Planning England's New Garden Cities

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President
Royal Town Planning Institute

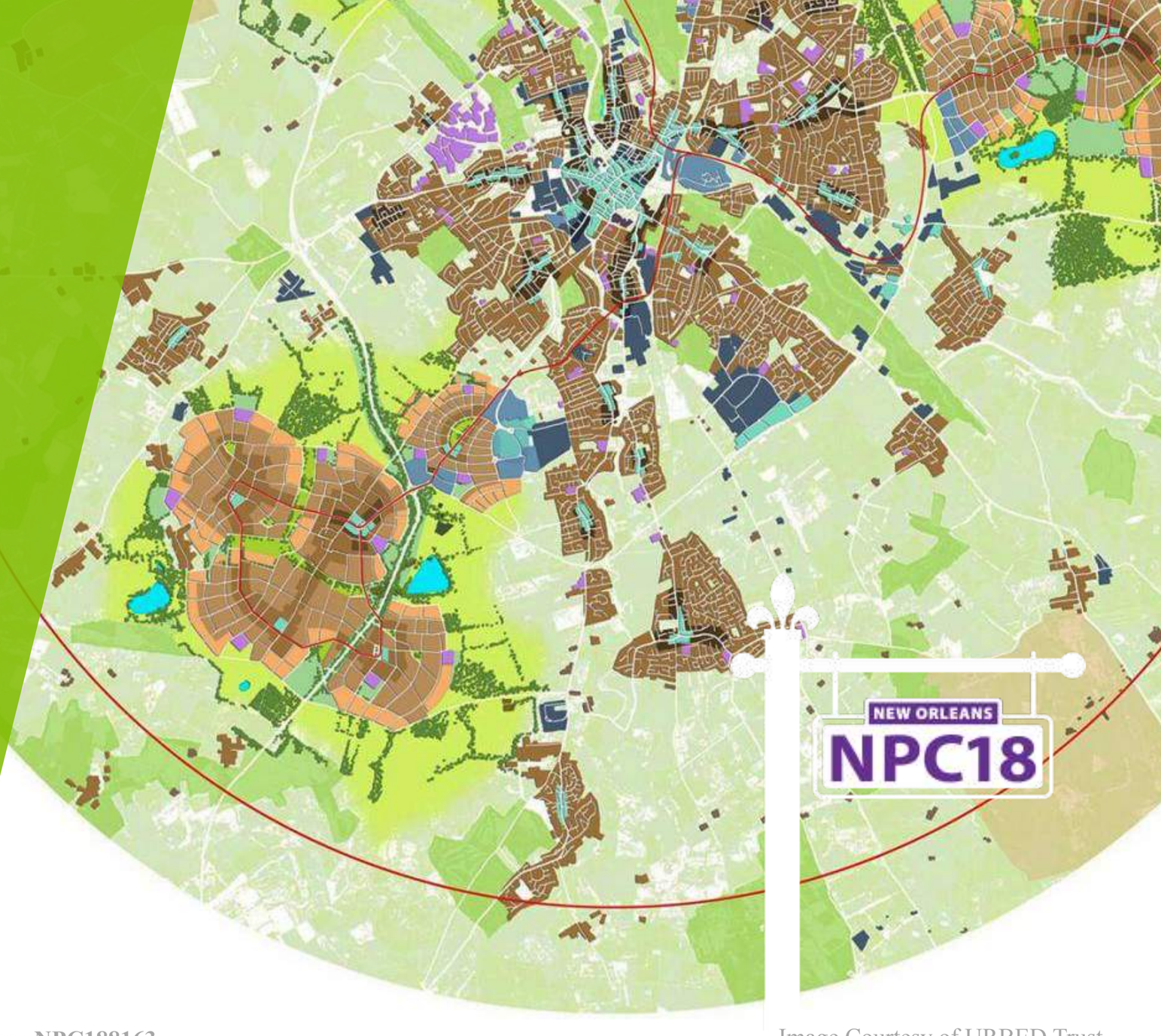

Image Courtesy of URBED Trust

TROY PLANNING + DESIGN

Lambsquay Consulting of Cambridge Limited

RTPI

Session Number NPC188163

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NEW ORLEANS NPC18

Image Courtesy of URBED Trust

Planning England's New Garden Cities

The UK Garden Cities & New Town

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Planning England's New Garden Cities

Quality Charter for Growth

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Planning England's New Garden Cities

Delivering New Garden Cities

Jonathan Goodall (MRTPI)
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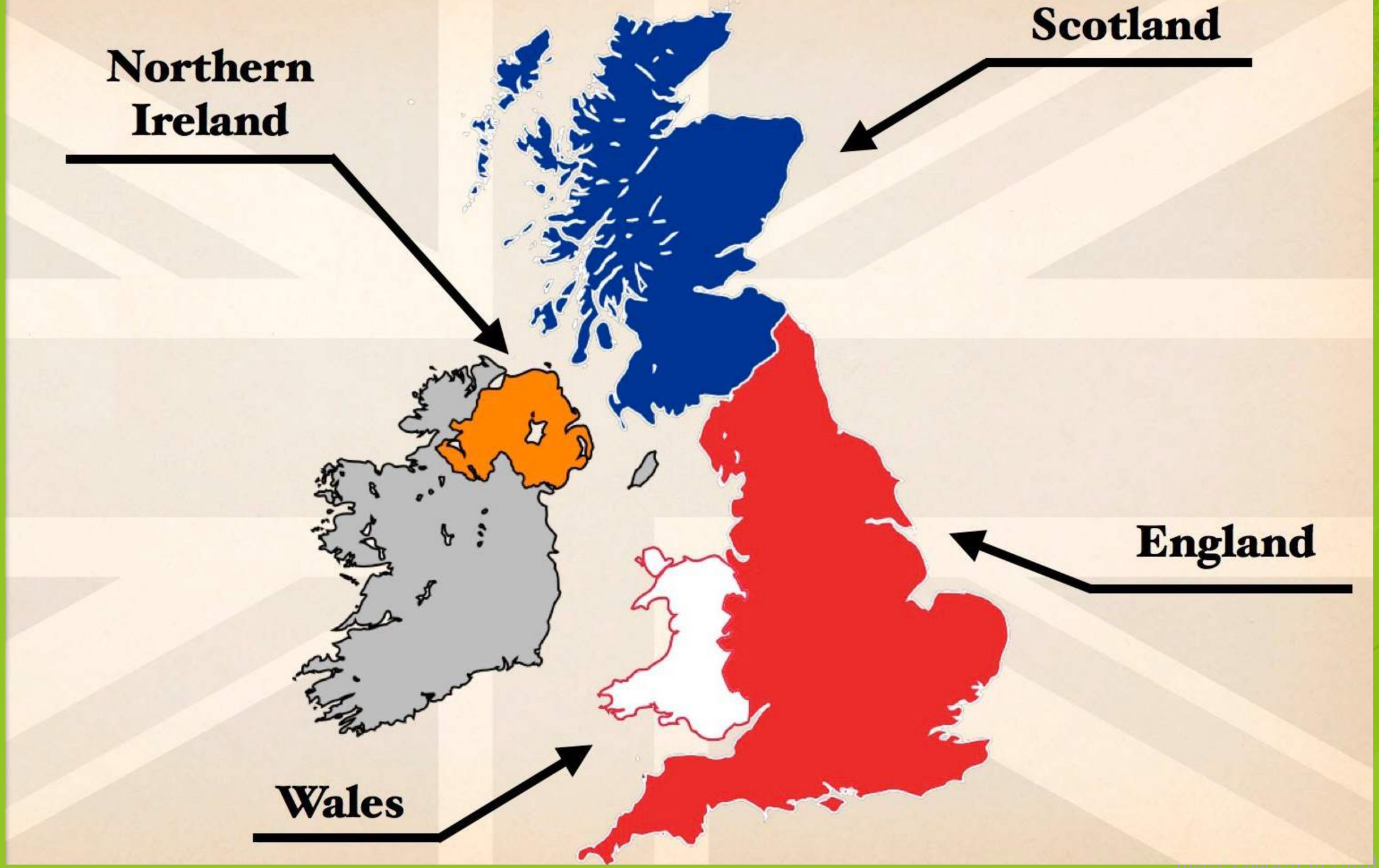
Image Courtesy of URBED Trust

Session Number NPC188163

WHAT'S THE DIFFERENCE BETWEEN

THE UNITED KINGDOM, GREAT BRITAIN AND ENGLAND?

http://theukister.co.uk/differences-between-the-uk-great-britain-and-england



http://theukister.co.uk/differences-between-the-uk-great-britain-and-england

Image Courtesy of CLIPART188163

THE BRITISH ISLES

Geographical Terms

British Isles

Controversial term in Ireland

Great Britain

Ireland (Island)

THE UNITED KINGDOM

Sovereign state

The United Kingdom of Great Britain and Northern Ireland

a.k.a. The United Kingdom (UK), Britain

Ireland (Country)

a.k.a. The Republic of Ireland, Éire

NOT part of the UK

COUNTRIES OF THE UK

Not sovereign states
Have devolved governments*

England

** No devolved government*

Scotland

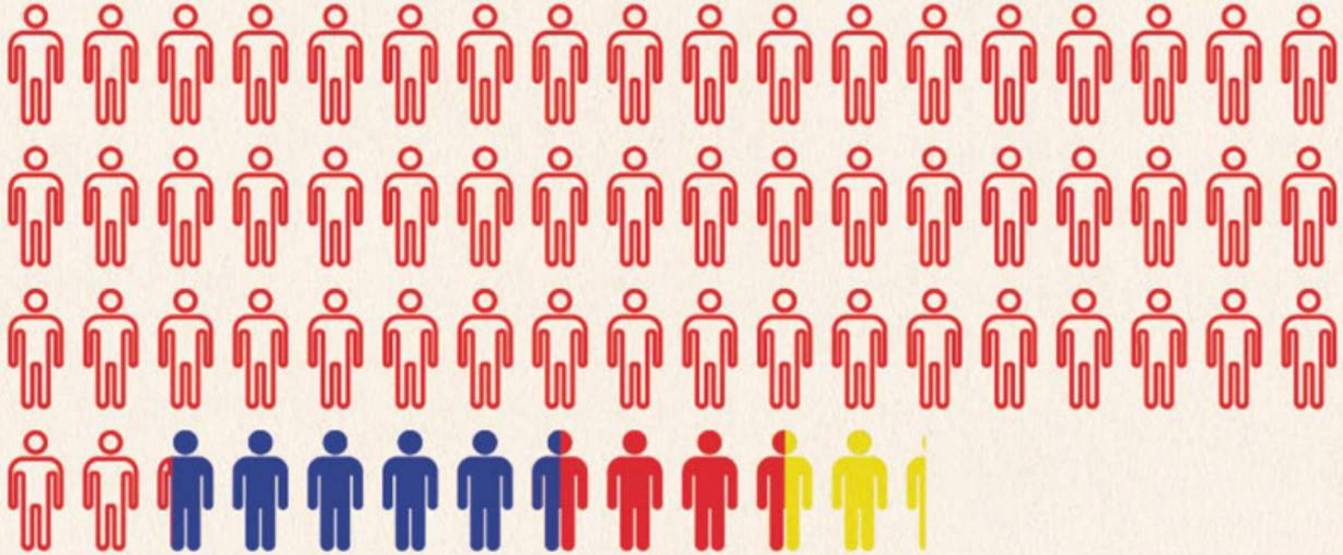
Wales

Northern Ireland

http://theukister.co.uk/differences-between-the-uk-great-britain-and-england

POPULATION OF THE UK

= 1 million British people (Britons)

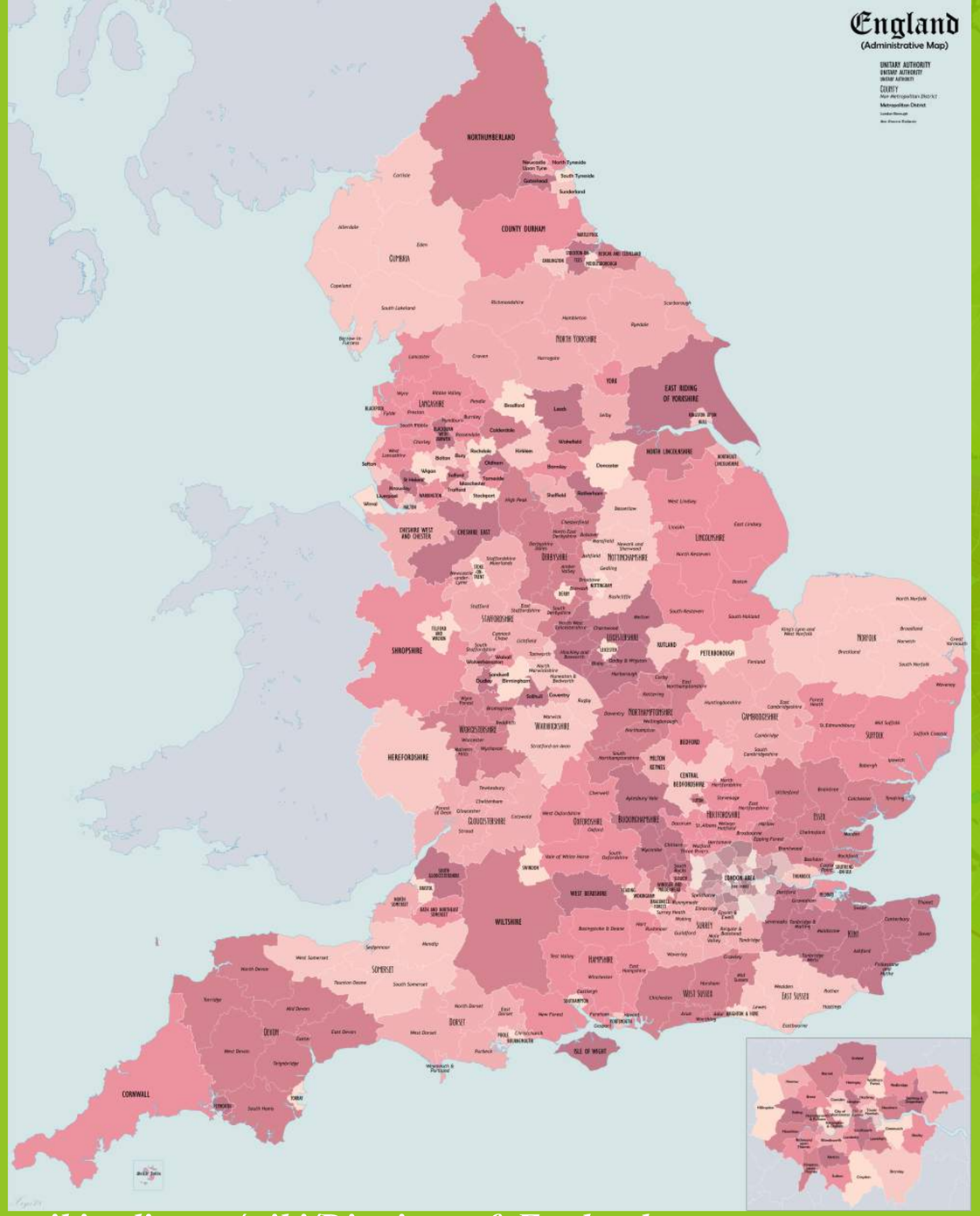


England Scotland Wales Northern Ireland

WARNING

Calling someone from Scotland, Wales or Northern Ireland "English" can be dangerous.

http://theukister.co.uk/differences-between-the-uk-great-britain-and-england



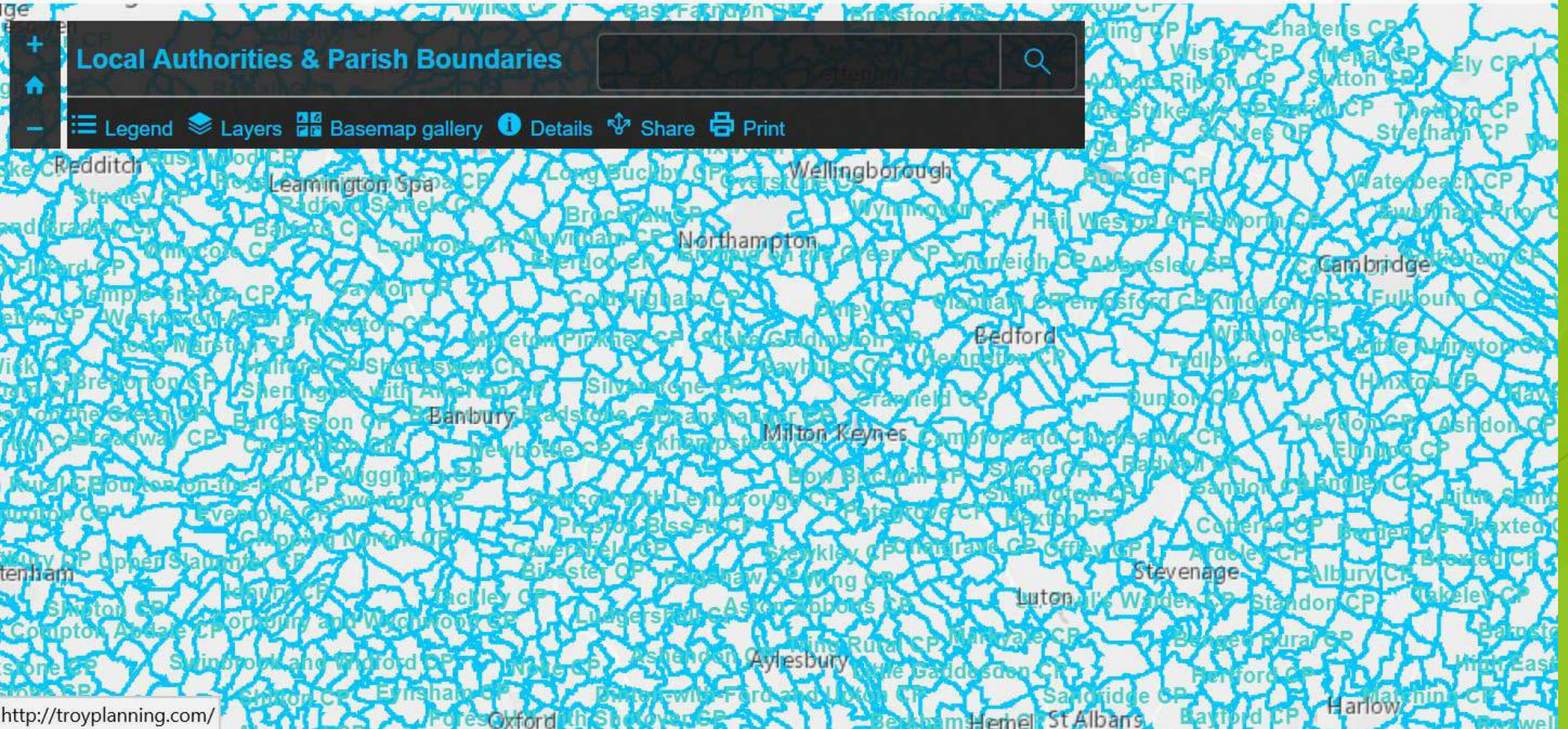
326 Local Authorities in England

48 Counties

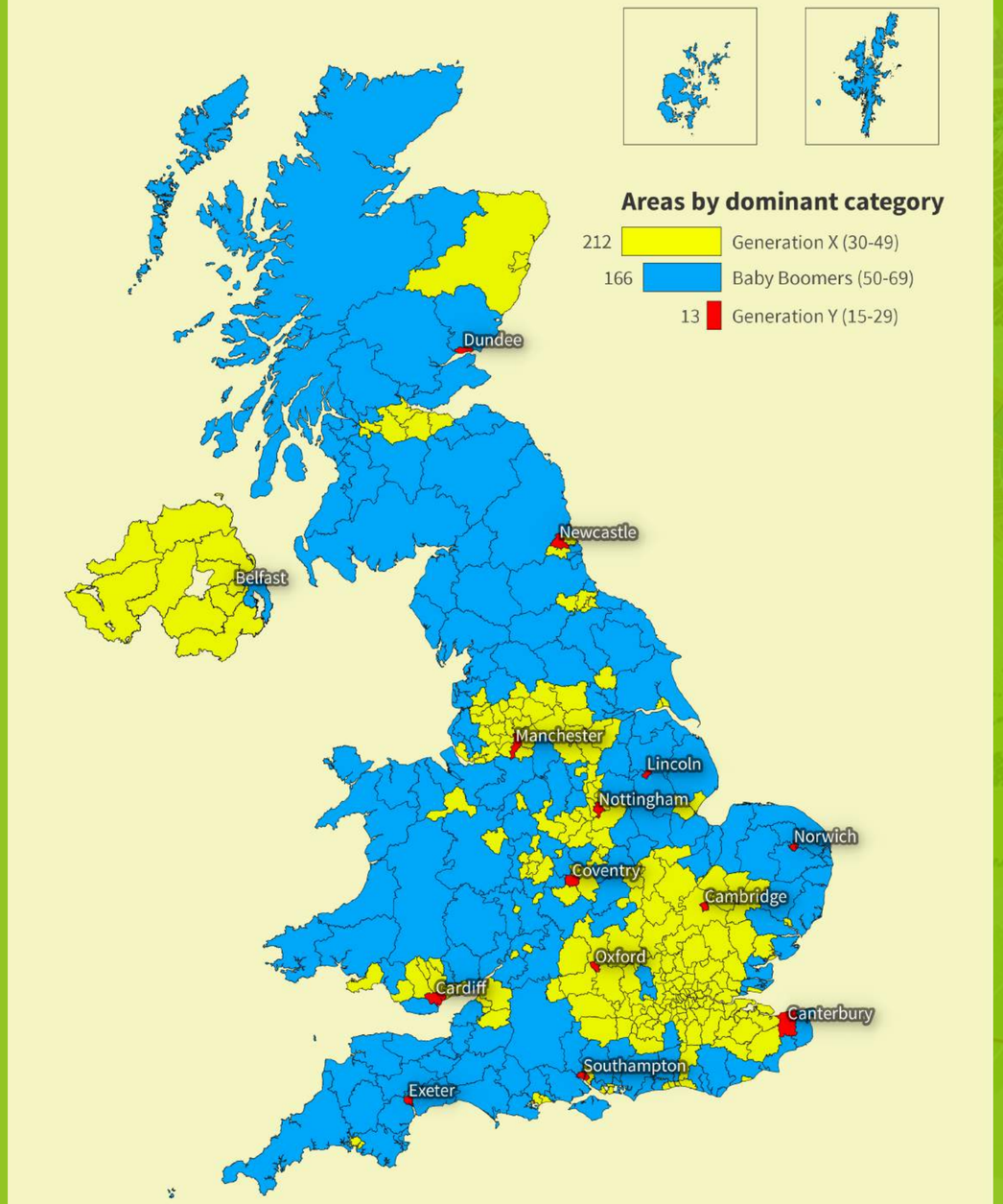
https://en.wikipedia.org/wiki/Districts_of_England

