50, 51, 56](#)

Infrastructure: the fundamental services necessary for a community to flourish, e.g. transport, drainage systems etc. [pg 6, 8, 9, 10, 11, 12, 14, 15, 16, 17, 19, 24, 30, 31, 32, 40, 41, 42, 46](#)

Information and mediation services: a means by which local residents can contact the developers in order to voice their concerns or simply find out about a particular aspect of the development [pg 24](#)

Interim uses: activities that can take place whilst development is still going on, when long term uses are not yet viable [pg 15, 25](#)

Intermediate housing: forms of tenure other than market sale or social housing aimed to make access to housing easier [pg 10, 20](#)

Lifetime Homes: a set of design principles established to ensure that properties are flexible, adaptable and accessible so that they are able to respond to changes in individual circumstances [pg 8, 22](#)

Local Area Agreement: the result of a local authority community planning process, the document should provide a basis for agreeing levels of government support, and may also apply to Multiple Areas in different authorities [pg 8, 16](#)

Local area statistics (upmystreet.com): information provided by the Office of National Statistics from the Census and from other sources at many different levels to show how neighbourhoods differ from each other [pg 13, 57](#)

Local economic development: action to stimulate local activity, such as retail services, employment and training opportunities for local residents [pg 22](#)

Local health centre: A facility that has been established to cater for the health needs of the local community [pg 36](#)

Local housing strategy: a comprehensive assessment of housing needs and conditions that will identify constraints and produce initiatives to meet housing need and tackle local housing problems. A strategy should seek to meet the demand for housing, as well as improving housing mix, affordability, and the availability of housing for those with special needs [pg 13](#)

Local lettings plan (LLP): an agreed set of principles normally between the Local Council and the Housing Association to enable an area that has experienced prolonged difficulties to set conditions on the allocation of properties [pg 20](#)

Local offices: Landlord offices which are located near to the community that they serve [pg 35, 51](#)

Managing agent: an organisation responsible for maintenance and repair. Responsibilities may also extend to the provision of on-site security [pg 28, 29](#)

Marketing: an initiative to promote a particular scheme of development in order to attract prospective tenants [pg 6, 34, 44](#)

Market value: the value of a property in terms of what it can be sold for on the open market. Market value is often different from book value because the market value takes into account future growth potential [pg 13, 41, 43](#)

Masterplan: a clear overall framework for project implementation which sets out the ideas and proposals for the regeneration of the development area and how a mixed community is to be achieved [pg 12, 15, 17, 18, 19, 43](#)

Mediation: settlement of a dispute through a form of arbitration to which both sides are agreeable [pg 24, 49](#)

Millennium Community: promoted by English Partnerships, these incorporate good public transport, innovation in building technology, and energy and environmental strategies [pg 30, 34](#)

Mixed community: key characteristics of a mixed community are a variety of housing, particularly in terms of tenure and price, and a mix of different households such as families with children, single person households and older people [pg 16, 19, 38, 42, 44](#)

Neighbourhood management: coordination of neighbourhood services, including environmental, social, and possibly education and police services, in a readily recognisable area of 5,000-10,000 homes that is large enough to support a secondary school and some shops [pg 4, 7, 8, 10, 26, 38, 39, 45, 50, 51, 52](#)

Neighbourhood renewal: redevelopment of part or all of a housing area that is recognised as experiencing multiple deprivation [pg 17, 51](#)

Nomination agreement: an agreement between a social housing provider and a local authority on how vacancies are to be allocated, and who should get priority for social housing [pg 21, 47](#)

Parish/Town Councils: a locally elected body responsible for footpaths and small open spaces, and able to charge a precept on the Council Tax to recover its costs [pg 46](#)

Partnership: an agreement in which different organisations join together for a common purpose [pg 2, 4, 10, 12, 13, 21, 24, 31, 32, 33, 34, 35, 38, 39, 46, 49, 52](#)

Pepper-potting: the even distribution of social housing with other tenures, throughout a scheme so that it is ‘tenure blind’ [pg 40](#)

Periodic assessments and attitude surveys: monitoring can include attitude surveys through questionnaires, focus groups with different types of resident, and walking around the area with members of a resident’s forum to pick up any problems [pg 37](#)

PPS3: planning policy statement three, amends PPG3 (March 2000) to place a greater emphasis on Brownfield development, good design with tougher environmental standards, affordable family housing and greater flexibility for local authorities. [pg 42](#)

Public investment frameworks: publicly funded projects to support growth or renewal initiatives will usually package funding from a number of sources over a period of years [pg 15](#)

Public realm: spaces that are open to everyone, such as streets, parks, and public buildings [pg 8, 9, 21, 26, 27, 33, 34, 42, 47, 49](#)

Public services agreement (PSA): a compact between public service providers regarding the standards of service to be provided in a particular area [pg 16](#)

Regeneration Outcome Agreements (ROA): provide the strategic and operational framework for the community planning process and summarises the main priorities. The key objective of an ROA is to regenerate the most disadvantaged

neighbourhoods so that people living there can take advantage of job opportunities and improve their quality of life [pg 35, 40](#)

Regeneration: the broad process of reversing physical, economic and social decline of an area where market forces will not do this without intervention [pg 2, 4, 5, 7, 8, 18, 19, 33, 35, 39, 40, 41, 51, 52](#)

Registered Social Landlord (RSL): see Housing Association

Resident association: a body that represents people living in an area or block and that monitors standards of services, promotes communal activities and may have a decision-making role over certain aspects of service delivery [pg 34, 46, 49, 50](#)

