

HOW DO COMMUNITY LAND TRUST ACTIVITIES INFLUENCE ENGLISH NEIGHBOURHOOD PLANNING HOUSING POLICIES?

**INSPIRED FROM CORNWALL AND JUSTICE
THROUGH COLLECTIVE CASE STUDIES.**

DECLARATION OF INDIVIDUAL AUTHORSHIP

I affirm that this dissertation contains no unacknowledged work or ideas from any other publication or written work by another student or any other person.

STATEMENT OF ETHICS REVIEW APPROVAL

This dissertation involved human participants. A Form E1 for interviewee, showing ethics review approval, has been attached to this dissertation as Appendix A.

Abstract

Reform of English planning has repeatedly focused upon encouraging greater community input into the production of plans, from centralism to localism, the introduction of Neighbourhood planning and Community Land Trust, local communities are enjoying more and more opportunities to engage in shaping not only places, but also the social and political environment. Yet the planning 'system' continue to find itself in a dilemma position, treated by governments as a tool to promote development, while at the same time questioned by local communities that whether planning are to solve local issues or promote overall economy development.

Although community-led planning activities has been taking part in UK since the 1970s, it has been long ignored until the early 2000 when Community Land Trusts (CLTs) has been reintroduced to England. Since then, CLTs have been focusing on community housing development and urban regeneration through cooperations with local authorities. Since the white paper addressed England's serious housing issue in 2017, CLTs are increasingly emphasised as exemplars of community input into local developments such as housing delivery, and encouraged to be take into consideration as a way of handing planning power to the people besides Neighbourhood Development Plans (NDPs) introduced in 2011 under localism, as NDPs are claimed with the potential to unleash a 'passion for planning' amongst communities, when CLTs are claimed with the potential of encourage local communities to build and sell more residential properties as a solution for saving England's broken housing market.

Over five years since the first NDPs attempted to involve CLT in local housing policies, this study seeks to test this claim by combining secondary evidence and primary in-depth interviews with key practitioners. The two key practitioners are either with the experience in both Roseland's CLT and NDP or have been taking part in community-led housing activities as an independent architect; all case studies are picked up from NDPs welcoming and involved CLTs in its policy-writing progress or policy implementation stage.

It demonstrates that involving CLTs in neighbourhood planning activities led to some positive outcomes for all the cases, however, there is also a shift in the core of strategy-making from planning professionals to local community, with the role of local housing policies shifting from housing-development guidance to protective statements to community activities. The positive feedback or improved perception of policy implementations are limited besides increasing engagement of local communities to join in the planning activities. Local communities turn out to be very helpful in dealing with local planning issues based on their understanding of local needs, passion to improve their living space, as well as the capacity of CLTs to recreate social housing delivery system based on collective land ownership.

On the other hand, in some of the NDP cases, local communities' passion to engage in place-making activities are not rooted in the mechanics of planning, rather grow from the nostalgia and social identity gained from local cultural and historic background, which have

been taken advantage of by the local authorities as a way to gain public support on local housing development. This reliance on community activeness limited the possibility to popularise the community-led housing policies mode in other areas besides revealing the importance of successful communication and cooperation between NDPs and local communities.

In areas of active CLT activities and governmental support to community activities, the engagement of CLTs do help to reduce the influence of market economy on housing policies, and turning the role of housing policies from housing development instructions to a protection umbrella to community-led social housing development based on local needs, with the CLTs themselves creating local social housing delivery systems based on collective land ownership. In this case, if the neighbourhood planning groups would try to engage local community activities despite the fact of less financial profit comparing to commercial housing development, it would be possible to produce housing policies that delivery housing to 'those in need' instead of 'those can buy'.

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Abbreviation

CC Cornwall Council

CLT Community Land Trust

NDP Neighbourhood Development Plan

Chapter one-Introduction

The issue explored in this research is the relationship and interplay between neighbourhood planning and community development. Community organisations such as CLTs are examples of community development represents the voice of the public which tends to be excluded from the planning process. As a result of introducing neighbourhood planning to enhance localism, the importance of local communities' involvement and engagement in place-making are increasingly emphasised, which at the same time shapes the English planning system at the level of local planning. This research aims to explore the relation between CLTs and neighbourhood forums in local-level planning activities, as well as their influence on the outcome of neighbourhood planning policies, especially in the case of local housing policies.