TROY PLANNING + DESIGN

HOME TEAM SERVICES NEWS JOBS CONTACT



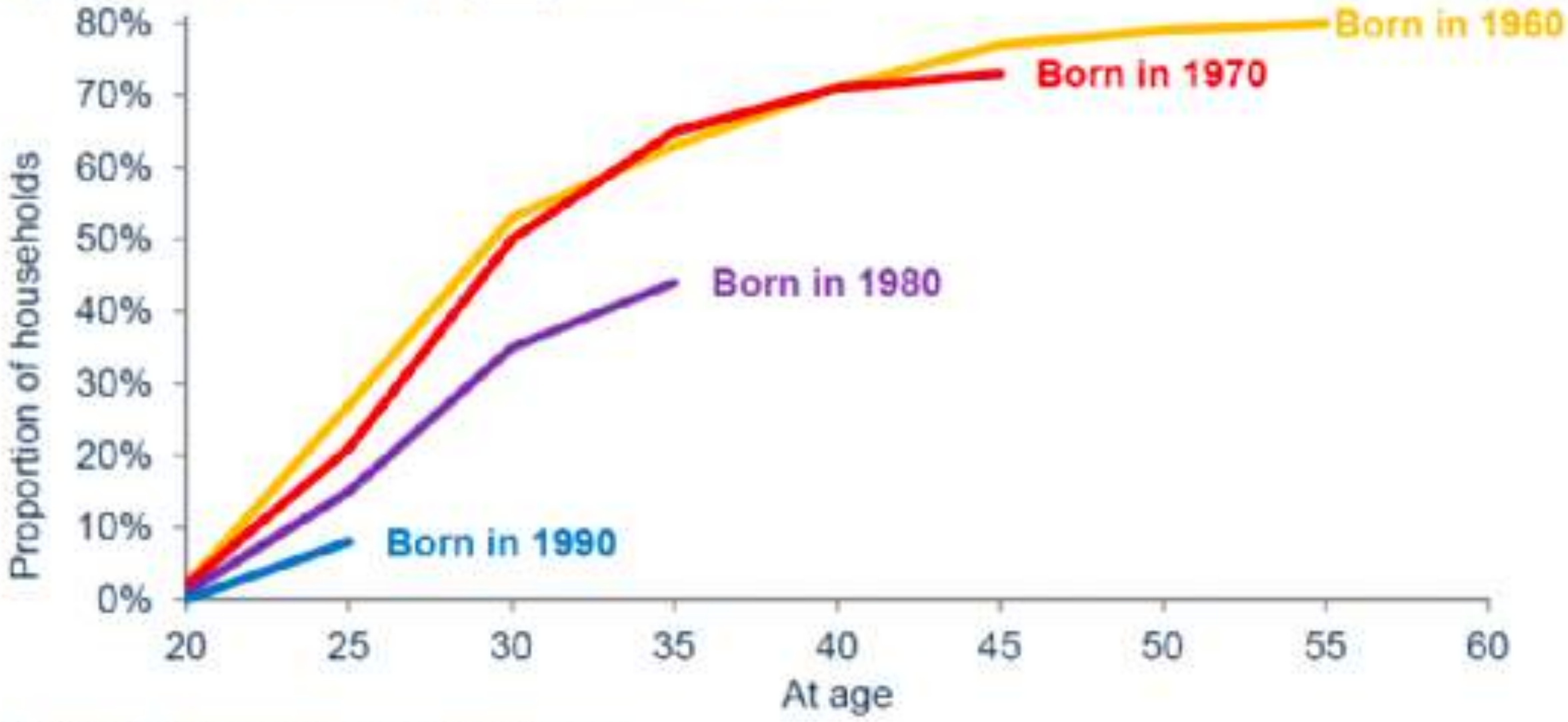
The Generations of the UK



Source: 2014 ONS Mid-Year Population Estimates ©Crown Copyright

Analysis: Alasdair Rae, University of Sheffield

Fig 2 – Home ownership by Age Cohort, 2015



Source: http://www.cml.org.uk/news/723/

The UK Garden Cities & New Towns story

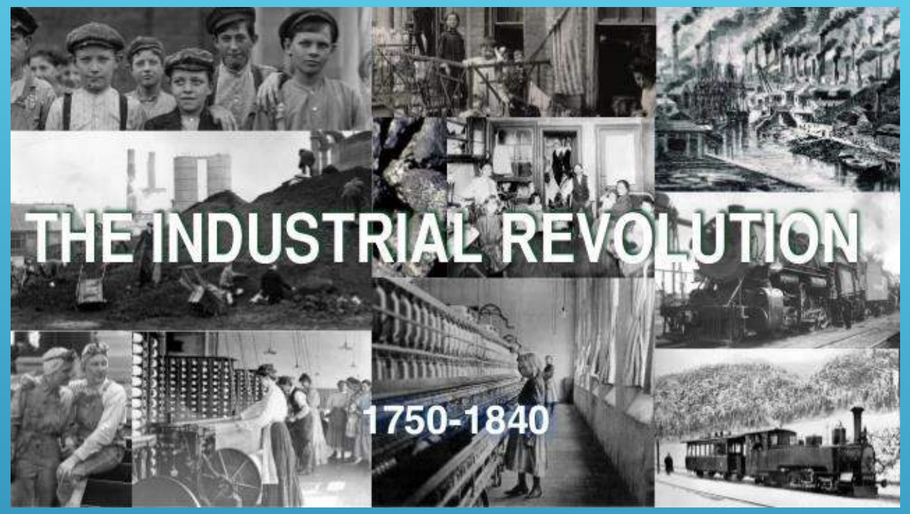
John Acres. President,

Royal Town Planning Institute

April 2018

GROWTH OF MARKETTOWNS

- In the past development occurred incrementally
- Traditional villages and market towns evolved overtime. Narrow 'burgage' plots
- No planning controls, so building controls and landowners shaped the pattern of development
- Layout has lasted for centuries – in this case Towcester - on the Roman road (A5) Watling Street



OVERCROWDING AND SLUMS

- Mechanisation of agriculture and changes in work practices
- Industrialisation and business expansion
- Spread of rural population to the towns
- Rapid expansion of towns and cities
- Few controls over development
- Major public health implications

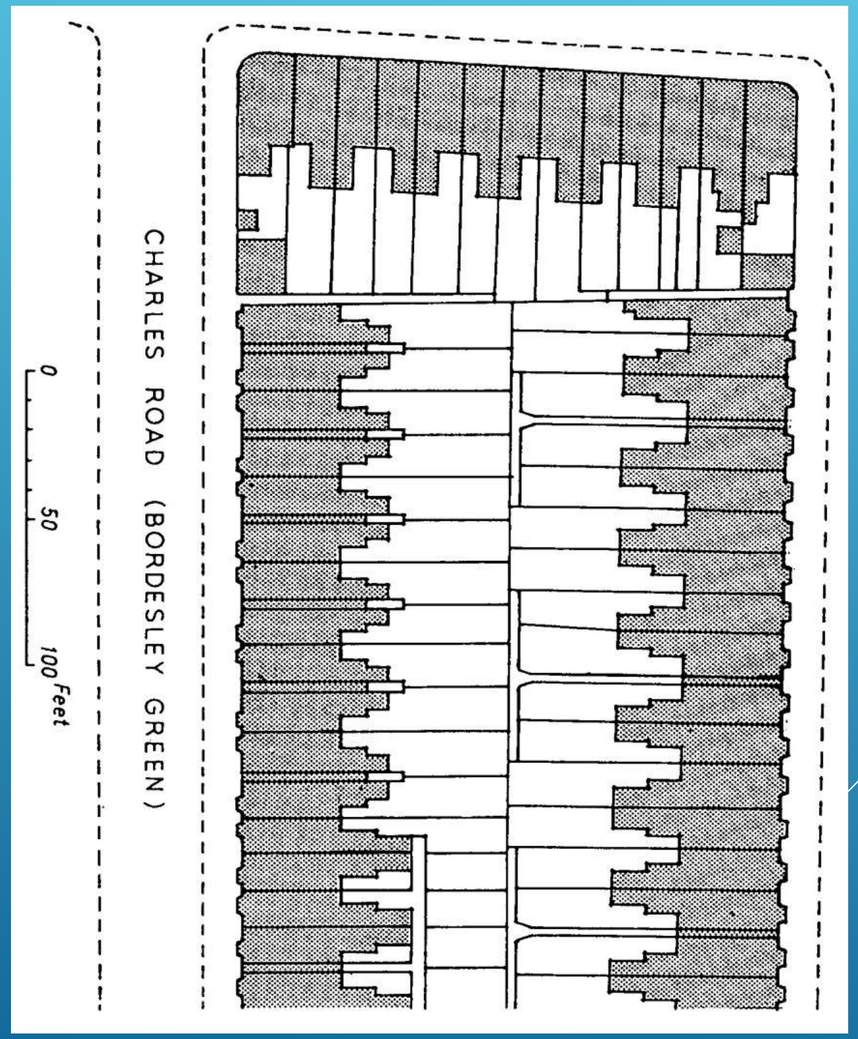
INDUSTRIAL PHILANTHROPY - TITUS SALT - SALTAIRE, NR. BRADFORD, YORKSHIRE.

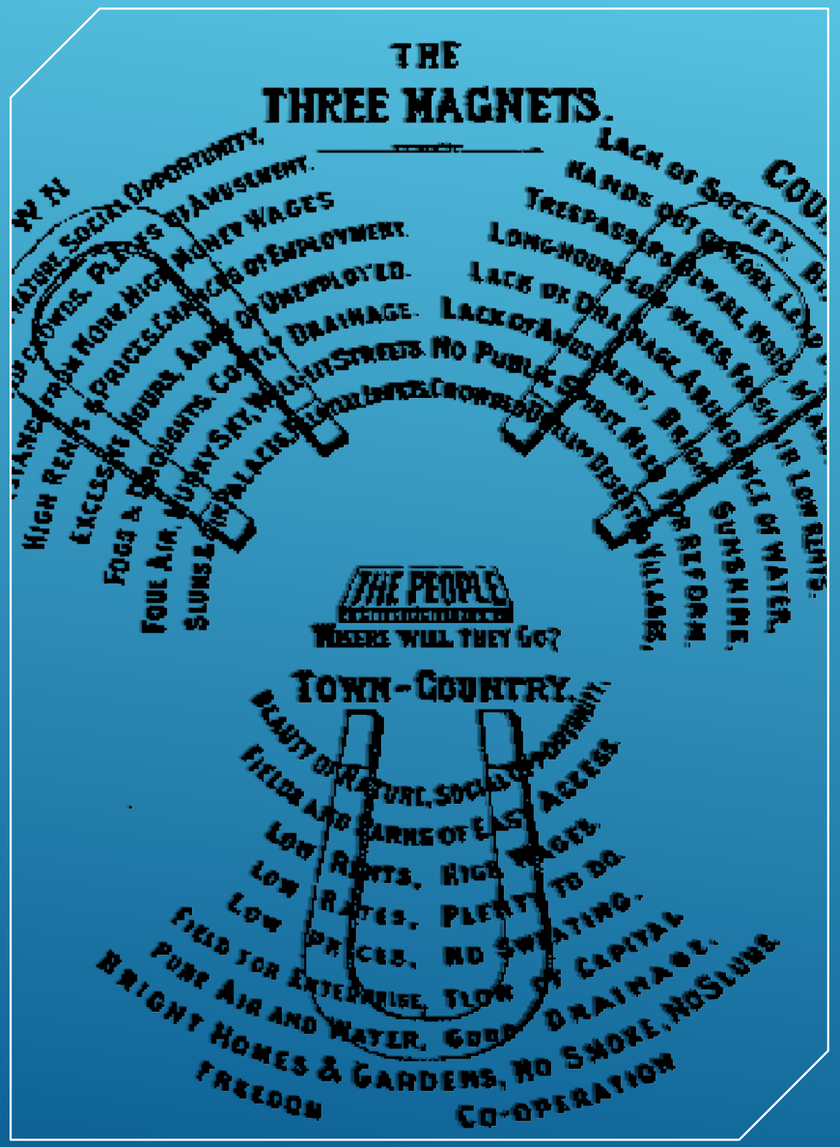
DEVELOPED BETWEEN 1850-1873 AROUND HIS TEXTILE MILL - NOW A WORLD HERITAGE SITE

A brief history of public health in Britain

- 1842 Edwin Chadwick publishes *The Sanitary Conditions of the Labouring Population*
- 1847 Liverpool appoints the country's first medical officer of health
- 1848 First Public Health Act gives local boards powers over street cleaning, refuse collection, water supplies and sewers
- 1872 Second Public Health Act compels local authorities to appoint medical officers
- 1875 Third Public Health Act toughens previous laws
- 1885 The Housing of the Working Classes Act sets standards for accommodation and forces local authorities to shut down unhealthy dwellings

THE BIRTH OF 'BY-LAW' HOUSING





EBENEZER HOWARD -`TOMORROW A PEACEFUL PATH TO REAL REFORM 1898'

Original Garden City Principles

- Land value capture for the community
- Community ownership of assets
- Long term stewardship by Trust
- Balancing the merits of town & country
- Balanced housing mix
- Linkage of homes and jobs, within easy reach
- Good quality design and integrated transport
- Social & culturalfacilities

GARDEN CITIES
OF
TO-MORROW

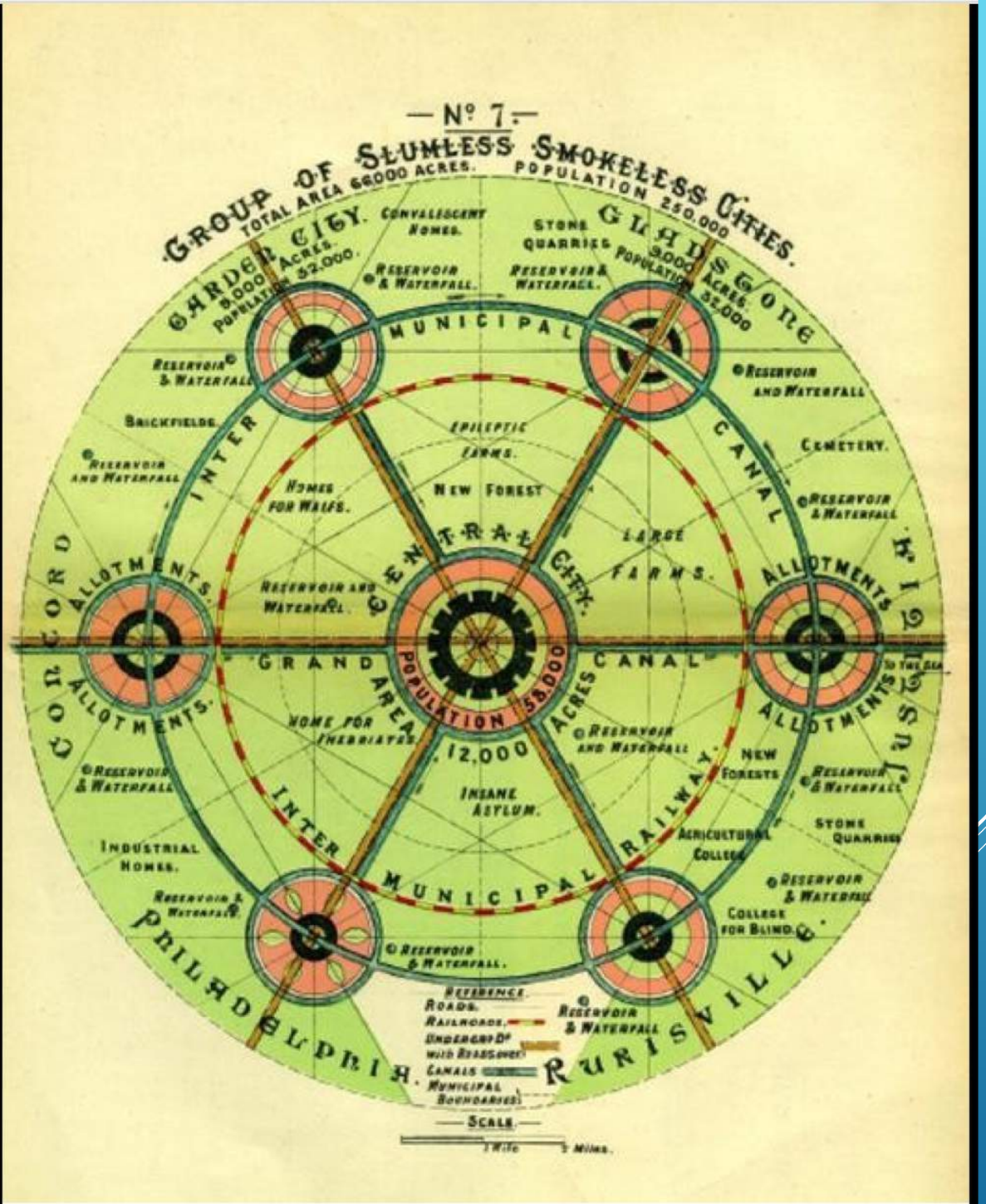
(BEING THE SECOND EDITION OF "TO-MORROW: A PEACEFUL PATH TO REAL REFORM")