Resident covenant: a formal agreement to engage in, or refrain from, certain acts pertaining to the property or surrounding area [pg 29](#)

Resident empowerment strategy: a plan which sets out how residents will make a contribution to the decision making process, enabling them to make informed choices regarding the future management and improvements of their homes [pg 23](#)

Residents Forum: an informal means of enabling people to express concerns and find out what is happening in a new development [pg 44](#)

Resident panels: typically meet on a quarterly basis to review the development in terms of performance, to discuss policy changes and to consider progress against set objectives

Respect agenda: a government programme for reducing anti-social behaviour, including action to regulate housing landlords (now incorporated into the Youth Task Force) [pg 26](#)

Section 106 agreement: conditions set by local authorities in granting planning permission under the Town and Country Planning Act 1990 to specify the contribution developers are to make towards social housing, open space and other infrastructure improvements [pg 14, 17](#)

Service charge: a payment to recover the costs of maintaining the communal parts of buildings, and which may include a sinking fund for long-term repairs [pg 1, 11, 21, 26, 32, 34, 39, 40, 48, 49, 50](#)

Shared Ownership: see **Equity sharing** [pg 16,17](#)

Sinking fund: a means of accumulating the funds needed for major repairs and replacements through regular payments [pg 32, 48](#)

Smart parking: arrangements that minimise the use of cars and external space given over to parking [pg 29](#)

Social capital: the product of people interacting with each other, and divisible into bonding and bridging capital that links people with other networks [pg 3, 9, 22, 24, 42](#)

Social housing: housing allocated on the basis of need by either a Registered Social Landlord or local authority [pg 2, 3, 4, 9, 10, 12, 13, 14, 17, 18, 19, 20, 21, 26, 39, 43, 47](#)

Stakeholders: groups with an interest in the outcome for communities (who may contribute resources) [pg 1, 2, 11, 12, 14, 15, 16, 21, 25, 32, 33](#)

Stock audit: the inspection or examination of buildings or other facilities to evaluate or improve its appropriateness, safety and efficiency [pg 14](#)

Stock transfer: disposal of local authority housing, normally to a Housing Association

Super caretakers: staff who have responsibility for maintenance and cleaning of communal spaces and the public realm, they are authorised to carry out minor repair works and will have a wider community liaison role (see also community concierges) [pg 26, 27](#)

Supported housing: housing-related support services aimed at helping people to live independently in their homes [pg 36](#)

Sustainability: building to last, and the capacity of places to minimise their impact on the environment (sometimes expressed as carbon footprint to reflect the contribution to global warming, and hence climate change). Sustainability also has economic and social components. [pg 3, 4, 7, 20, 31, 32, 34, 45, 49](#)

Sustainable Drainage System (SUDS): replicates natural drainage by collecting and storing rainfall and surface water run off as close to its origin as possible through a variety of methods [pg 31, 45](#)

Tenure: classification of legal status of housing occupation; normally divided into owner occupation, privately rented or social renting from a local authority or Housing Association [pg 2, 3, 5, 11, 16, 17, 19, 20, 21, 24, 34, 36, 38, 39, 40, 46, 49, 50](#)

Urban extension: housing on the edge of an existing settlement [pg 8, 43](#)

Walking strategy: the provision of viable and safe pathways and pedestrian routes, that not only provides connections within the development but which also link the development to other local networks [pg 30](#)

Work/home (or Live/work) initiatives: schemes which allow properties to be adapted and used to allow residents to choose to work in their own homes; support can be provided by ensuring sufficient space, and effective telecommunication systems, together with information on locally available services [pg 25](#)

Select Bibliography

Bailey N, Haworth A, Manzi T, Paranagamage P and Roberts M (2006) 'Creating and sustaining mixed income communities: A good practice guide' JRF

Bailey N, Haworth A, Manzi T and Roberts M (2007) 'Creating and sustaining mixed income communities in Scotland' JRF

Cabinet Office, Social exclusion unit (2001) 'A New Commitment to Neighbourhood Renewal: National strategy action plan' HMSO

Calcutt, J. (2007) 'The Calcutt Review of Housebuilding Delivery' CLG

Cave, M. (2007) 'Every Tenant Matters: a review of social housing regulation' CLG

Communities and Local Government (CLG) (2007) 'Homes for the future: more affordable, more sustainable' HMSO

CLG (2007) 'Making Assets Work: The Quirk review' HMSO

CLG (2003) 'Sustainable Communities: Building for the future' HMSO

CLG (2006) 'Strong and prosperous communities' HMSO

Duncan P and Thomas S (2007) 'Successful Neighbourhoods: A good practice Guide' CIH

Egan, J. (2004) 'Skills for Sustainable Communities' CLG

Falk N (2006) 'Towards a Charter for Quality Growth in the Cambridge Area' URBED

Hanley L (2007) 'Estates: An intimate history' Granta Books

Hills J (2007) 'Ends and Means: The future roles of social housing in England' CASE

Holmes C (2006) 'A New Vision for Housing' Routledge

The Housing Corporation (2006) 'Neighbourhood and Communities Strategy'

Marriot P (1997) 'Forgotten Resources' JRF

Jupp B (2000) 'Living Together' DEMOS

Power A (2004) 'Sustainable Communities and Sustainable Development: a review of the sustainable communities plan' CASE

Wates N (1996) 'Action planning: how to use planning weekends and urban design action teams to improve your environment' The Prince of Wales Institute of Architecture