The background of CLTs in neighbourhood planning and community development

CLTs have been introduced in the UK since 2003, it has been seen as a new body of community planning which could be traced back to the case of Coin Street Community plan in 1984(Baeten, 2001), with the origin of community asset ownership dating back to as early as before 1066, when land was owned by 'Free-born Englishmen'.(Wyler, 2009)

As community-led developments and bottom-up planning approaches are encouraged under localism, involving community organisations such as CLTs in Neighbourhood planning development has been encouraged by the central government as a housing-delivery method within neighbourhood areas.(Long and Wilson, 2013)¹ However, according to the CLT national network, it is not but until 2015 when small but growing numbers of NDPs are beginning to include a policy on CLTs.(Crawley, 2015)

As a kind of community organisation, CLTs are adopted as a tool to redevelop disinvested area or providing public infrastructures such as affordable housing and community amenities which are needed by the local people but not profitable. Therefore the engagement of commercial developers could lead to financialization, which could reduce the utility of public infrastructure, take into consideration the over-priced affordable housing provided through free market. Before the introduction of neighbourhood planning, community planning has been existing in the UK for decades, with the term of CLT imported in 2003, while the function of the entity could be dated back to the community development trust in the 70s and the Coin Street Community planning group which is continuing on the local development including properties and community amenities.

¹ "We are strongly in favour of Community Land Trusts and last year forced the Government to insert a clause in the Housing and Regeneration Bill which created a legal definition of Community Land Trusts to make it easier for them to find funding."(p.5)

Research Objective and Questions:

However, the number of NDPs which included local CLTS are limited and concentrated in rural England. Besides, there are also cases where the CLTs and neighbourhood steering groups are working separately, despite that community led developments could benefit from the policy supports from neighbourhood planning. This would be studied according to the following questions:

The first section are about the cooperations between neighbourhood forums and CLT committees.

In terms of housing developments, what factors affect the decision-making of local communities and the neighbourhood planning groups on whether or not to cooperate, more specifically, what happened when neighbourhood forums decided to choose commercial developers or to adopt commercial proposals instead of proposals and activities suggested by CLTs? This question would be refined into the following aspects when discussing:

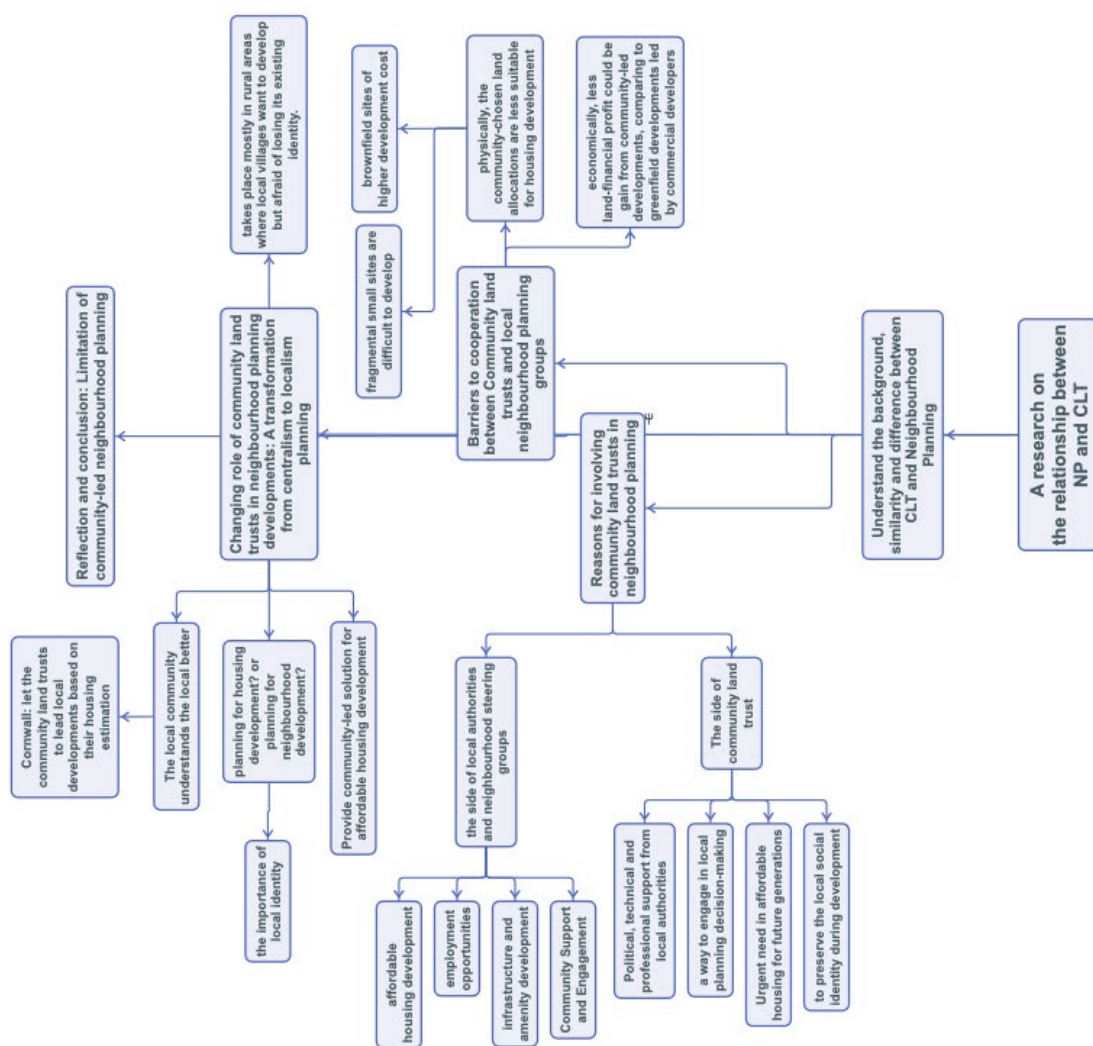
- What factors would affect the choice of neighbourhood housing planning policies on affordable housing developers?
- To what extent are local communities aware that they can influence the housing allocation and housing plans in neighbourhood planning policies?
- To what extent did the housing plan of local neighbourhood forum take into consideration of the local community's need?
- What makes the local communities decide to set up their own or to work with an existing CLT to delivery housing?
- Is there any issues coming from CLTs as the entity in turning neighbourhood housing policies into action?