BY

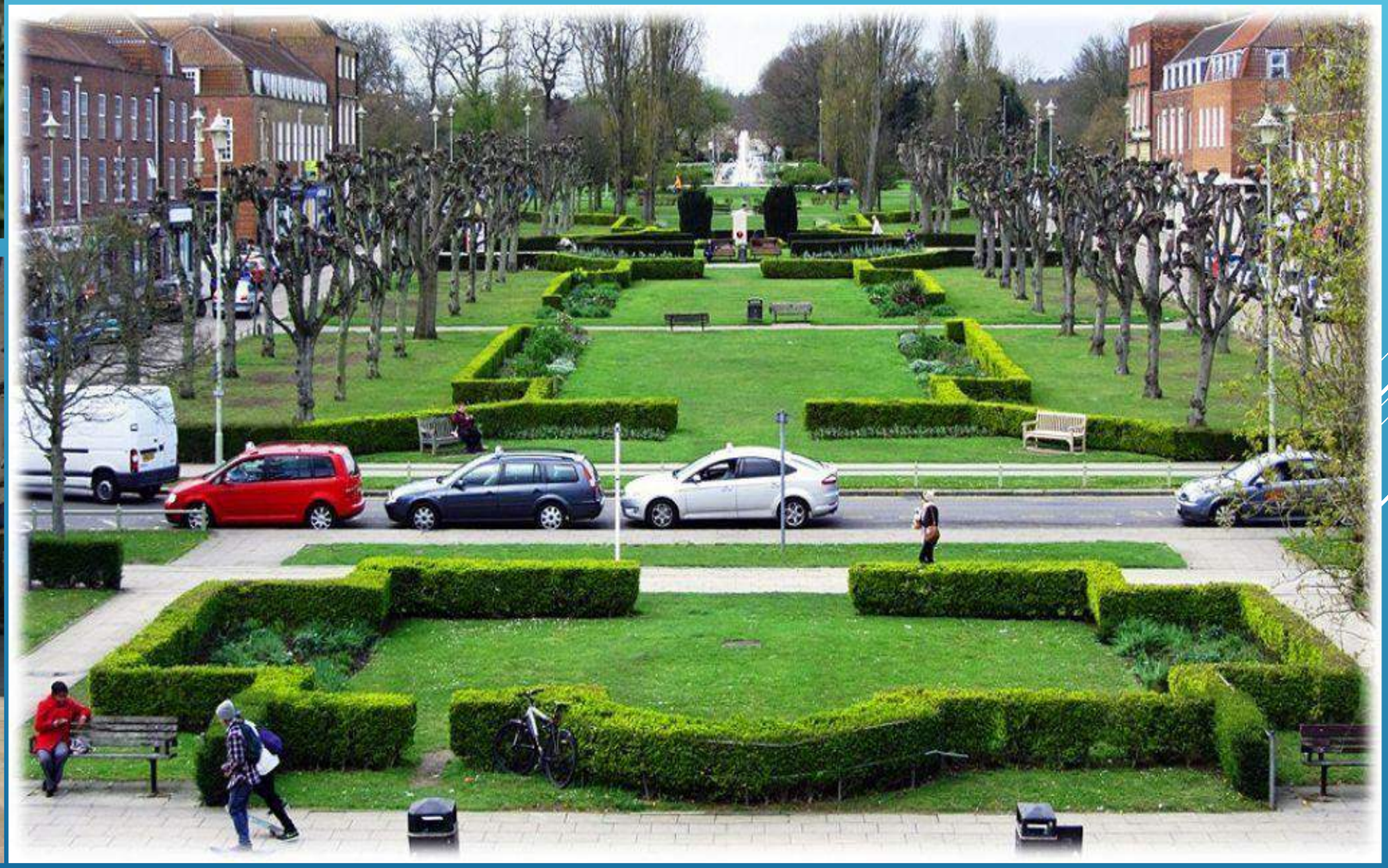
EBENEZER HOWARD

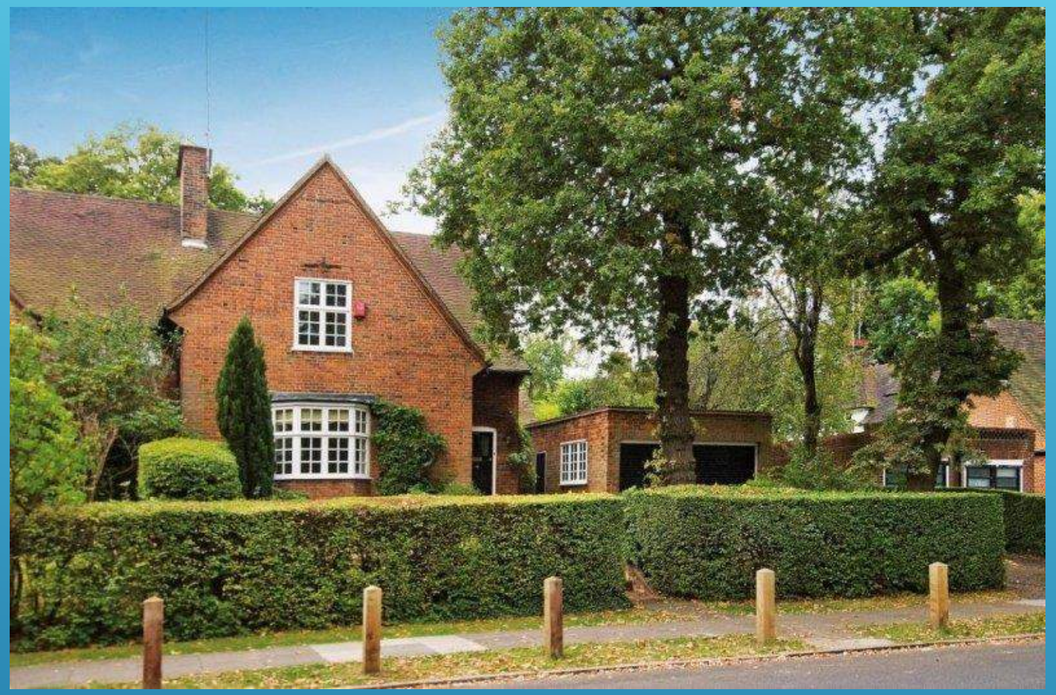
"New occasions teach new duties;
Time makes ancient good uncouth;
They must upward still, and onward,
Who would keep abreast of Truth.
Lo, before us, gleam her camp-fires!
We ourselves must Pilgrims be,
Launch our 'Mayflower,' and steer boldly
Through the desperate winter sea,
Nor attempt the Future's portal
With the Past's blood-rusted key."
—"The Present Crisis."—*J. R. Lowell.*

LONDON
SWAN SONNENSCHEIN & CO., LTD.
PATERNOSTER SQUARE
1902



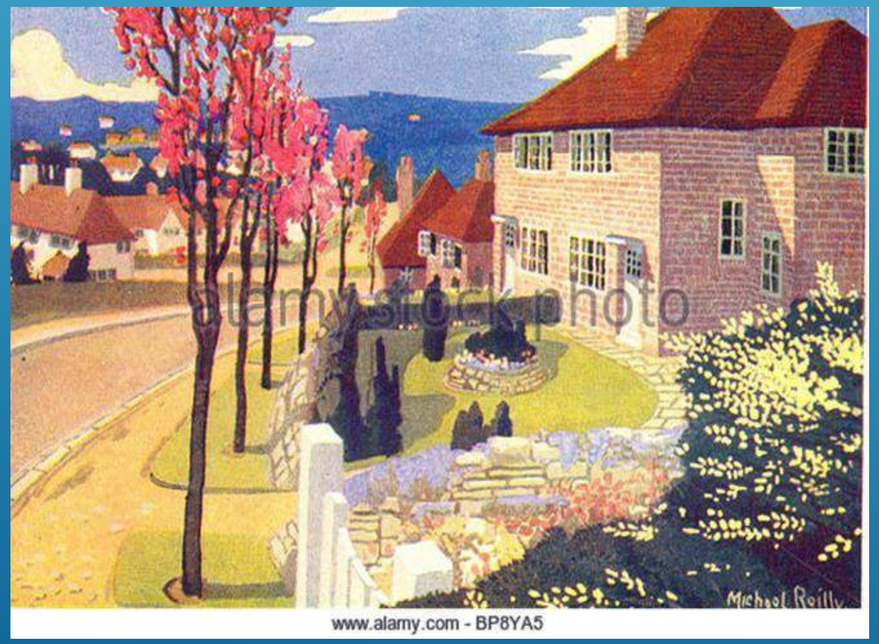
EBENEZER HOWARD – LETCHWORTH - THE FIRST GARDEN CITY LAUNCHED IN 1903 FOLLOWED BY WELWYN GARDEN CITY 1921



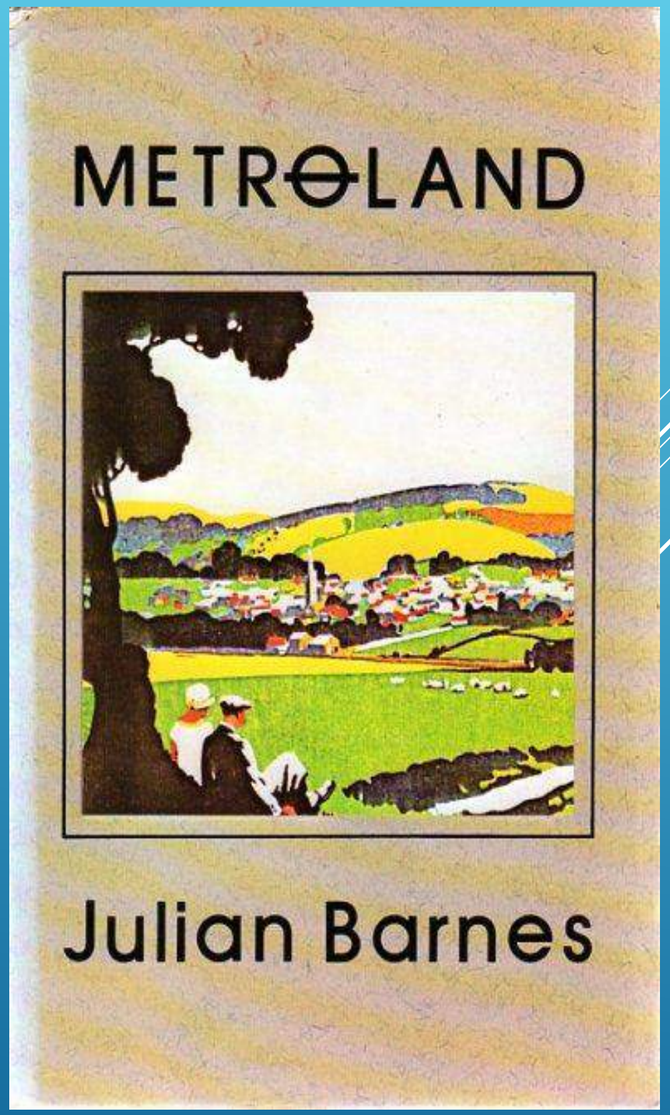


FOUNDED 1907

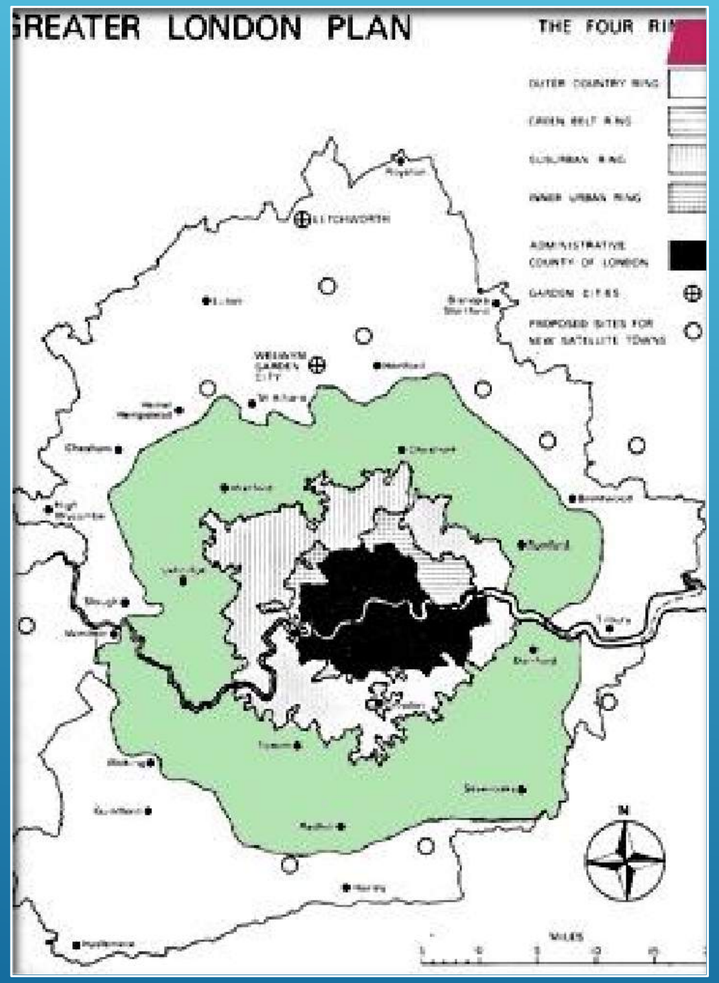
BOURNEVILLE – BIRMINGHAM - PROMOTED BY GEORGE CADBURY – INDUSTRIALIST & SOCIAL REFORMER



1930'S LONDON METROLAND



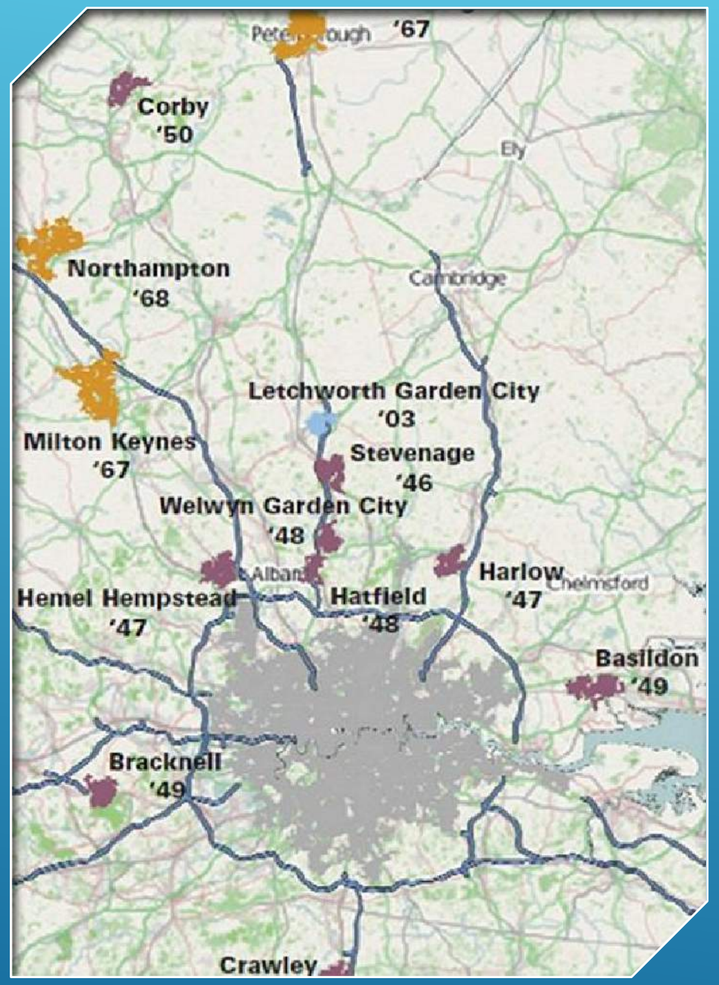
REBUILDING AFTER THE WAR



POST WAR REFORMS

- 1940 Barlow Report – Population distribution
- 1943 Uthwatt Report – Land compensation
- 1945 Scot Report – Rural Land use
- 1946 New Towns Act
- 1947 Reith Report – New Towns Committee
- 1947 Town & Country Planning Act
- 1949 National Parks & Countryside Act
- 1955 Green Belts Act

NEW TOWNS PROGRAMME – 32 TOWNS IN ENGLAND, WALES, SCOTLAND & N. IRELAND

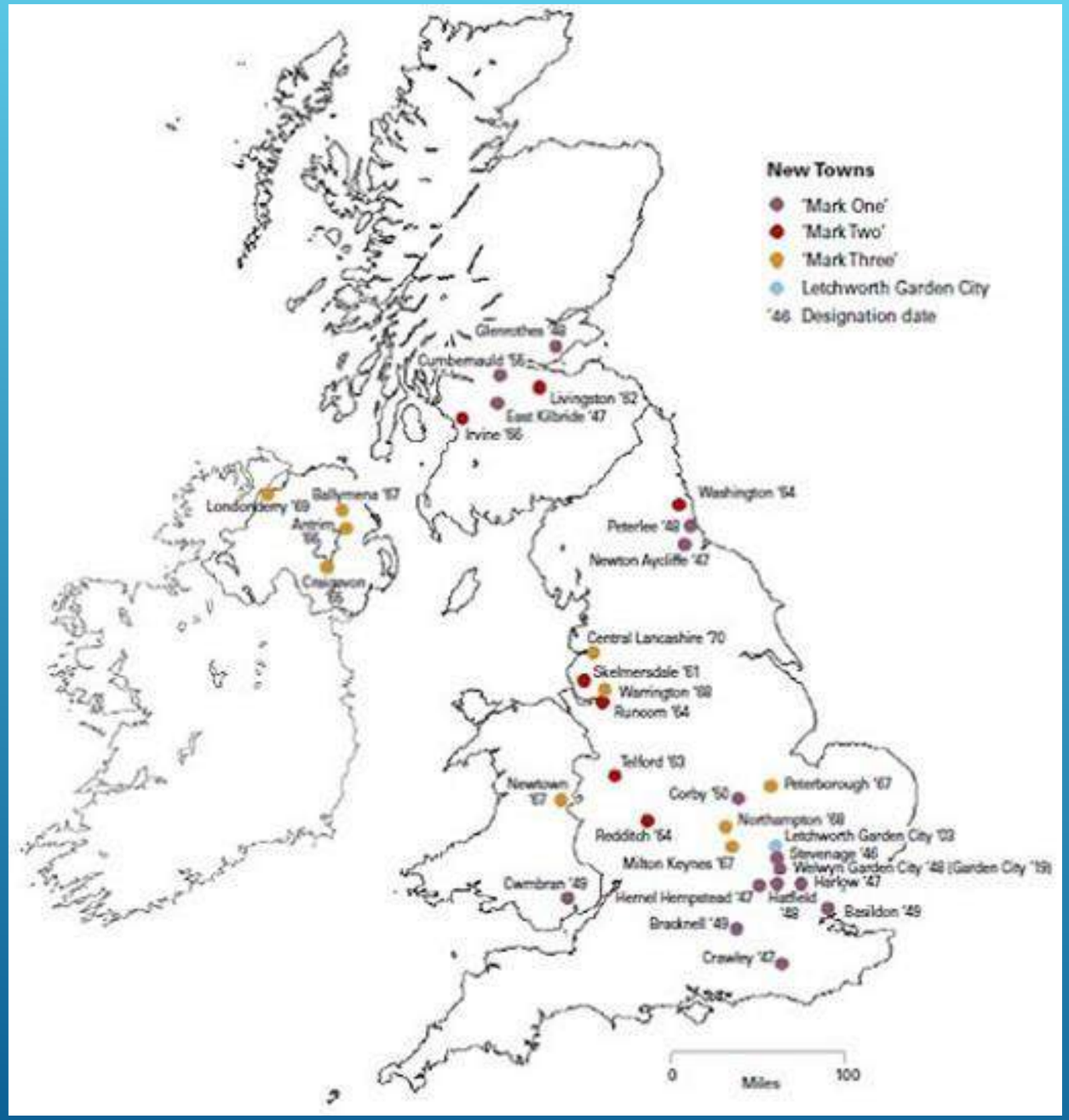


Mark 1 New Towns; 1946 -1950. 14 new towns.

1946 First New Town at Stevenage – one of 10 new towns in a ring around London.

Mark 2 New Towns: 1961-1966. New Towns spread around the country including Redditch and Telford in the Midlands.

Mark 3 New Towns: 1967-1970. Larger towns (including town expansion schemes), further away from London, including Milton Keynes, Northampton, Peterborough and Central Lancashire.



THE DISTRIBUTION OF NEW TOWNS

New towns were designated for different purposes:

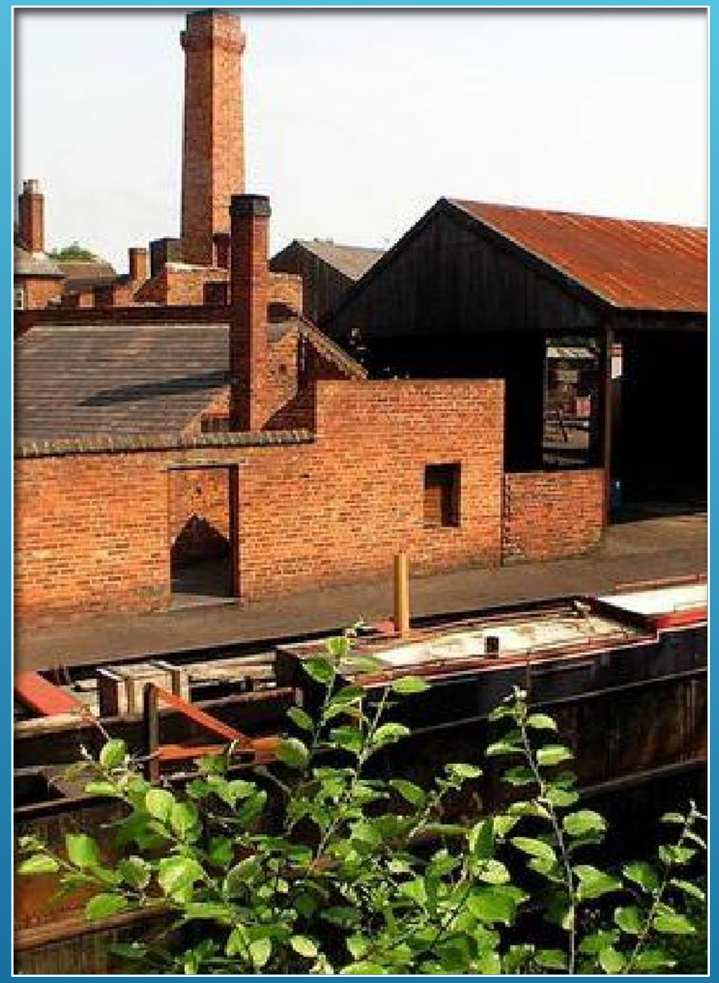
- Some were to relieve pressure from cities – eg. around London
- Others were to regenerate the regional economies, in the Midlands and the North.
- Some were to stem rural de-population – eg. Newtown.
- Some were to attract inward investment. eg Telford

NEW TOWN ACHIEVEMENTS

- A new start for urban out-migrants
- Valuable safety valve for congested cities
- Generous investment in infrastructure – using 60 year low interest loans
- A range of social, recreation and cultural facilities for a healthy lifestyle
- A positive link between homes and jobs
- A master-planned environment with generous open space and green links

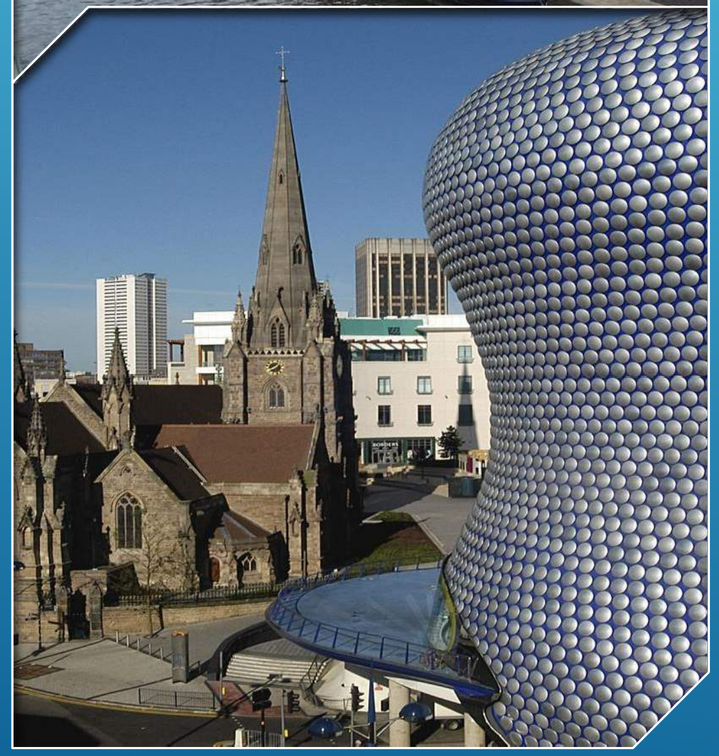
NEW TOWNS - SHORTCOMINGS

- New Towns were built during period of poor building standards and materials shortages
- Housing designs and layouts were often plain & mundane – not matching GC standards
- New towns were heavily car-focused with little concern for cycling or public transport
- They were later viewed as attracting young people and jobs away from declining towns
- In some respects they have failed to adopt the original Garden City principles – without long term stewardship



1980'S - THE NEW TOWN GLOSS BEGINS TO FADE

- Economic re-structuring during the Thatcher era led to heavy jobs losses and decline of traditional industries
- Government cuts removed support for new towns – New Town assets sold off
- Re-emphasis on private sector housing within new and expanded towns – a big rise in home ownership
- New focus on inner city regeneration following 1981 urban riots in Toxteth & Brixton



THE NEW MILLENNIUM – TIME FOR A FRESH LOOK AT NEW COMMUNITIES.