Secondly, in the case of regions where CLTs are supported through neighbourhood planning policies, the discussion would focus on the essential factors lead to effective cooperation between NP and CLTs and How to improve the relationship between local CLTs and NPs.

The discussion would be refined into the following aspects:

- Who initiated CLTs?
- What other benefit could CLTs bring to the local area, besides housing delivery?
- What makes the district council or local authorities decided to support CLT in leading local housing developments?

A detailed research progress is presented in Graph 1.



Graph 1: the research progress of this dissertation

Summary of different sections in the dissertation

This dissertation is divided into 5 chapters. The first chapter includes the background of the research topic, the overlapping between neighbourhood planning and CLTs; as well as the aim, objectives and the questions for the research. Once the aim and objectives have been established, the basic outline of the methodology and structure of the dissertation is shown.

Chapter one — The research begins with the question on if there are any cooperations between CLTs and neighbourhood planning in English Localism, and what's the impact of the CLTs on the implementation of local policies. Following this idea and narrowing down the topic into the impact of CLTs on local housing policies, a literature review is written based on existing publications and reports on neighbourhood planning housing policies and CLTs.

Chapter two “Literature review” — As it is presented in the literature review, neighbourhood planning and CLTs tend to be studied as two separate topics despite the fact that there are inextricable links between these two topics in practical operation due to their involvement as part of bottom-up approach planning at town and parish level, both requiring the engagement of local residents, as well as dealing with local issues. However, it is surprising that studies on these two topics have intentionally or unintentionally avoided mentioning each other; even if the fact is that engaging CLTs in neighbourhood planning has been recommended as a practical method in solving local issues such as affordable housing stress.

Chapter three “Methodology” — This chapter provides research methods based on the identified principles in chapter 2 through documentary research and interview.

More documentary research would be done based on an examination and investigation on random cases of NDPs with CLTs in the plan context that has been adopted or still under preparation around England since 2014 to understand the evolving relationship between CLTs and neighbourhood planning to achieve qualitative data that helps to develop a theoretical understanding of this phenomenon of changing role between the Neighbourhood forums or steering groups, and CLTs in leading neighbourhood developments and through the interview with a local leader for CLT or neighbourhood planning to understand the actual impact on implementation of neighbourhood planning policies. The end of the chapter further presents the ethical considerations and limitations that are relevant to this study.

In this discussion, the measuring indicators to talk about the influence of CLTs on the efficiency of transforming policies into local development, are determined in three aspects, political impact, economic impact and social impact. The political impact would be indicated with the role of CLTs in neighbourhood planning activities besides housing delivery, but the involvement in plan-making. Economy impacts would be indicated with the involvement of CLTs as intervention to deprivation issues such as employment, as well as the ability of taking over vacant housing, the support on local community amenity development, the percentage of affordable housing in the neighbourhood areas's overall new-build properties

as proposed. As CLTs are with more capacity than housing developer, the social impact would be to what extent are CLTs involved in local community asset developments.