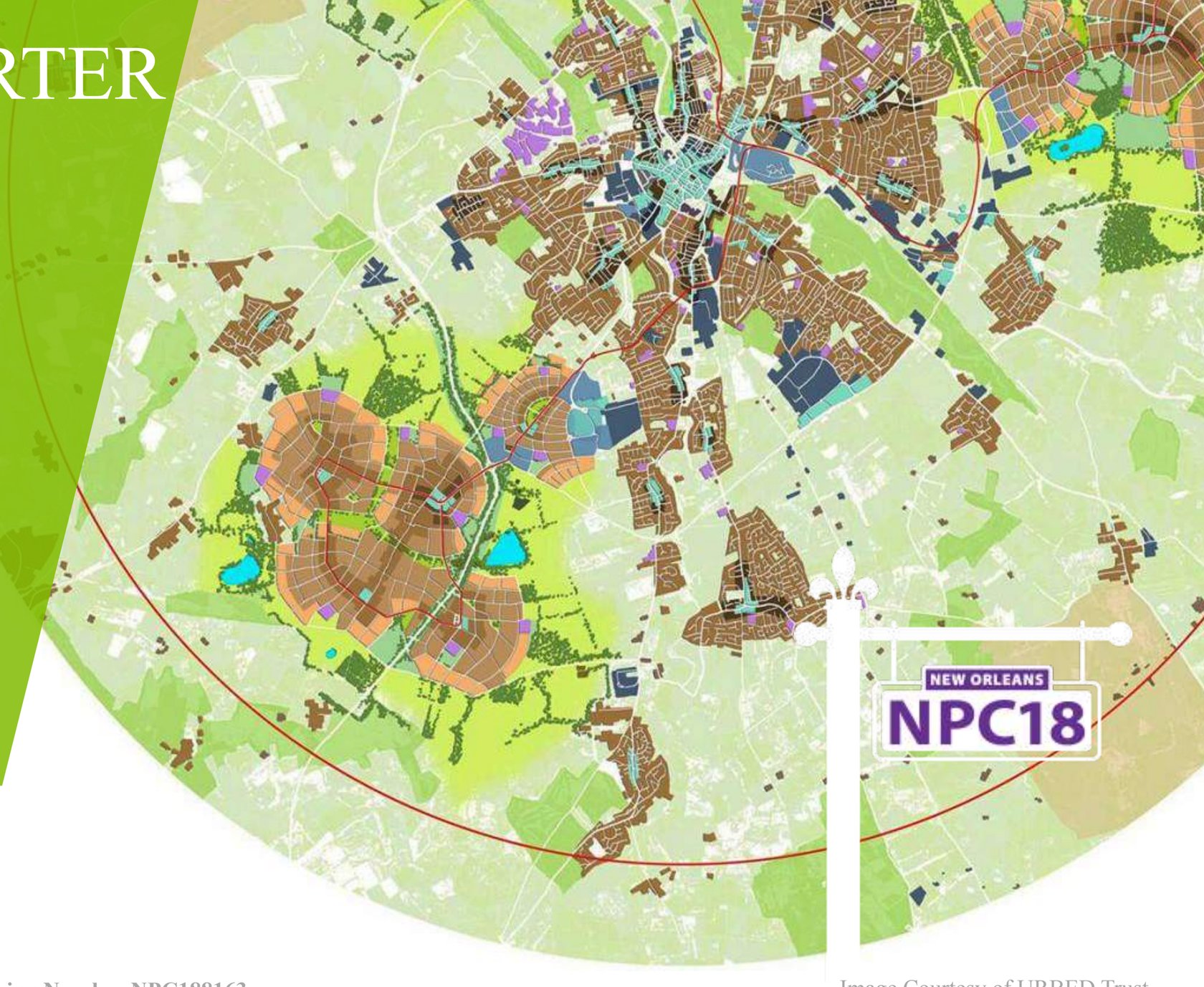
- Growing pressures for development after a decade of incrementalism, brownfield-first and urban renewal.
- 2004 Kate Barker report reveals severe housing shortage – Government sets higher housing targets
- Planning policy focuses on urban extensions to deliver quick wins
- Plans for 25 new 'Eco-towns' in 2007 – only 4 pursued in 2009 – all now in progress
- National Planning Policy Framework (NPPF) 2012 includes Garden City Principles

21ST CENTURY REBIRTH OF GARDEN CITIES??

- 30 years later a new generation of garden cities could be emerging.
- Government agrees to update the New Towns Act
- New Growth Corridor between Oxford & Cambridge
- Locally-led new communities are being promoted in North Essex and elsewhere.
- Government has announced it will support 5 new
- Garden Communities – no locations announced yet
- All Parliamentary Group on New Towns has been set up
- So what next?

QUALITY CHARTER FOR GROWTH

Simon Payne (MRTPI)
Director
Lambsquay Consulting of Cambridge Limited



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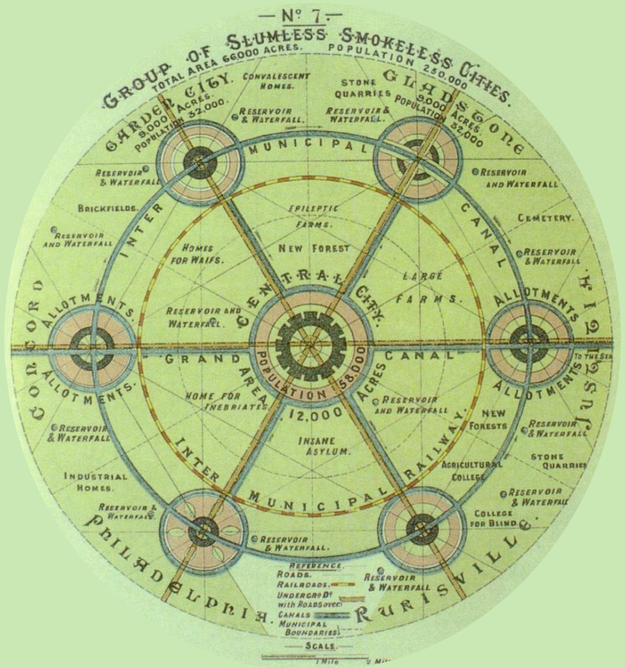
Session Number NPC188163

Image Courtesy of URBED Trust

Key Points

- Quality Charter for Growth in Cambridge
- English Garden Towns TCPA Principles
- A Spatial Strategy for Uttlesford
- Garden Communities in Uttlesford

Cambridgeshire
Quality Charter for Growth



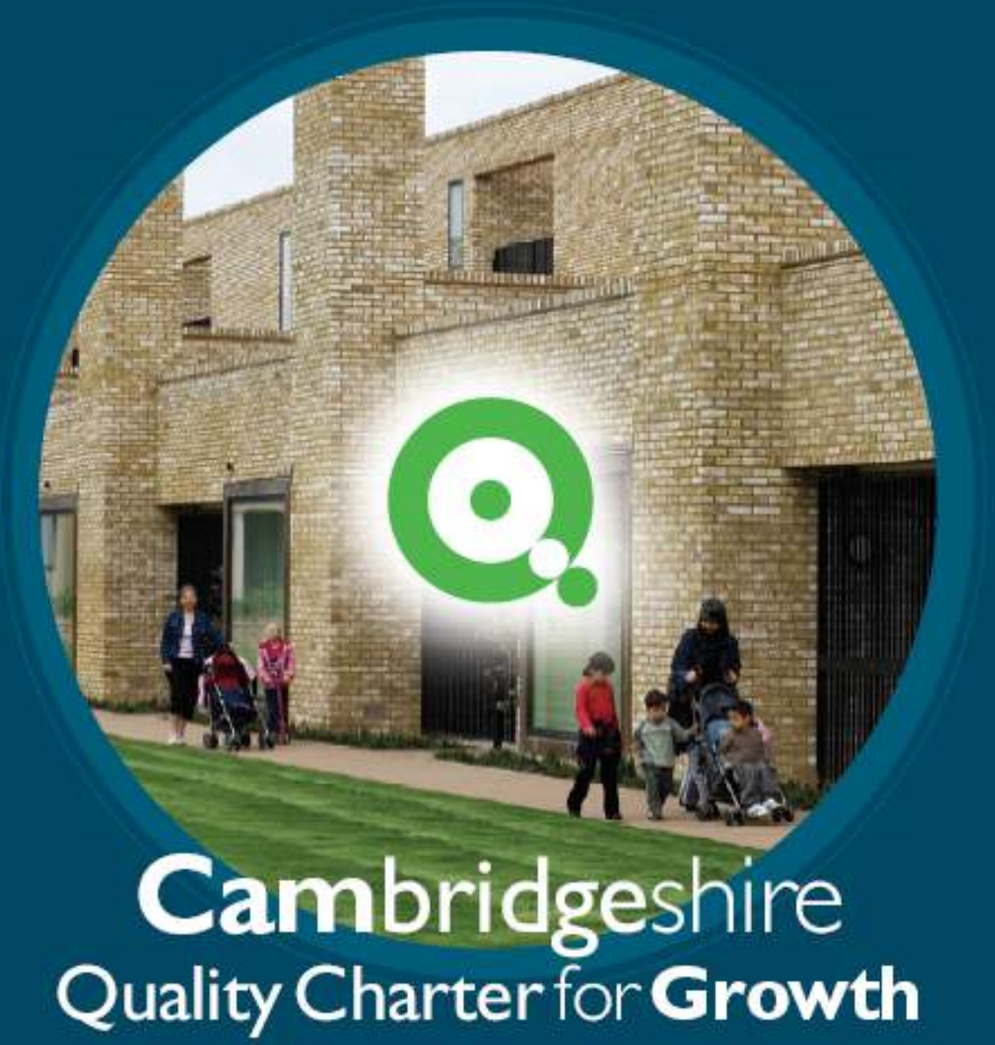
Quality Charter for Growth

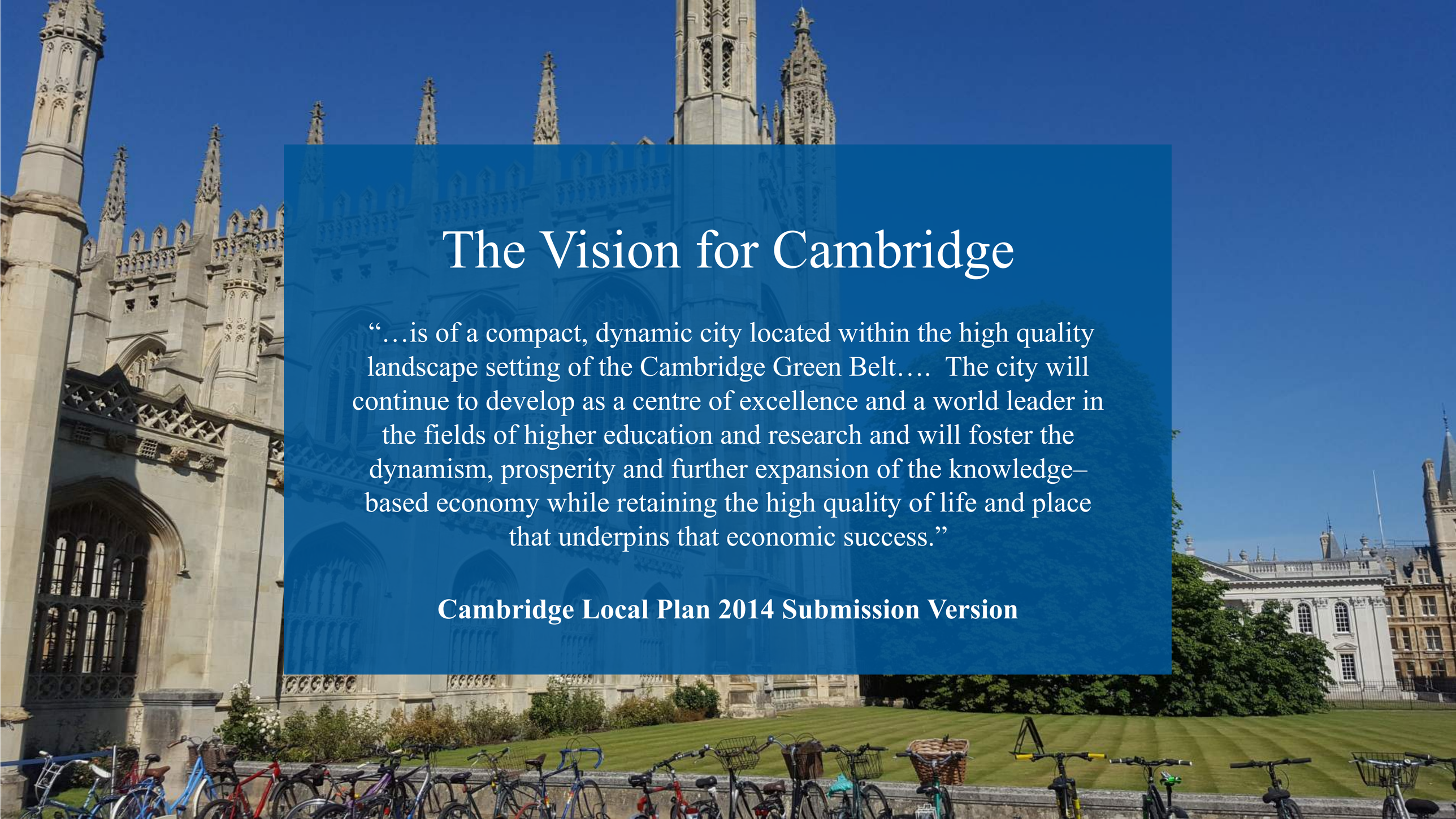
- **Community** - where people live out of choice, creating healthy communities with a good quality of life

- **Connectivity** - well connected places for all jobs and services using sustainable modes

- **Climate** - anticipate climate change and minimise environmental impact

- **Character** - distinctive neighbourhoods where people create ‘pride of place’





The Vision for Cambridge

"…is of a compact, dynamic city located within the high quality landscape setting of the Cambridge Green Belt…. The city will continue to develop as a centre of excellence and a world leader in the fields of higher education and research and will foster the dynamism, prosperity and further expansion of the knowledge–based economy while retaining the high quality of life and place that underpins that economic success."

Cambridge Local Plan 2014 Submission Version

English Garden Towns

Town and Country Planning Association Garden City Principles

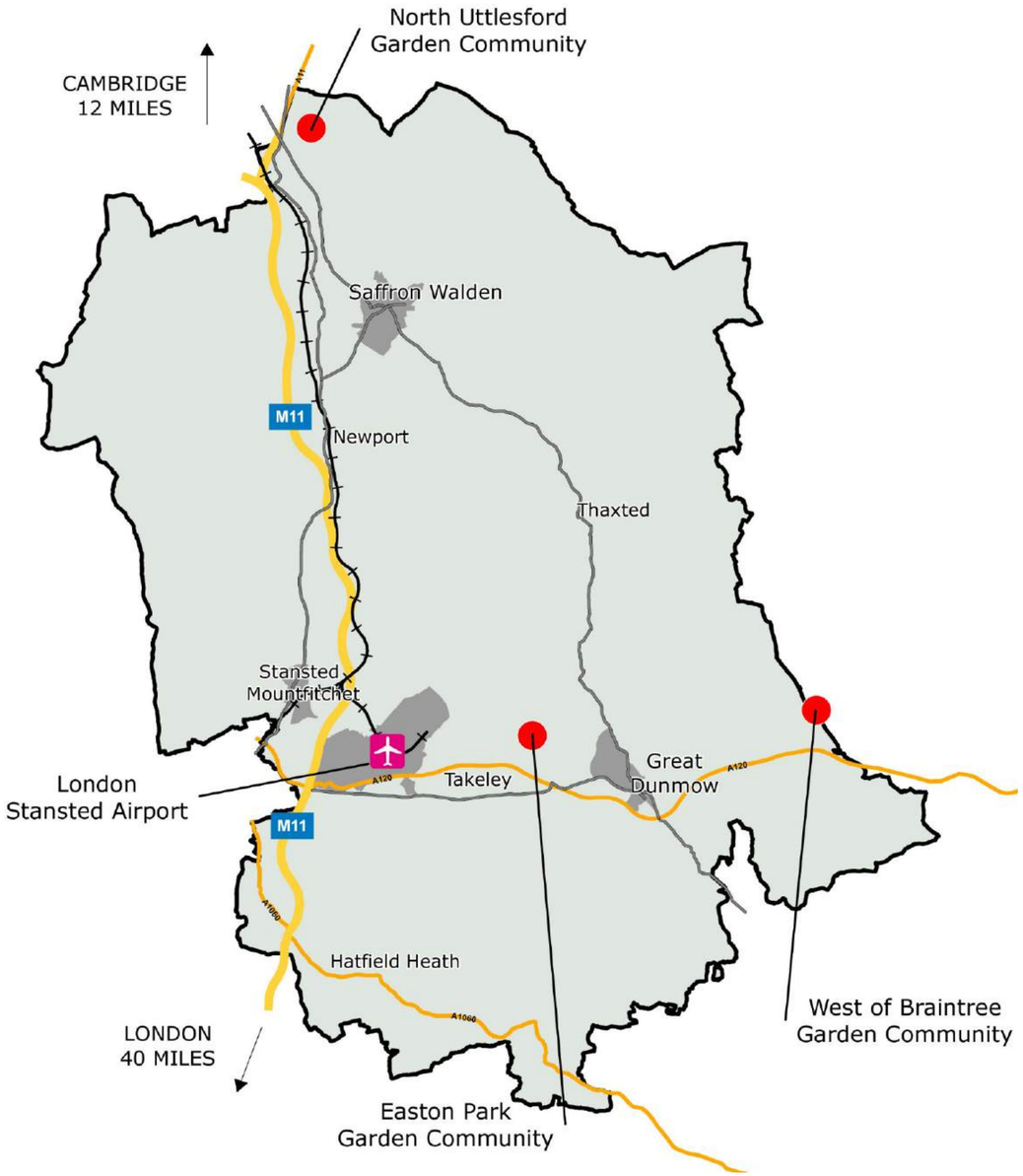
- **Land value capture** for the benefit of the community.
- **Strong vision, leadership** and community engagement.
- Community ownership of land and **long-term stewardship** of assets.
- Mixed-tenure homes and housing types that are **genuinely affordable**.
- A wide range of **local jobs in the Garden City** within easy commuting distance of homes.
- **Beautifully and imaginatively designed homes with gardens**, combining the best of town and country to create healthy communities, and including opportunities to grow food.

Town and Country Planning Association Garden City Principles

- Development that **enhances the natural environment**, providing a comprehensive green infrastructure network and net biodiversity gains, and that uses zero-carbon and energy-positive technology to ensure climate resilience.
- Strong cultural, recreational and shopping facilities in walkable, vibrant, **sociable neighbourhoods.**
- **Integrated and accessible transport systems**, with walking, cycling and public transport designed to be the most attractive forms of local transport.

A Spatial Strategy for Uttlesford

Garden Communities in Uttlesford District



New Garden Communities in Uttlesford will be:

‘…exemplars of 21st Century living providing well designed homes, high quality employment, services and facilities to meet the needs of residents and businesses. The new communities will be designed to support the development and implementation of smart technology solutions that improve the quality of life and create healthy, safe and vibrant places for living and working.’

Uttlesford Regulation 18

Draft Local Plan

Courtesy of Chesterford Research Park

North Uttlesford Garden Village

A Prospectus of Delivery

BIDWELLS

Smart City
Overview solution portfolio

BOSCH

Bosch Smart Solutions

Energy storage solutions

Virtual power plants

Energy-efficient heating, hot water & cooling systems

Energy

Connected home appliances

Smart homes

Connected building

Buildings

Safety & security

Safety & security solutions

Flood recognition

E-Mobility

Mobility

Connected parking

Intermodal transportation

Fleet management

Environmental monitoring

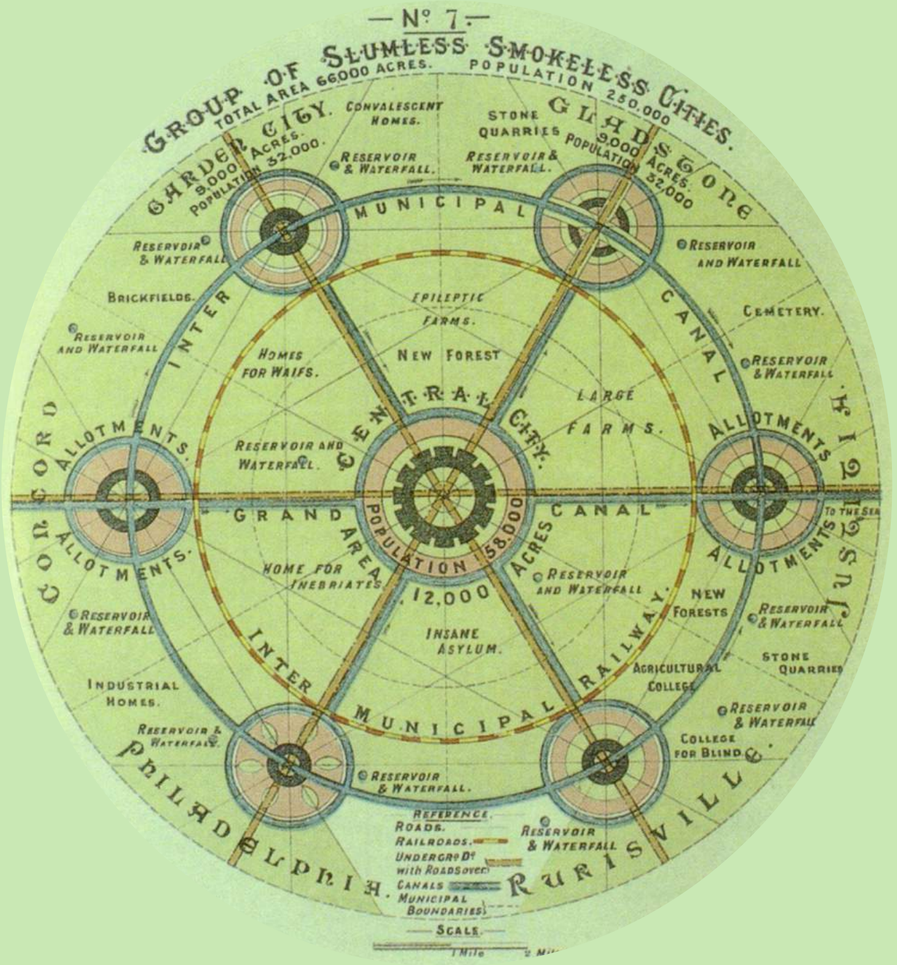
E-Scooter

E-governance

City data platform

Community app

BOSCH



"…by so laying out a Garden City that, as it grows, the free gifts of Nature, fresh air, sunlight, breathing room and playing room shall be still retained in all needed abundance and by so employing the resources of modern Science that Art may supplement Nature, and life may become an abiding joy and delight"

Ebenezer Howard

Garden Cities of Tomorrow 1902

DELIVERING GARDEN CITIES

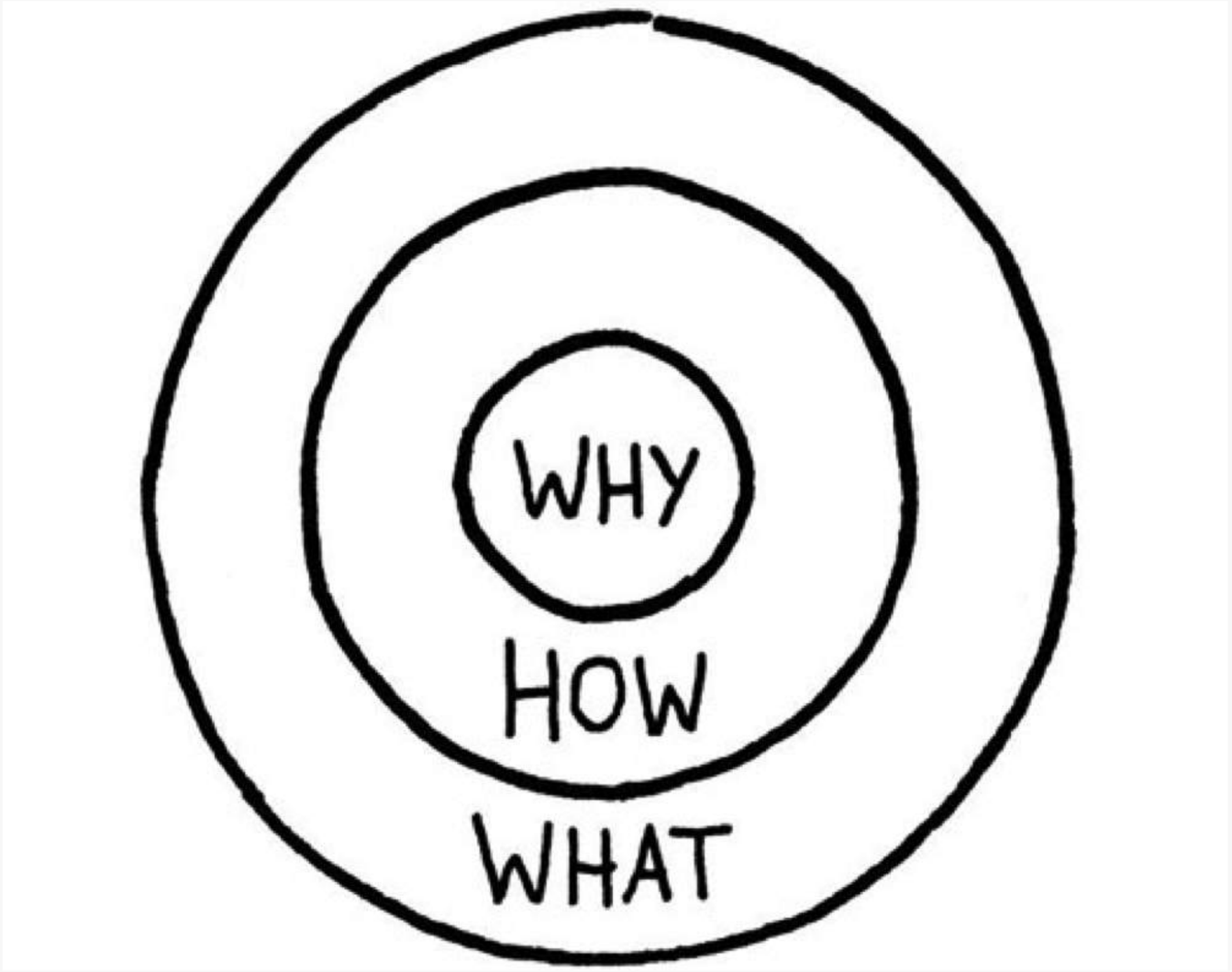
Jon Goodall (MRTPI)
Associate Director
Troy Planning + Design

Image Courtesy of URBED Trust

Session Number NPC188163

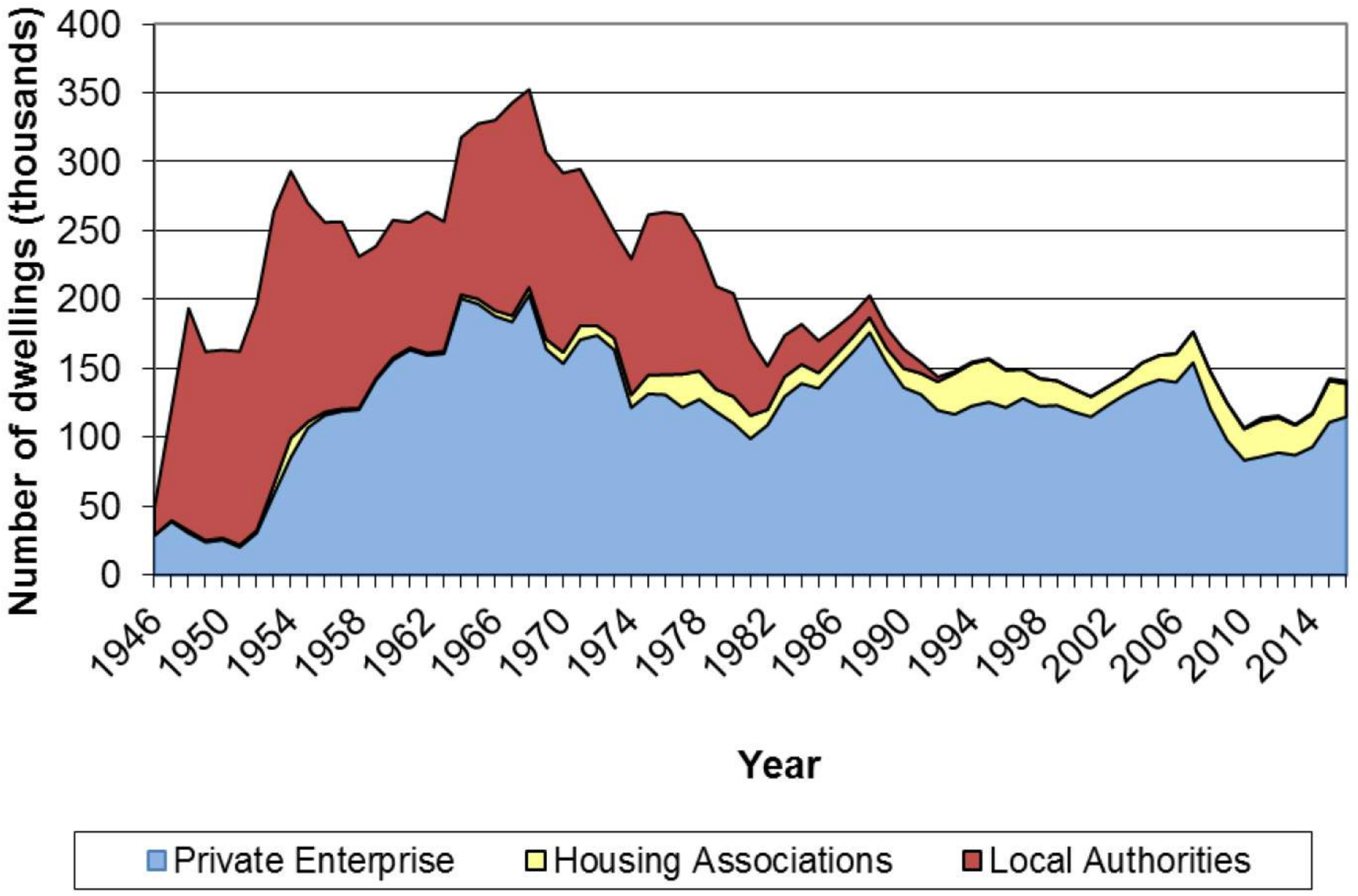
Key Points

- Current Approach to Development
- Meet Housing Need
- Roles for the Public and Private Sector
- Lead the Agenda for Change
- Reinforced Role for a Plan-Led System
- Strong Leadership and Wider Vision



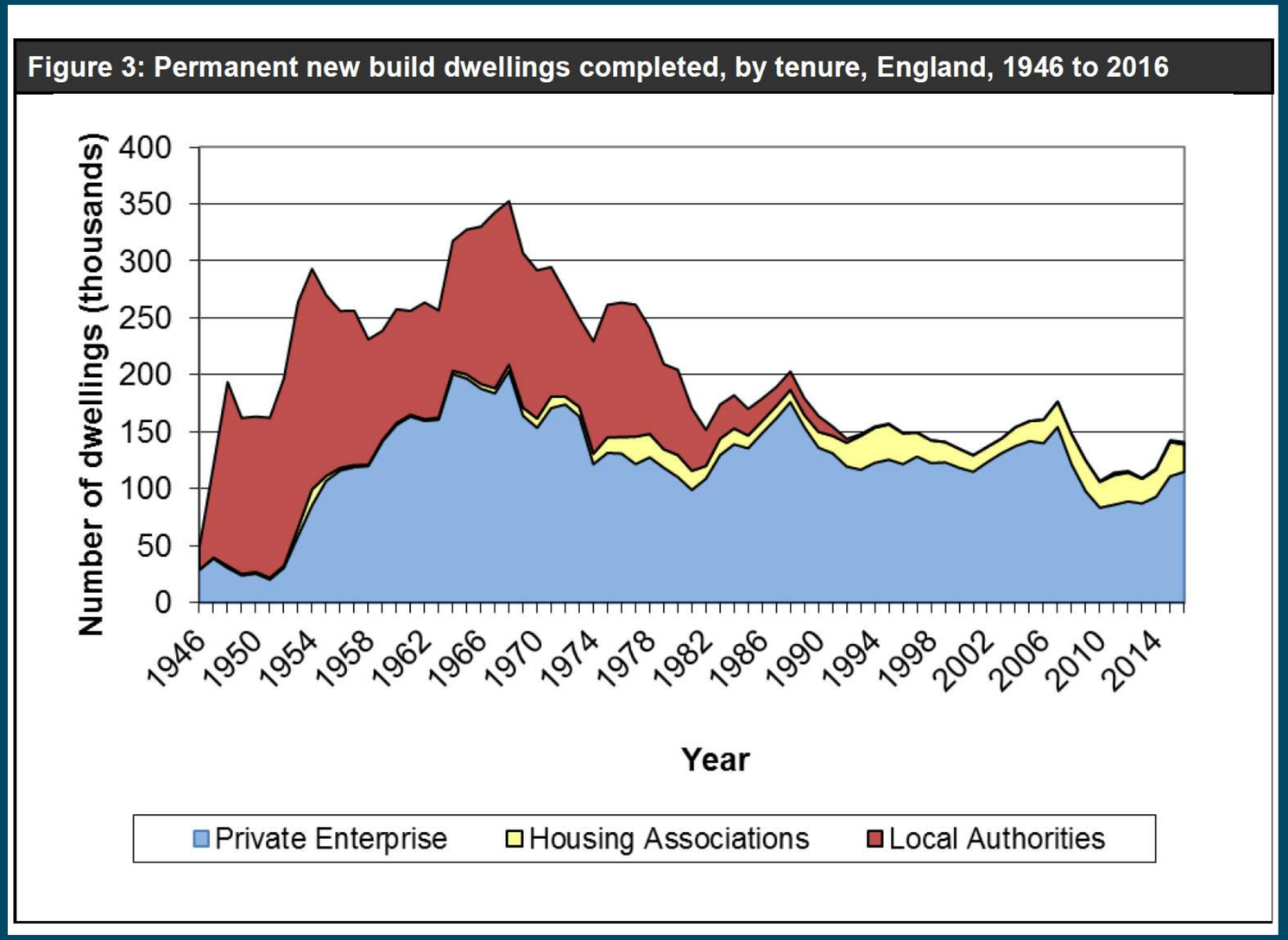
'The Golden Circle', Simon Sinek

Figure 3: Permanent new build dwellings completed, by tenure, England, 1946 to 2016



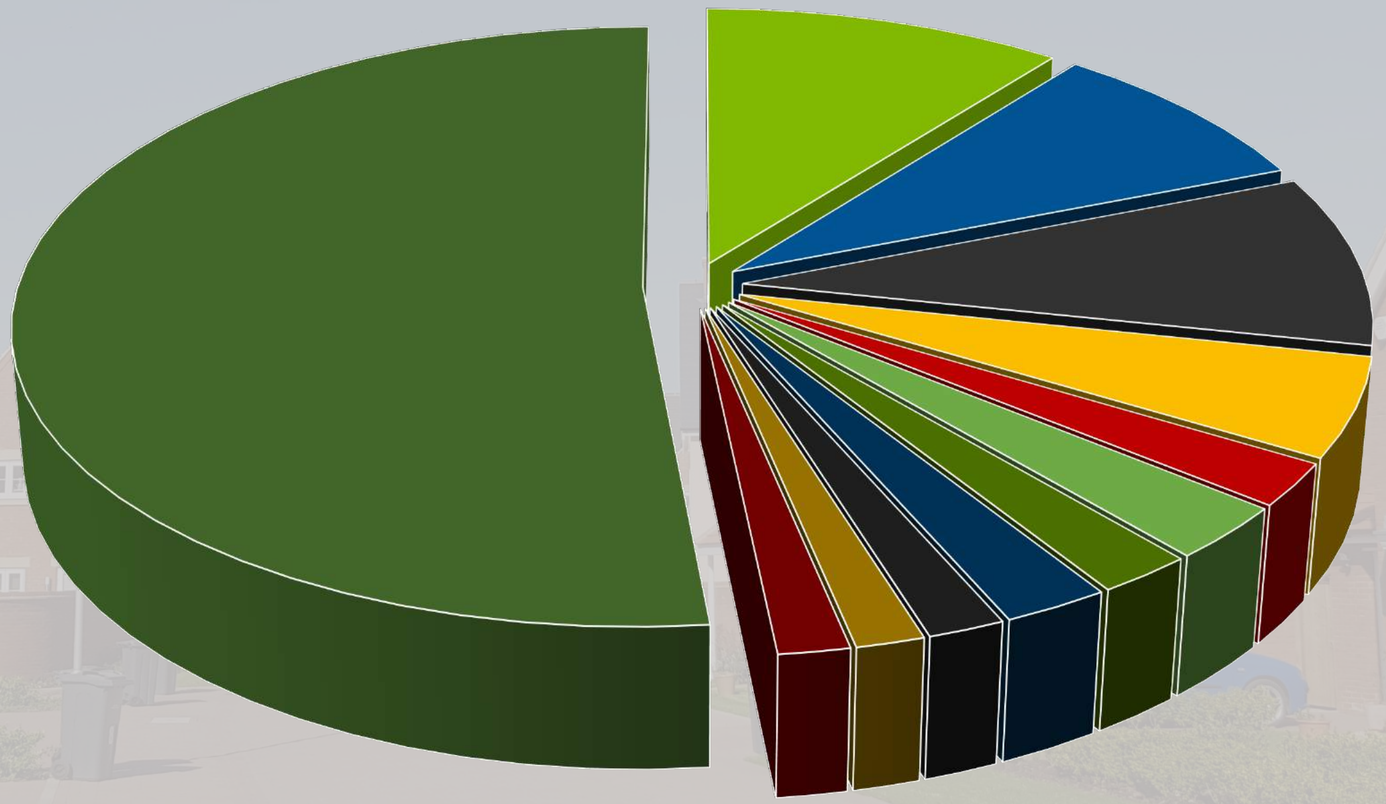
Key Issues:

- **Housing Need** – Estimated Between 240,000 and 300,000 Units Per Annum
- **Poor Plan Coverage in a Plan-Led System**
- **Resources** – Output Driven by Private Sector Housebuilders
- **Uncertainty** from Policy Change and Economic Cycles



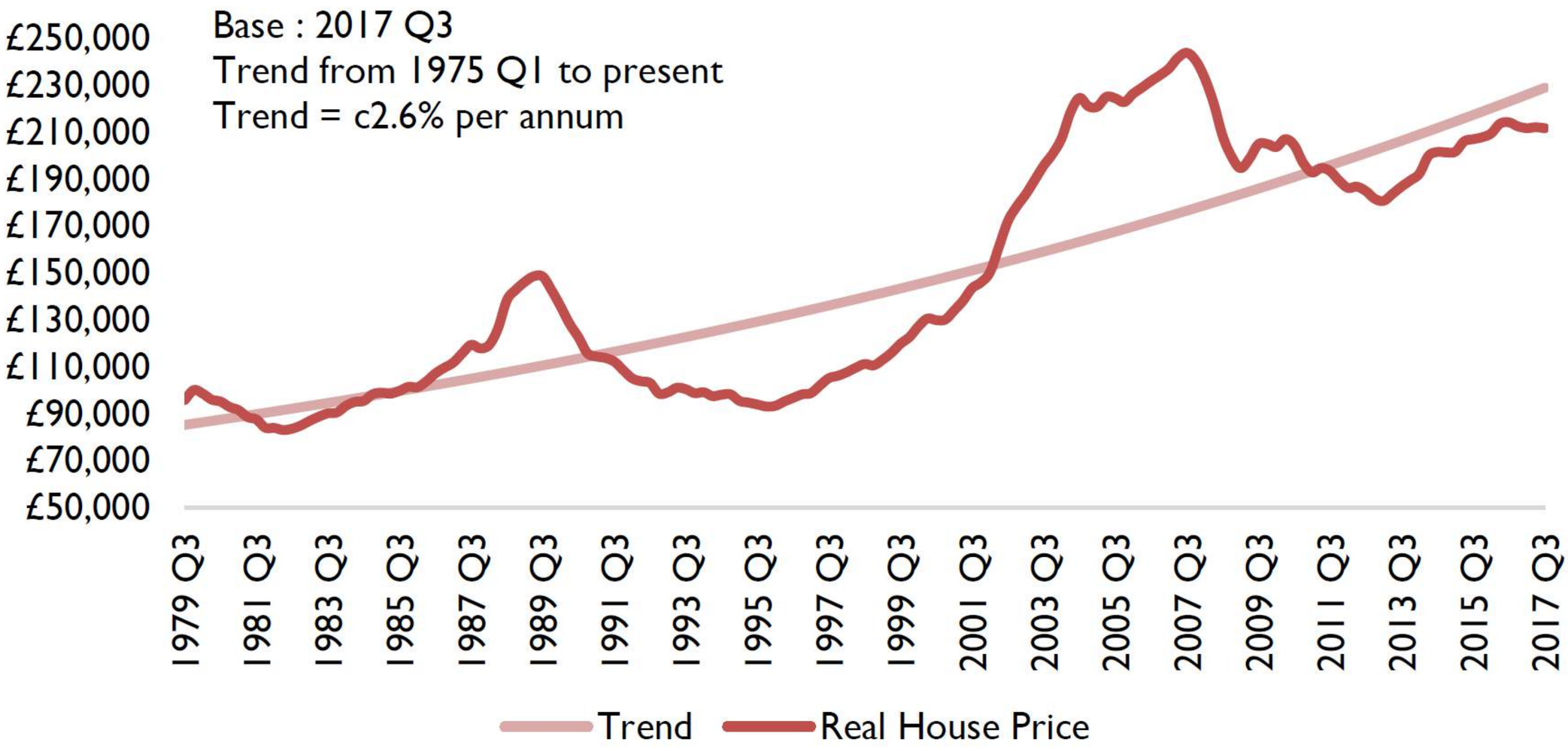
Housing Statistical Release: 'House building; new build dwellings, England: March Quarter 2017', CLG, May 2017

Contribution of Largest 11 UK Housebuilders to New Build Dwellings



Housebuilder Annual Company Report, 2016 (Various), compiled at: https://www.house-builder.co.uk/news/britains-top-25-housebuilders/

Figure 3: UK House Prices Adjusted for Inflation 1979–2017



Source: House of Lords Library Briefing, 'Housebuilding in the UK', January 2018

Key Trends

- Urgent Need for Diversification
- Pressures on the Industry
- A Focus on Home Ownership
- Products can Become Standardised
- Maintaining Supply Is Essential

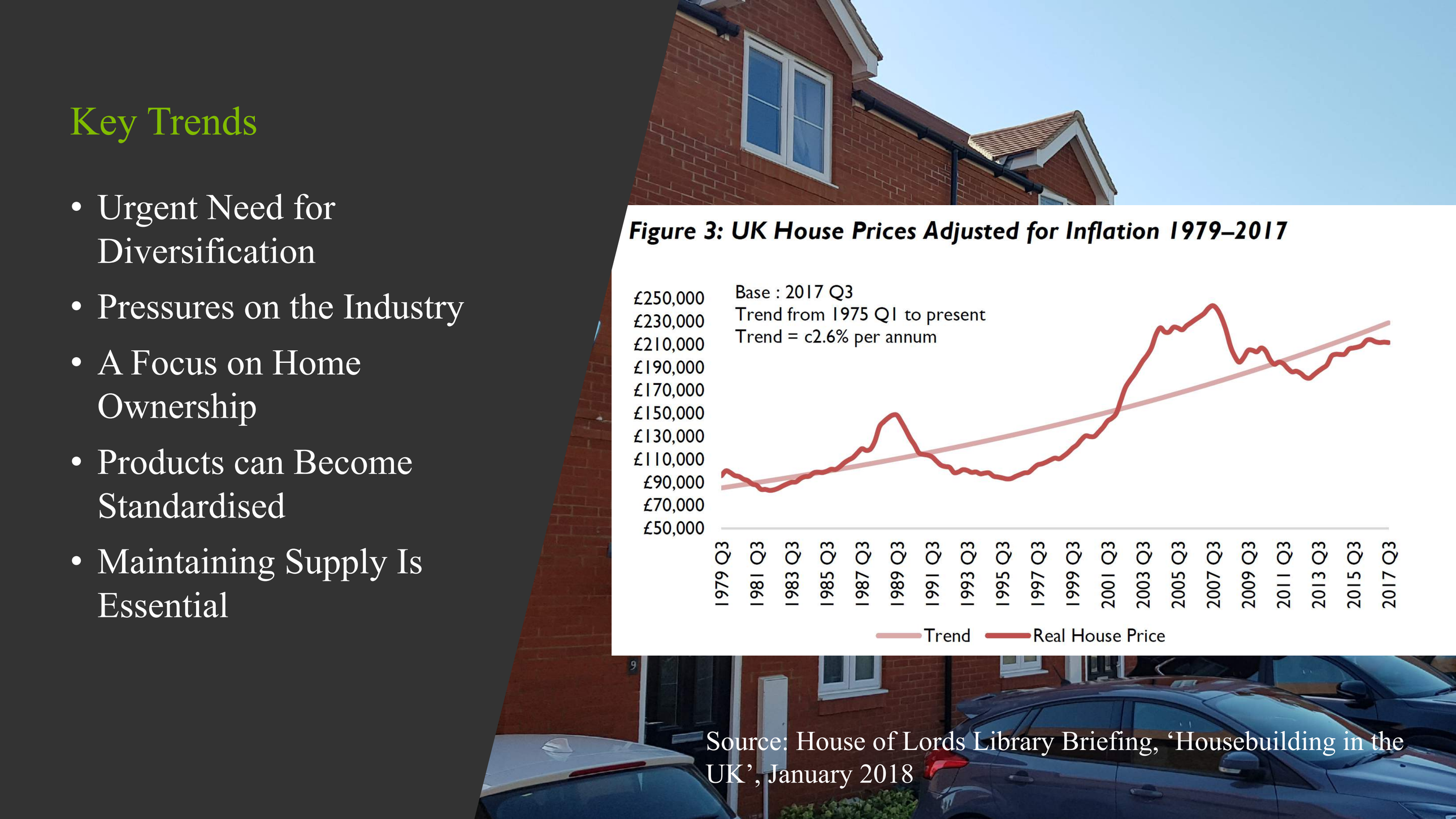


Figure 3: UK House Prices Adjusted for Inflation 1979–2017

Source: House of Lords Library Briefing, ‘Housebuilding in the UK’, January 2018

The Development Process:

- **Development Cycle:**– a "Current Trader" Model
- **"Impact Fees"** – Obligations on Development
- **"Public Goods"** – Additional Public Costs or Investment
- **A Focus on Viability:** Highly Sensitive to Price of Housing and Cost of Land

Total development value (market and affordable)

Minus

Development costs (incl. build costs and return to developer)

=

Gross residual value

Minus

CIL + planning obligations (including AH)

=

Net residual value (available to pay for land)

Graphic: Land prices are set through competition to squeeze other costs

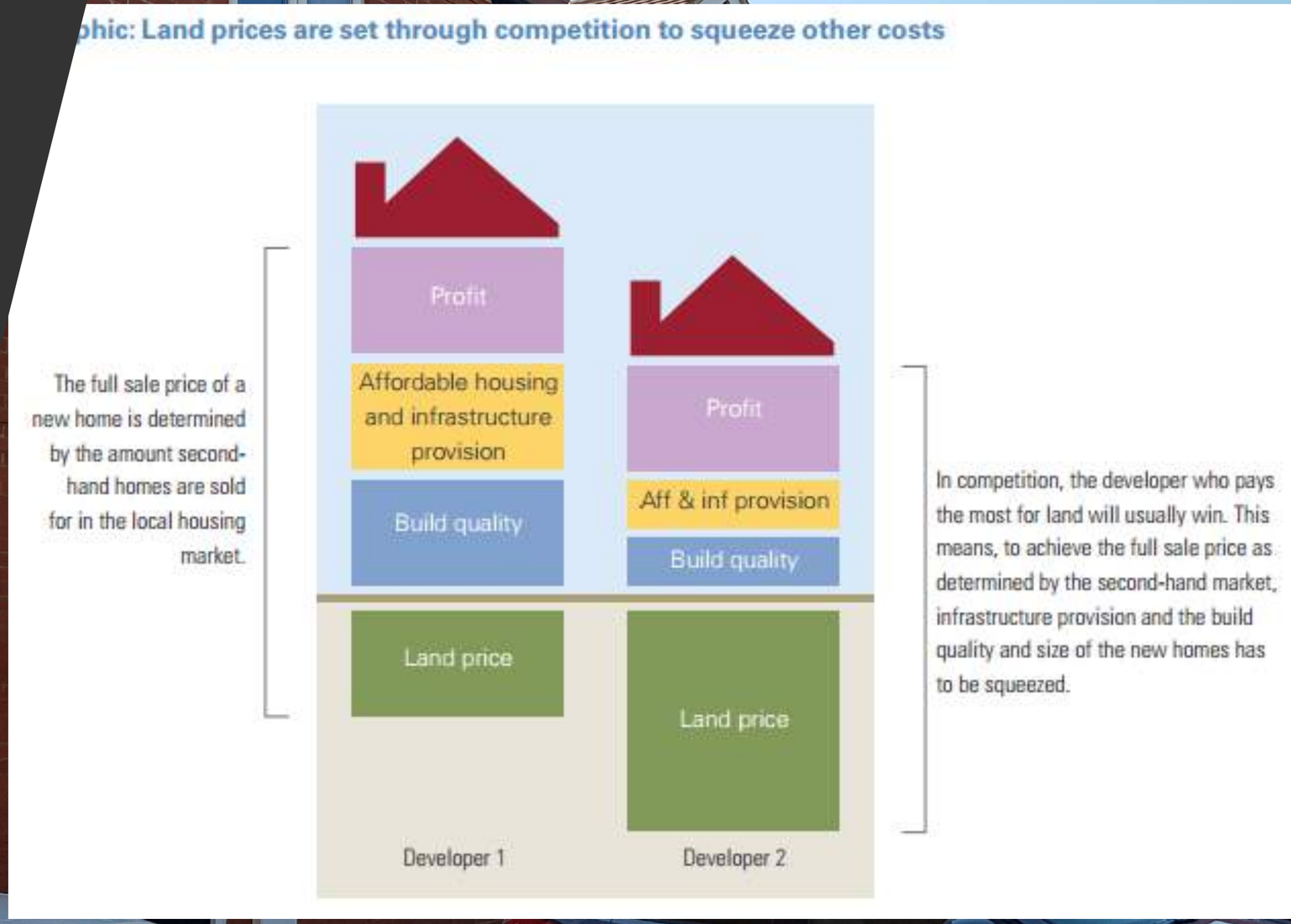
The full sale price of a new home is determined by the amount second-hand homes are sold for in the local housing market.

In competition, the developer who pays the most for land will usually win. This means, to achieve the full sale price as determined by the second-hand market, infrastructure provision and the build quality and size of the new homes has to be squeezed.

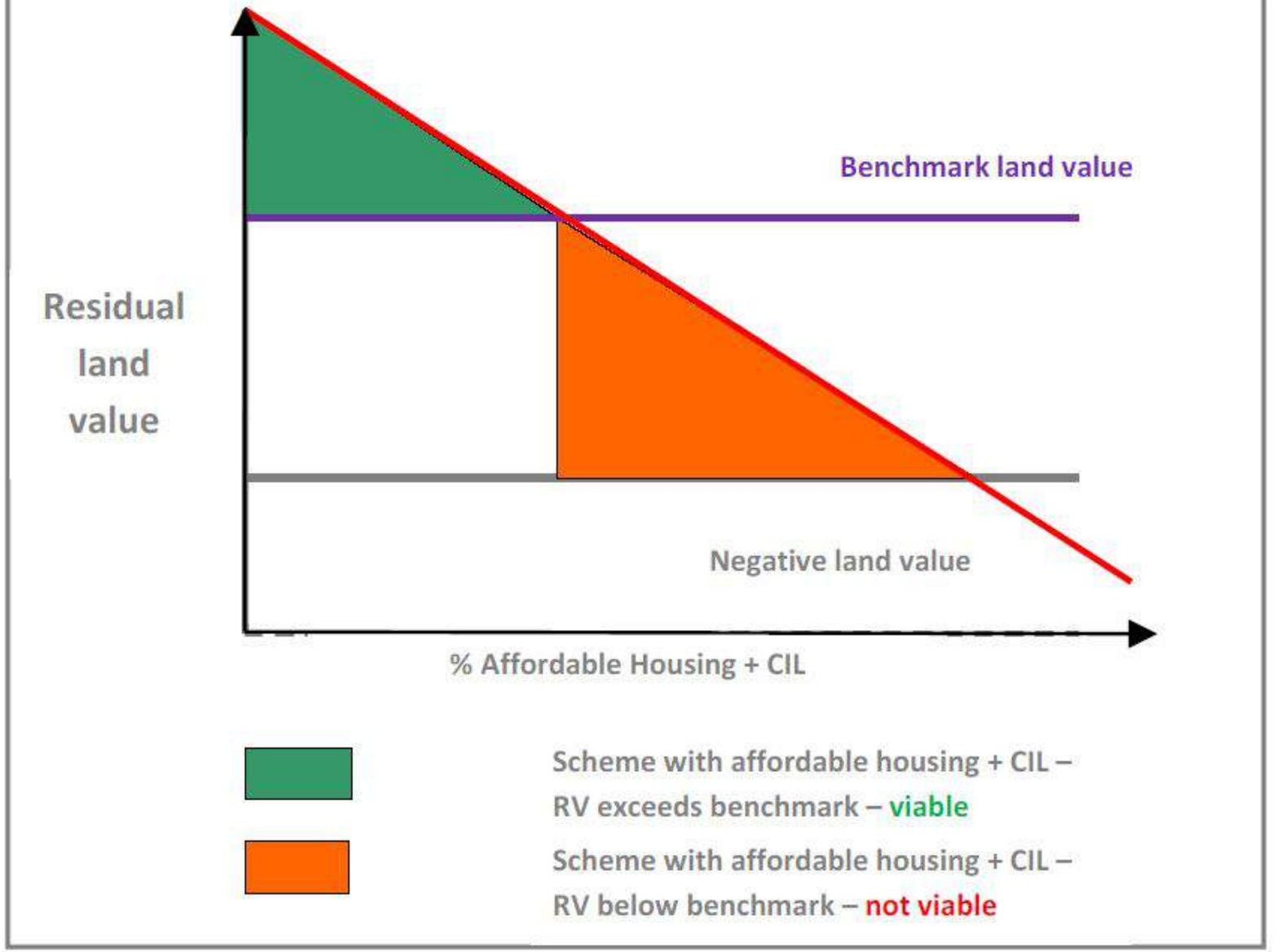
Source: 'Building the Homes We Need', KPMG and Shelter, 2015

Development Viability

- Significant Increase in Land Values Upon Grant of Consent
- Distortion of Land Market – '**Hope Value**''
- Achieving a **'Competitive Returns'** to a Willing Landowner
- Pressure on **Development Standards**
- **Negotiation** of Planning Agreements

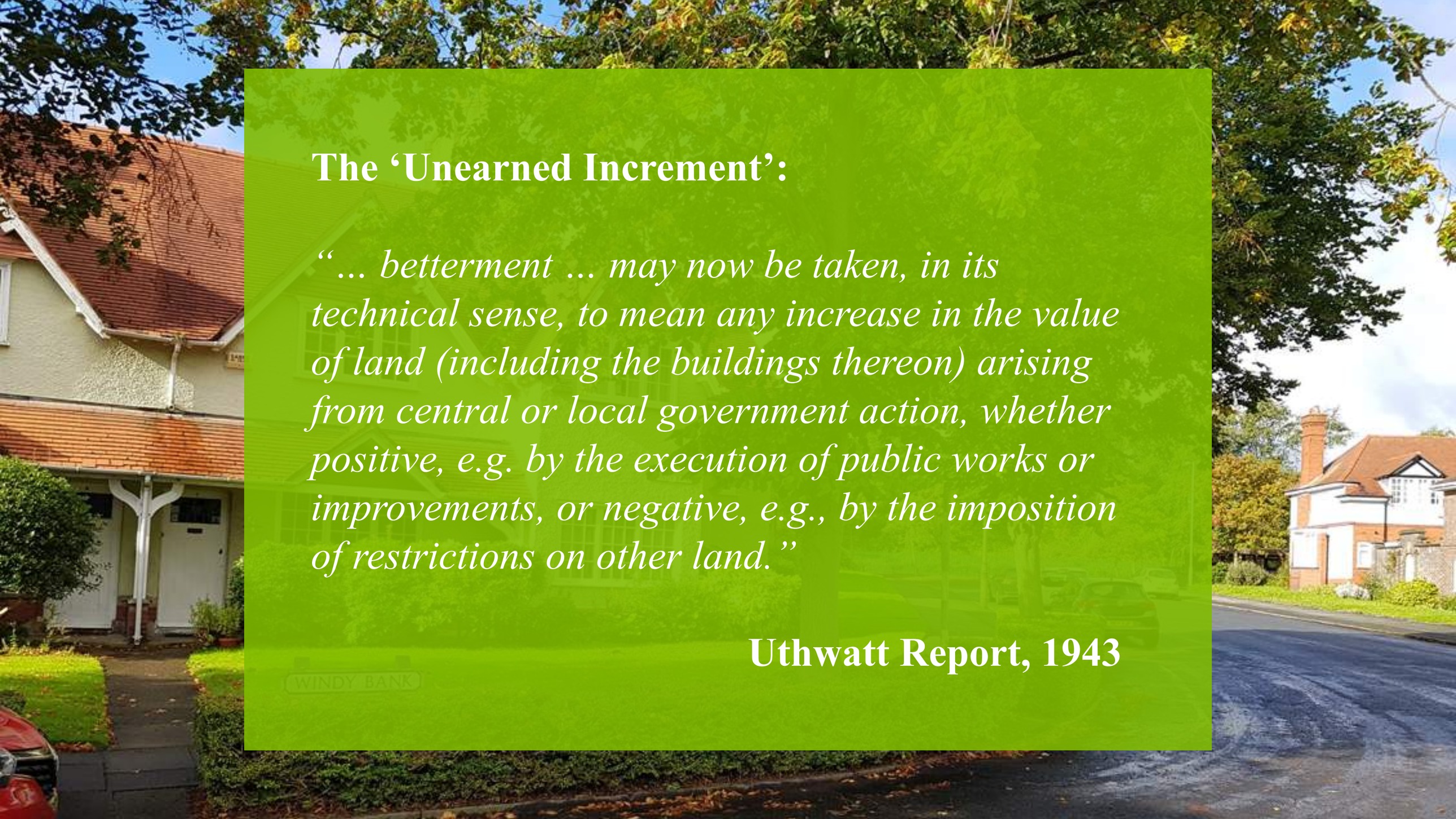


Source: 'Building the Homes We Need', KPMG and Shelter, 2015



RV – residual value

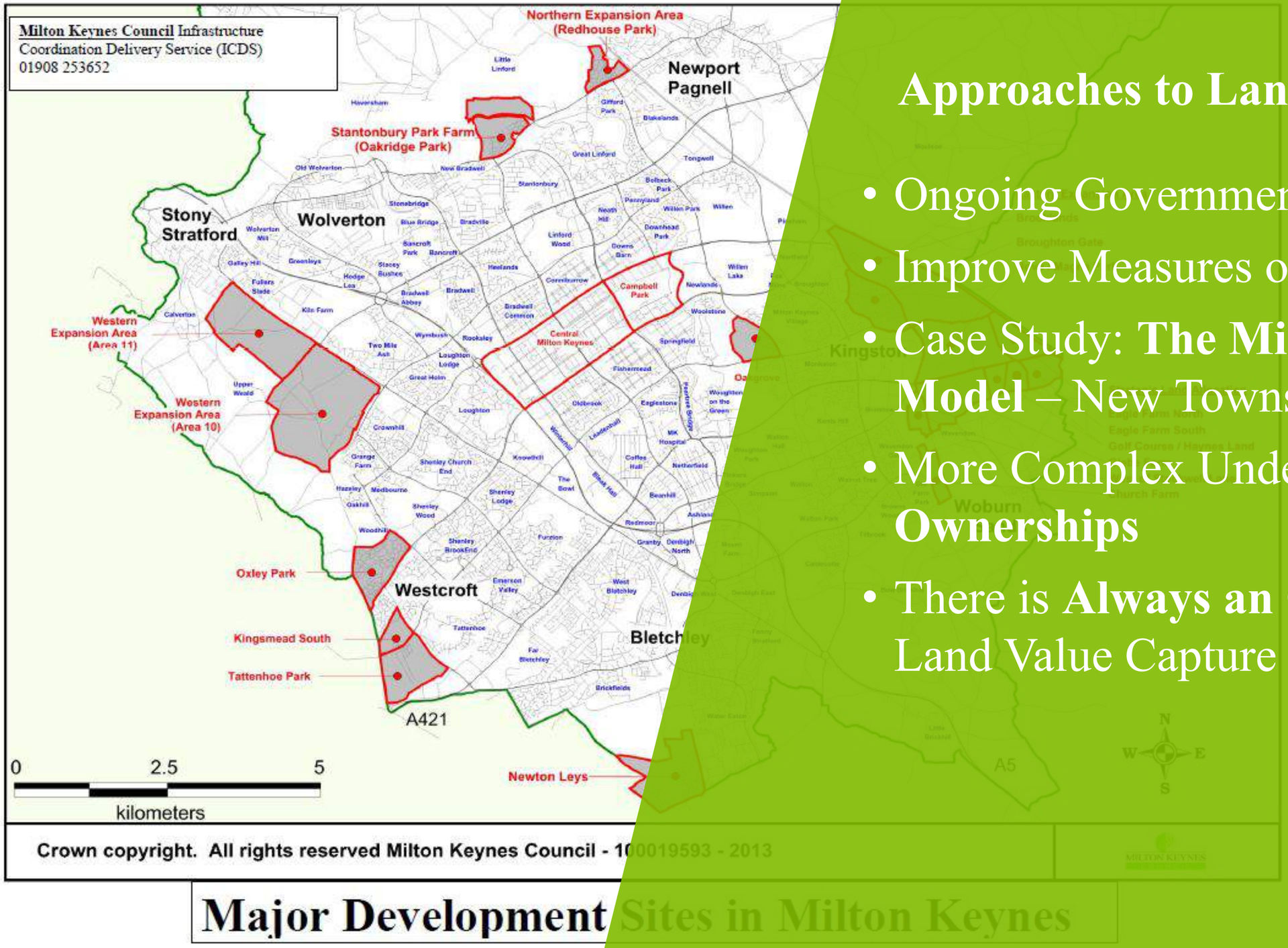
”Betterment” and Land Value Capture



The ‘Unearned Increment’:

“… betterment … may now be taken, in its technical sense, to mean any increase in the value of land (including the buildings thereon) arising from central or local government action, whether positive, e.g. by the execution of public works or improvements, or negative, e.g., by the imposition of restrictions on other land.”

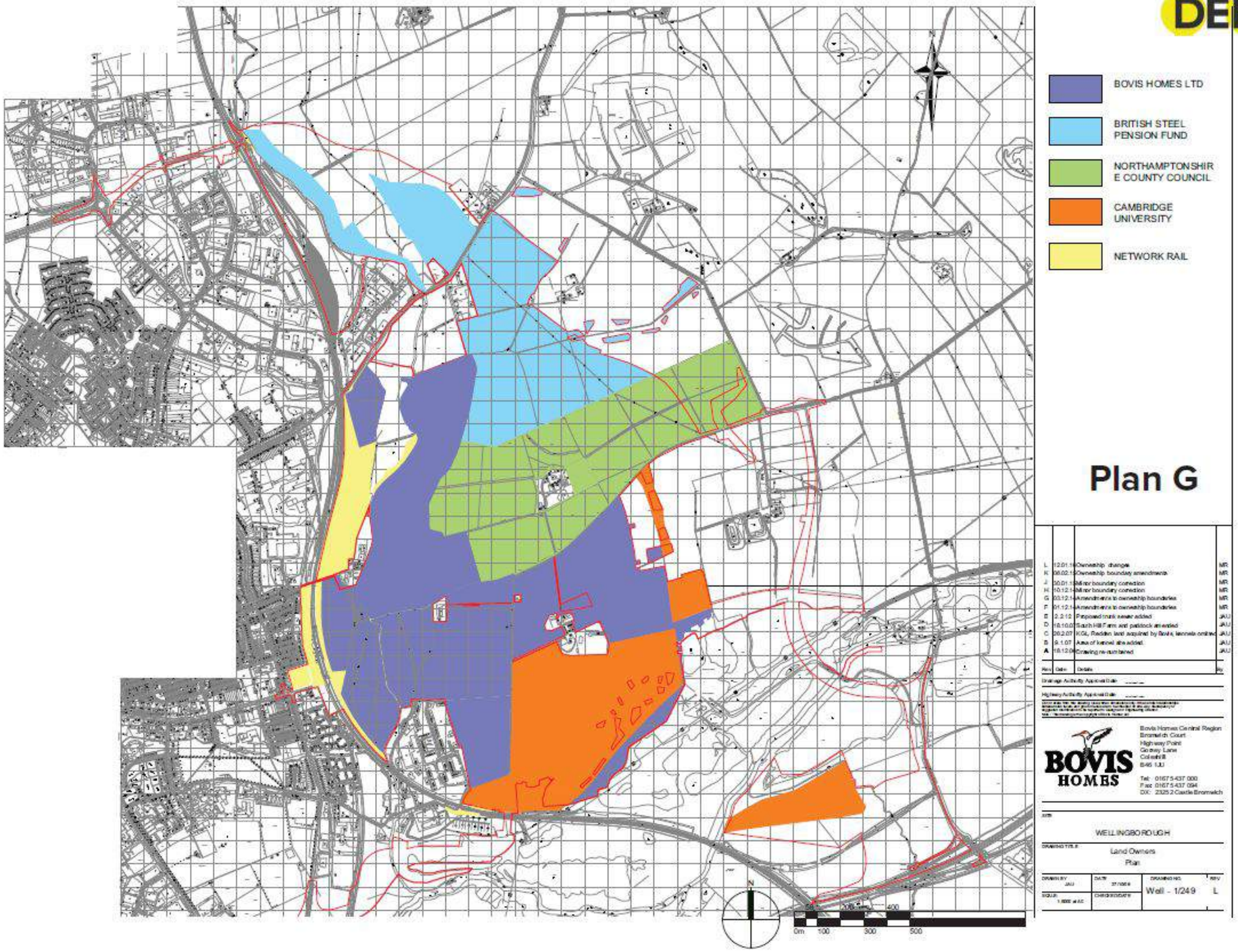
Uthwatt Report, 1943



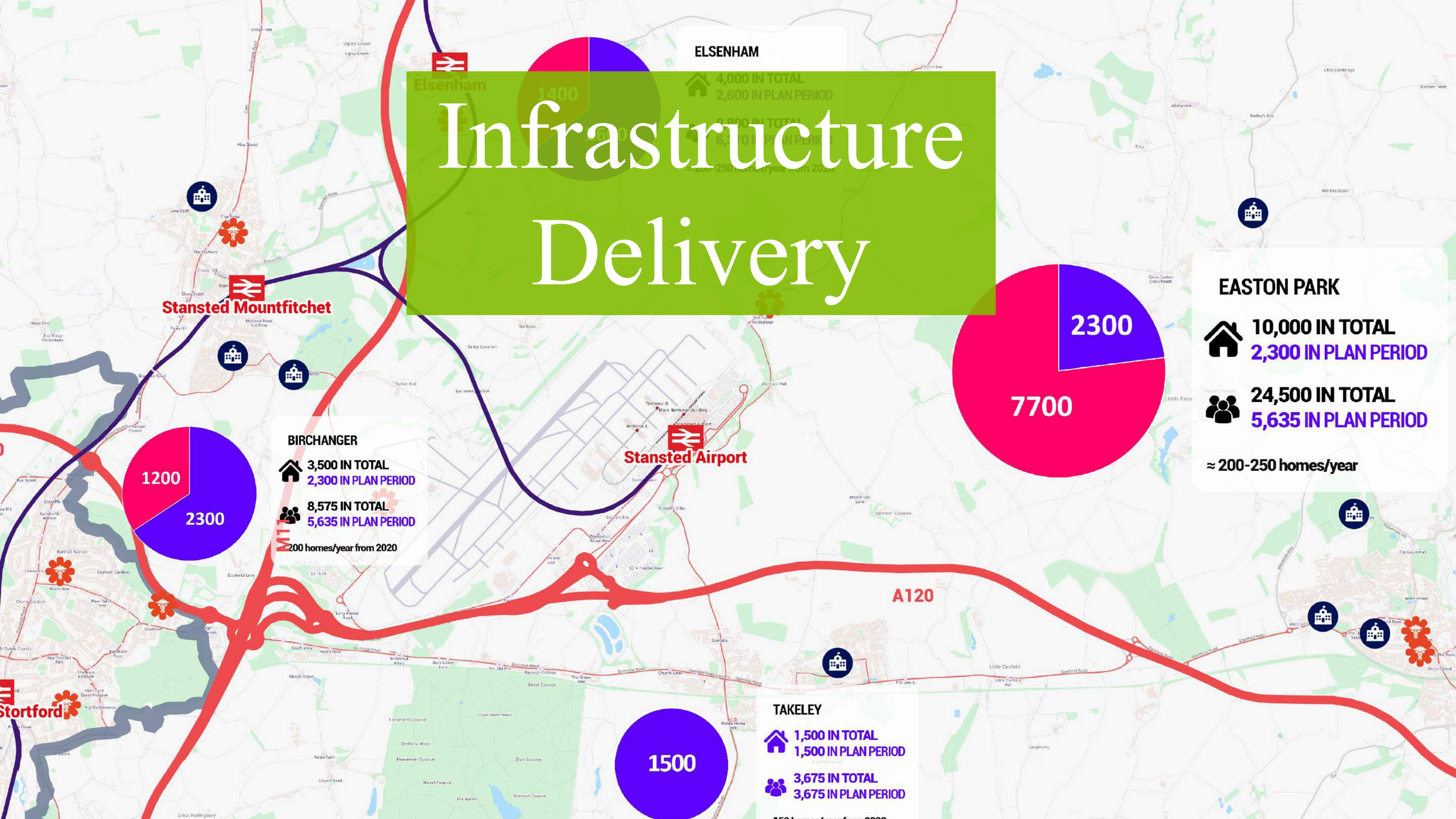
Major Development Sites in Milton Keynes

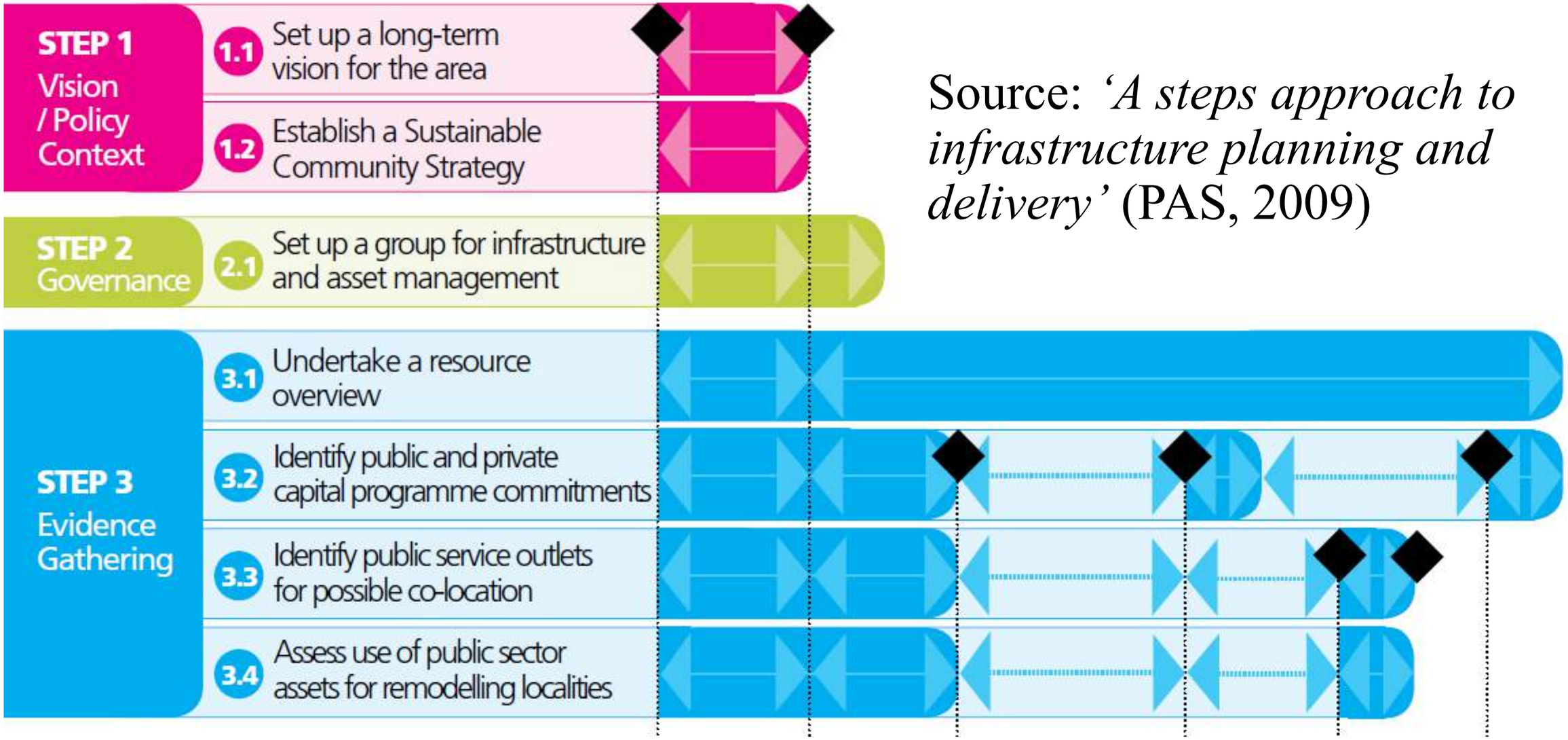
Approaches to Land Value Capture

- Ongoing Government Review
- Improve Measures of **Planning Gain**.
- Case Study: **The Milton Keynes Model** – New Towns Background
- More Complex Under **Multiple Land Ownerships**
- There is **Always an Opportunity** for Land Value Capture


BOVIS HOMES LTD
BRITISH STEEL PENSION FUND
NORTHAMPTONSHIRE COUNTY COUNCIL
CAMBRIDGE UNIVERSITY
NETWORK RAIL
Plan G
L 12.01.16 Ownership changes MR
K 08.02.13 Ownership boundary amendments MR
J 30.01.13 Minor boundary correction MR
H 10.12.12 Minor boundary correction MR
G 03.12.12 Amendments to ownership boundaries MR
F 01.12.12 Amendments to ownership boundaries MR
E 2.2.12 Proposed trunk sewer added JAU
D 18.10.07 South Hill Farm and paddock amended JAU
C 26.2.07 KGL Redden land acquired by Bovis, kennels omitted JAU
B 9.1.07 Area of kennel site added JAU
A 18.12.06 Drawing re-numbered JAU
Rev Date Details By
Drainage Authority Approval Date
Highway Authority Approval Date
Bovis Homes Central Region
Bromwich Court
Highway Point
Gorsey Lane
Coleshill
B46 1JU
Tel: 01675-437 000
Fax: 01675-437 094
DX: 23252 Castle Bromwich
BOVIS HOMES
WELLINGBOROUGH
Land Owners Plan
DRAWN BY JAU
DATE 27/10/06
DRAWING NO. Well - 1/249
REV L
SCALE 1:5000 at A3
CHECKED/DATE
N
0m 100 300 500
200 400

Infrastructure Delivery



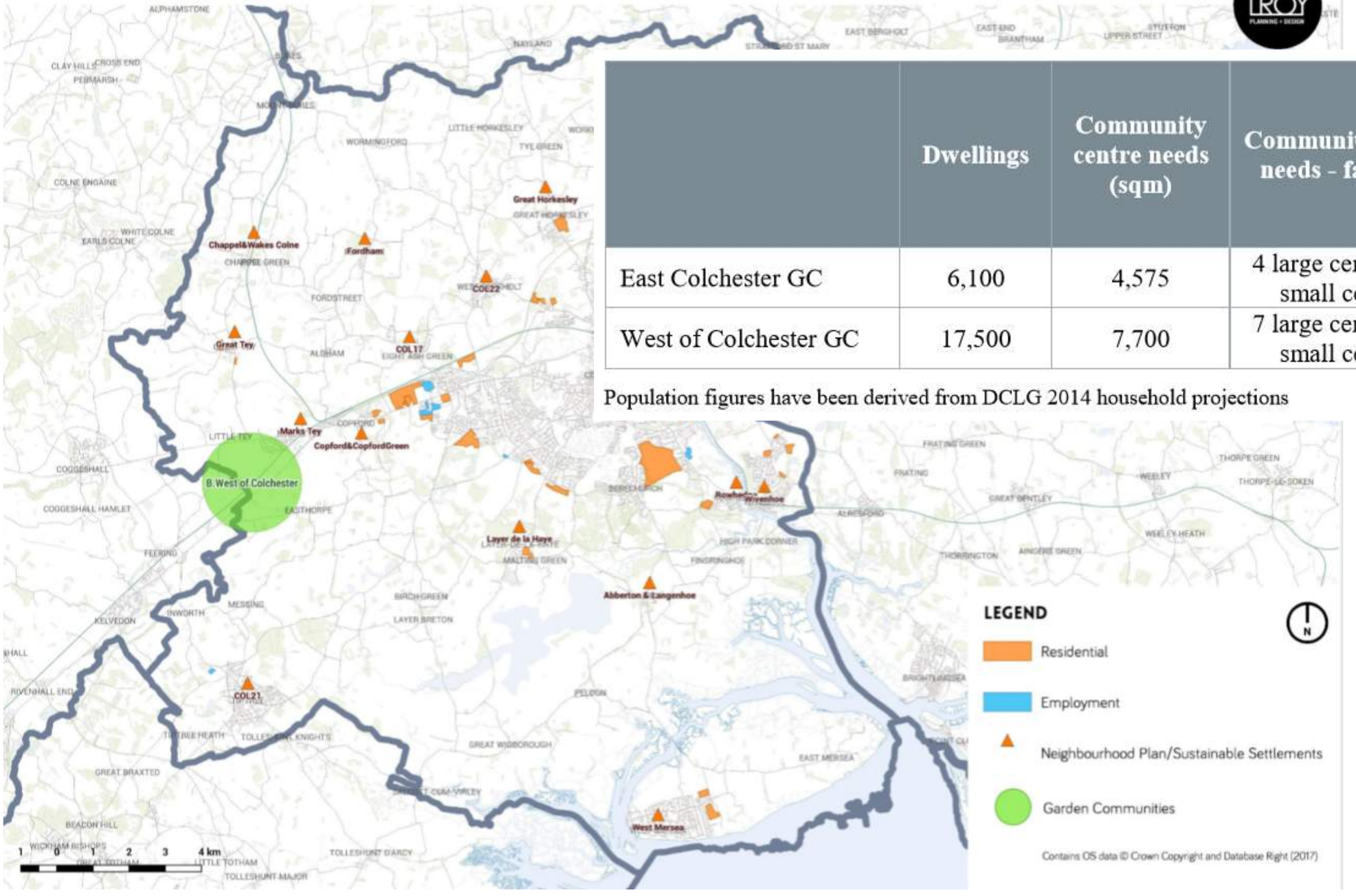


Source: *'A steps approach to infrastructure planning and delivery'* (PAS, 2009)

Can Garden Cities Offer an Opportunity for ‘One-Hit’ Comprehensive Infrastructure Delivery Compared with Piecemeal Needs of Smaller Sites?

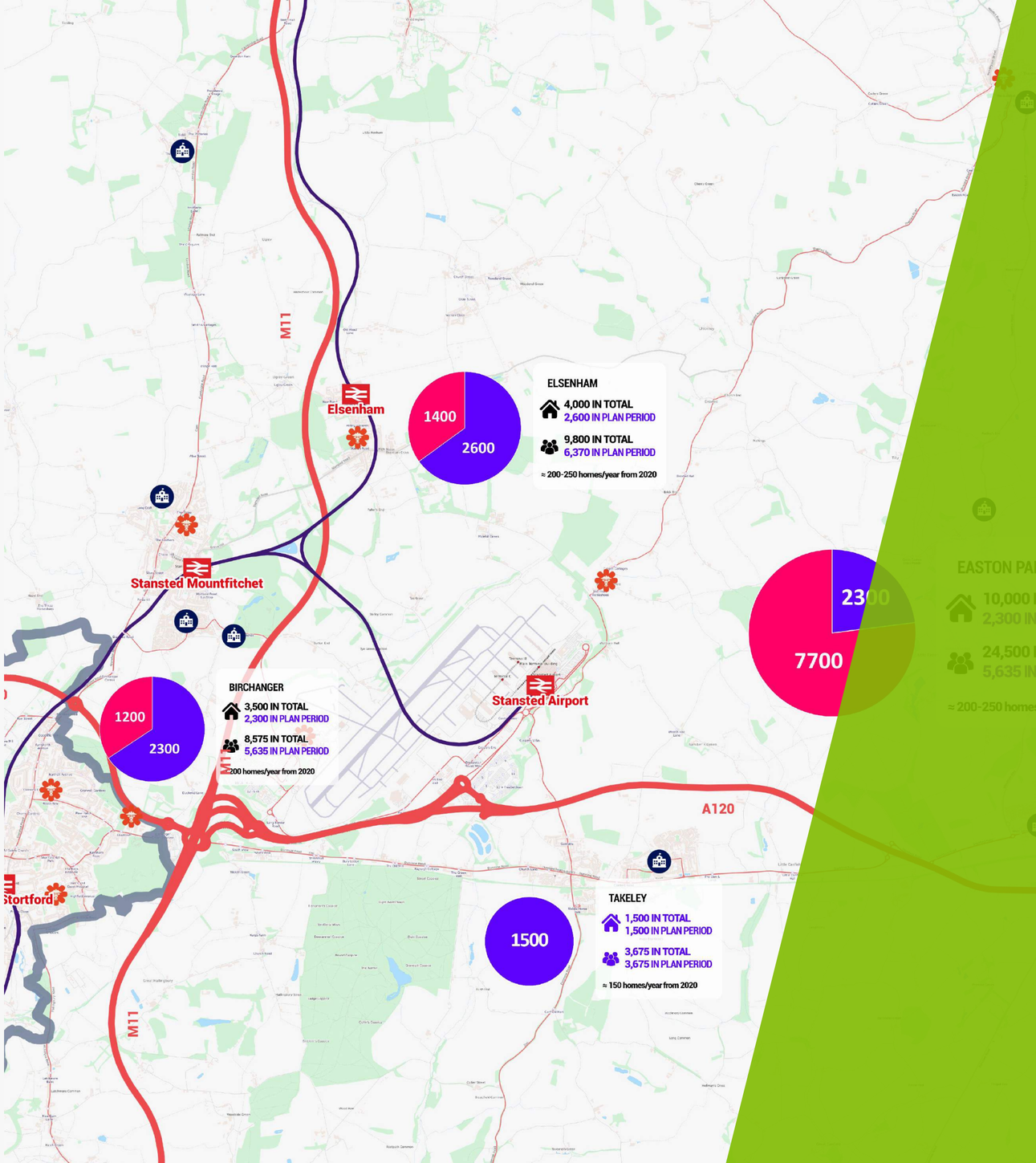
	Dwellings	Population	Sports facility needs (ha)	No. of adult football pitches	Sports pitch needs - costs	Changing facilities required?
East Colchester GC	2,500	5,600	6.72	9	£720,000	Yes
West of Colchester GC	2,500	5,600	6.72	9	£720,000	Yes
Central Colchester	461	1,033	1.24	2	£160,000	
East Colchester / Hythe	850	1,904	2.28	3	£240,000	
South Colchester	1,300	2,912	3.49	5	£400,000	Yes
North Colchester	430	963	1.16	2	£160,000	
Stanway	1,150	2,576	3.09	4	£320,000	Yes
Tiptree	600	1,344	1.61	2	£160,000	
Wivenhoe	274	614	0.74	1	£80,000	
West Mersea	200	448	0.54	1	£80,000	
Eight Ash Green	150	336	0.40	1	£80,000	
West Bergholt	120	269	0.32	0	£0	
Total				**39**	**£3,120,000**	

COLCHESTER - GROWTH LOCATIONS



	Dwellings	Community centre needs (sqm)	Community centre needs - facilities	New community centre costs
East Colchester GC	6,100	4,575	4 large centres + 2 small centres	£8,360,000
West of Colchester GC	17,500	7,700	7 large centres + 3 small centres	£14,440,000

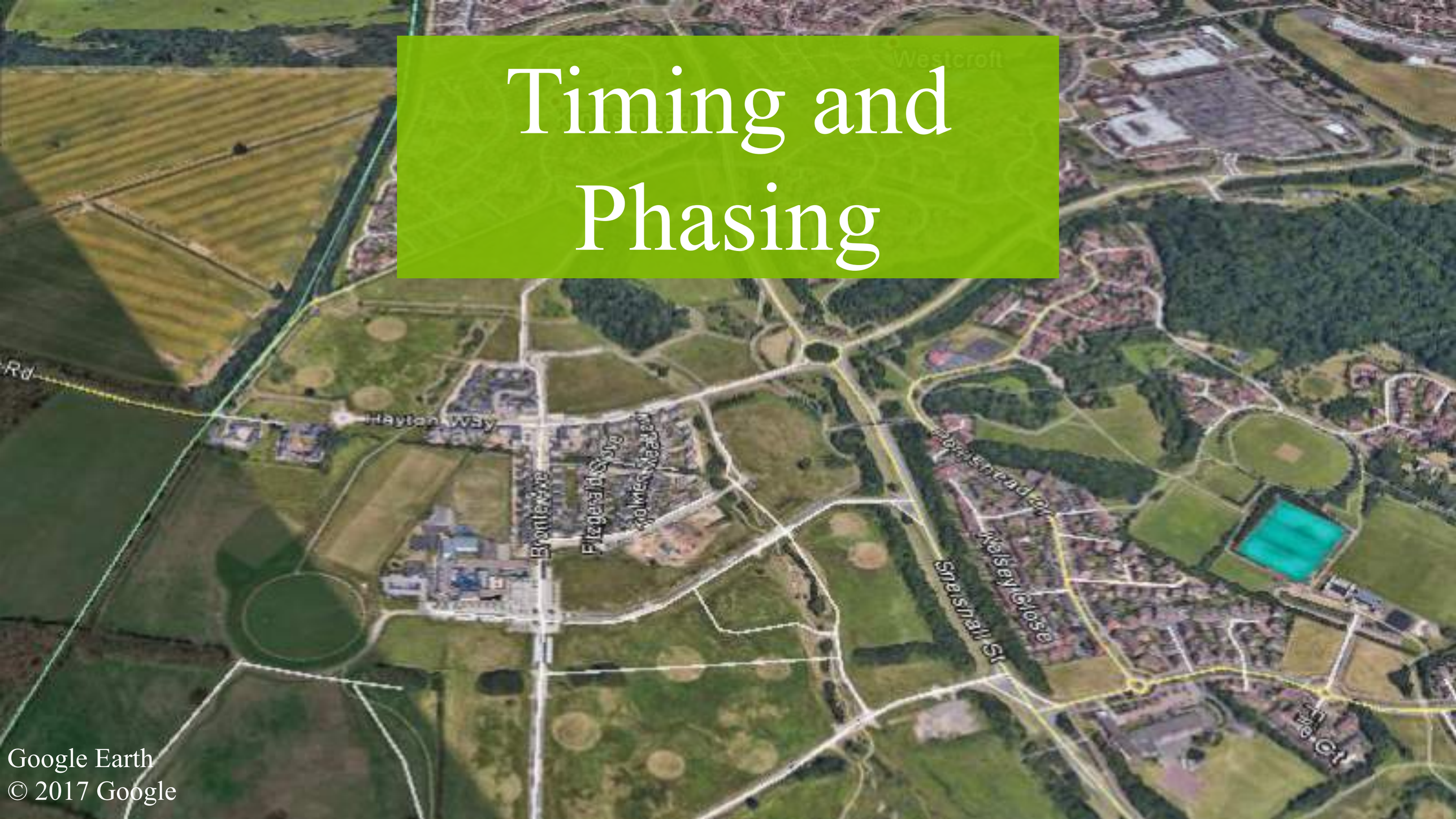
Population figures have been derived from DCLG 2014 household projections



Infrastructure Planning for Garden Cities

- **A Strategic Priority** for the Plan-Led System.
- **Cross-Boundary** Understanding of Requirements
- Infrastructure Priorities **Do Not Always Neatly Align**
- **Multiple Stakeholders**
- **Timing of Provision** is Key
- **Uncertain** Delivery of Improvements

Timing and Phasing



Google Earth
© 2017 Google

	Application to First Dwellings Permitted			First Delivery following Planning Approval		
	Determine Outline Application	**Completion of Obligations**	**Prepare / Determine Reserved Matters**	**Discharge Conditions**	**Site Preparation**	**Build-out of First Dwelling**
101-150 Dwellings	4 Months	2 Months	6 Months	2 Months	3 Months	6 Months
151 – 250 Dwellings	6 Months	4 Months	9 Months	4 Months	6 Months	6 Months
251 – 500 Dwellings	8 Months	6 Months	9 Months	4 Months	6 Months	9 Months
500+ Dwellings	8-12 Months	6 Months	10 Months	4 Months	6 Months	10-12 Months

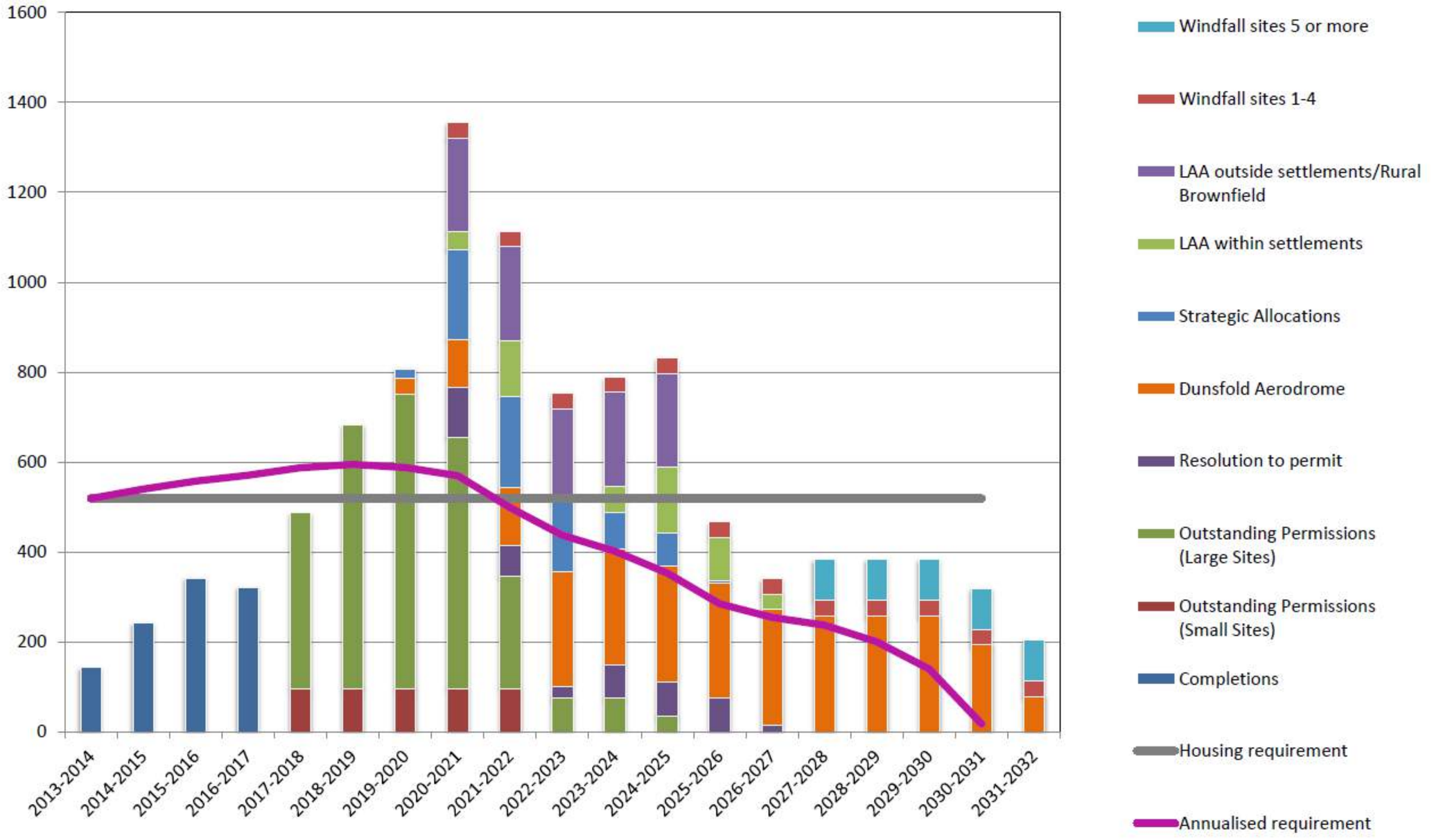
Dunsfold Aerodrome Masterplan
Image Credit: LUC

Timescales for Development

- **Significant Up-Front Cost and Investment**
- Delivery Forecasts can be **Subject to Optimism**
- **Economies of Scale** for Volume of Output in Later Years
- Garden City Model **can Provide Certainty** Regarding Delivery Process
- **Range of Tenures and Products** Supports a Higher Yield

Dunsfold Aerodrome Masterplan
Image Credit: LUC

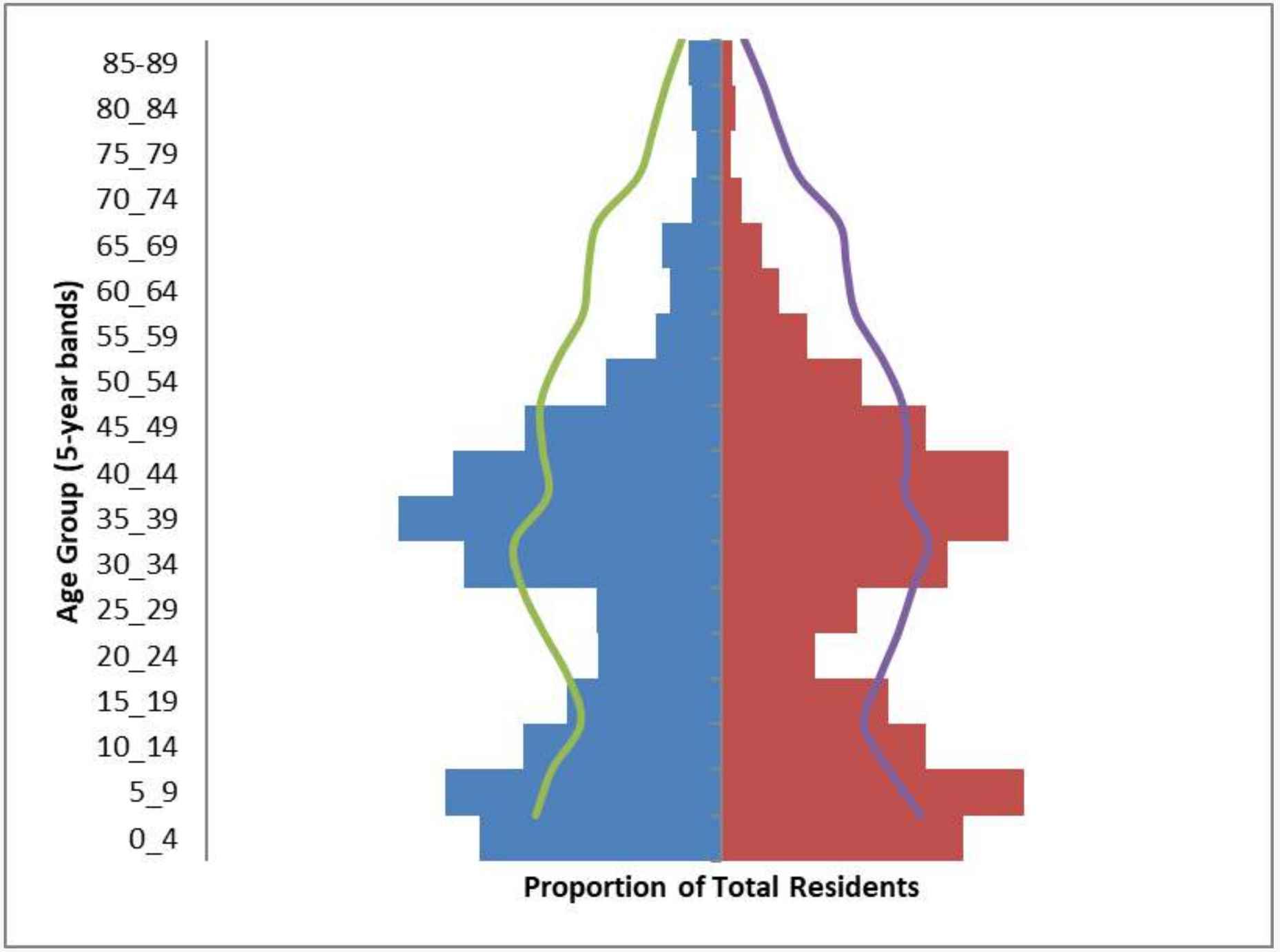
Draft Housing Trajectory (base date 1 April 2017)

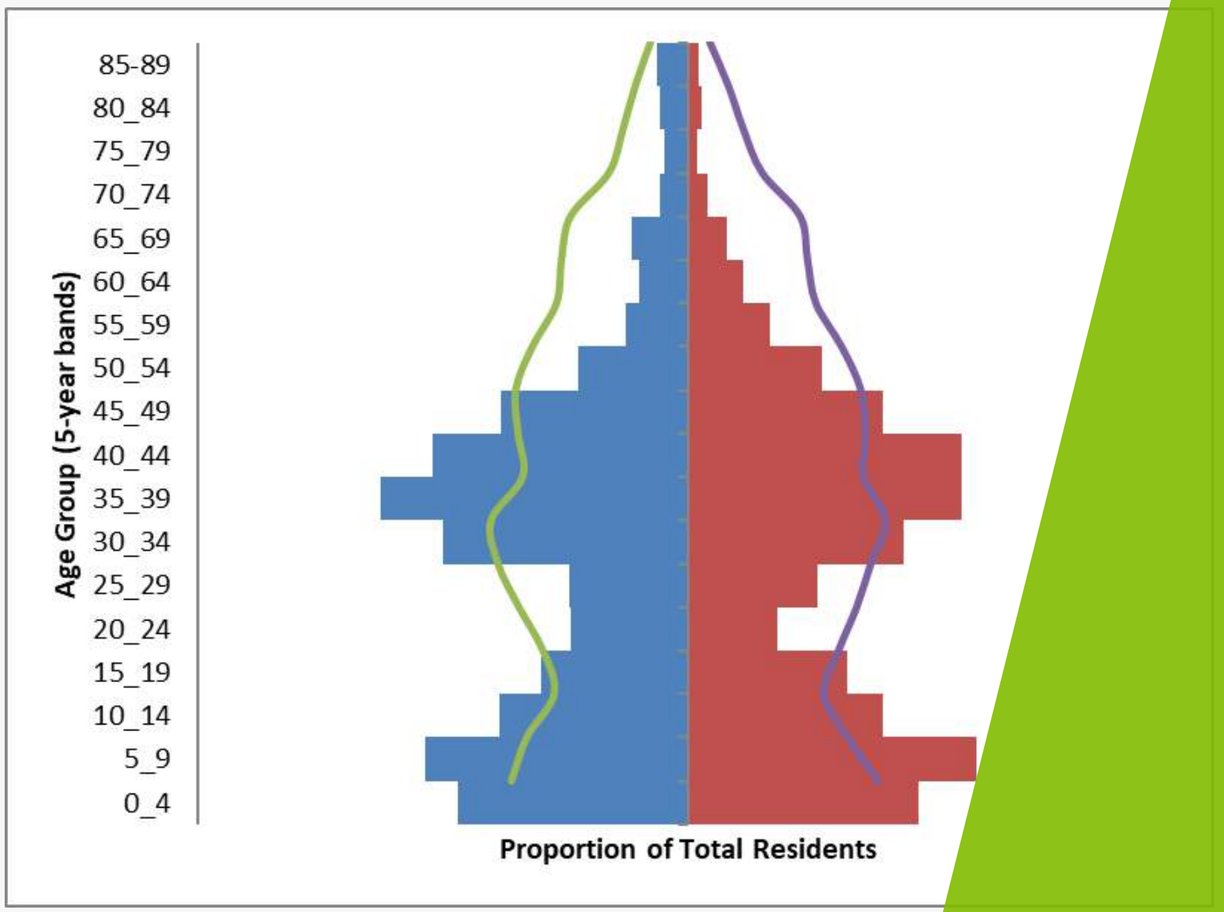


Why - Benefits of The Approach

Land Value Capture in New Garden Communities

- Reintroduction of **Development Corporations** to Govern Land Acquisition
- **Local Delivery Vehicles** - Strong Leadership and Co-Ordination
- **Stronger Role** for the Public Sector
- Assembly of Land, Potentially Acquired Close to **Existing Use Vale**
- May Involve the Private Sector in **Close Collaboration** with Local Authorities
- Multiple Opportunities for **Land Value Capture** Within the Garden Cities Model


85-89
80_84
75_79
70_74
65_69
60_64
55_59
50_54
45_49
40_44
35_39
30_34
25_29
20_24
15_19
10_14
5_9
0_4
Age Group (5-year bands)
Proportion of Total Residents



Why Garden Communities Support A Unique Development Context

- Establishing New Centres of Population and Meeting Needs for the **Lifetime of the Development**
- **Improving Affordability** and Providing Affordable Housing
- **Diversifying** Approaches to Development: **Self-Build, Community Land Trusts, Build-to-Rent** and **Co-Commissioning**
- Provision for **Economic and Community Development**
- **Long Term Stewardship** And Retention of Assets

THANK YOU!

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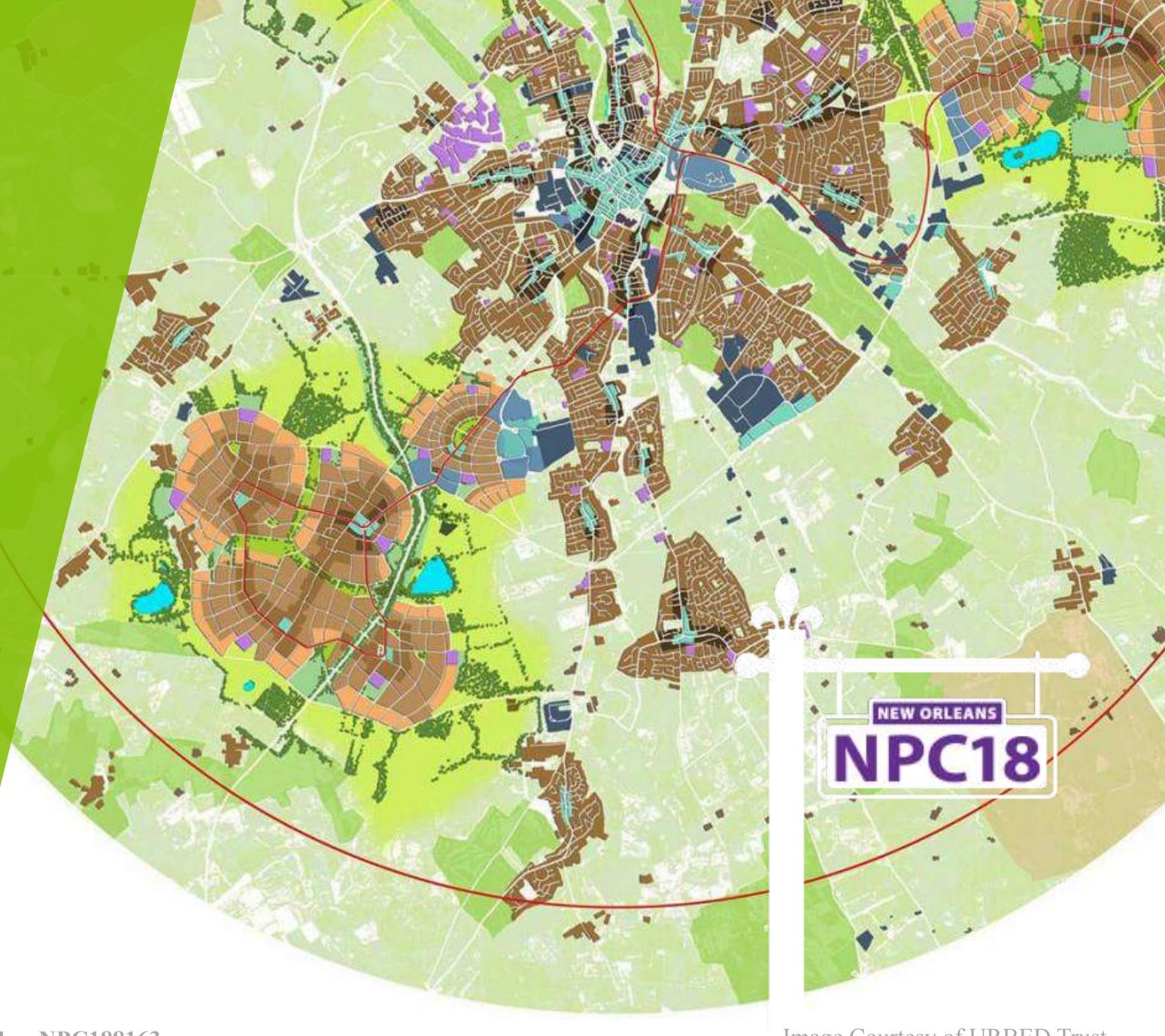

Image Courtesy of URBED Trust

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