Chapter four "Empirical section"--This section presents a research on the progress of CLT's engagement in neighbourhood planning development in England. Start with a literature review based on chosen NDPs, a phenomenon of CLT's increasing leading role in neighbourhood development is identified in not only Cornwall the district most actively promoting community-led developments, but also in other rural England districts. Which led to a detailed analysis on Cornwall the district as the specific study area, as well as one example of Roseland Neighbourhood plan to identify the reason for CLT's changing role in neighbourhood planning. Thus to reveal the impact of community activities on neighbourhood planning policies. The study of impacts are not limited to housing development, but also the social, economical and political development of neighbourhood area. This overview of NDPs and case study analysis are used to capture the needed data for the research. It also provides a general observation on the reason for why CLTs have been encouraged and supported by local authorities as well as the increasing-scale of community led developments under the support of neighbourhood planning.

Chapter five is a detailed case study on Roseland, Cornwall, developed from the study areas covered in chapter four, where community-led NDPs occur.

Chapter six — A discussion and analysis section based on the result of Chapter four and five.

Chapter seven — the Conclusion would present a summary of how the aim and objectives have been achieved and then discusses the findings of the research. In the next section, the dissertation is critically evaluated and establishes opportunities for further research.

Chapter two—Literature Review

This chapter builds upon the research questions, adding context to them from academic literature and the current status of CLTS and NDPs in England to establish a background understanding for analysing the study's results. It discusses and reflects upon the achievements and issues in the current NDP system, CLT activities and housing delivery, general overview over academic expectation on the potential of community-led neighbourhood housing developments, which would create a framework for the case study analysis and evidence-based feasibility verification. However there is a lack of study on the cross-influence between neighbourhood planning and CLT activities, therefore the understanding of CLT's influence on NDP in this literature review is lack of reality.

Present Issue on Affordable Housing delivery through neighbourhood planning

As result of the housing stress in UK, Housing delivery, especially the delivery of affordable housing has been expected in neighbourhood planning as a way to motivate housing delivery through the engagement of local communities. However, as NDPs are led and made by local neighbourhood groups, the focus of plans include but not limit to local affordable housing delivery. In term of the NDPs included affordable housing scheme, the practical performance of neighbourhood planning in housing delivery are less than expected due to several issues.

A. A confusion in the function of NDP: a tool for housing delivery or community's opportunity for shaping the place?

The first issue in housing delivery was the conflicts between interests of corporate house-builders and new socially and environmentally sustainable housing solutions delivered through communities based on opportunities created through neighbourhood planning. (Bradley and Sparling, 2017). Besides, the opposition to growth and development existed among local communities, which may be guided by broader societal concerns such as sustainability and social justice (Matthews et al., 2015). According to Bradley, the introduction of Neighbourhood planning is itself experimental in devolution of statutory planning powers to community groups, with its expectation that greater collective influence over development would induce citizens to support new house-building (Bradley and Sparling, 2017). In its devolution of planning powers to communities, neighbourhood planning, especially the NDPs in urban areas of South East England, according to the study done by Bradley, are expected to give licence to a model of house-building that promoted small and medium sized companies and affordable community-led and custom-build housing delivery through regeneration in urban brown field sites rather than the green-field speculative strategies of the volume builders. (Bradley and Sparling, 2017) This strategy

aimed to balance the imperatives of house-building with the priorities of place identity, heritage and environmental protection through authorising on a spatial practice of housing delivery that resonated with the passion for place at the core of the localism agenda.(Bradley and Sparling, 2017) In this way, it is necessary to introduce a kind of third-party organisation which not only presents as the interface between community wills and the local authorities, but also act as the freehold owner leasing the site to house associations for community-build and self-build constructions providing affordable housing and community facilities.(Moore, 2018) Therefore the Community Land Trusts, firstly founded in United State, have been adopted under the intension of building “sustainable community” since 2003 based on community planning which has been existing in UK since 1980s. It has been seen as a way to engage local communities in the production of housing to meet local needs and include a number of organisational and financial features to ensure ‘sustainability’ in perpetuity. (Bailey, 2010, Moore and McKee, 2012, Moore, 2014) The study of Bradley presents the potential of promoting affordable housing through small-scale development and brownfield site regeneration in NDPs, which seems to be providing housing development at a lower cost and more sustainable way through self-built and community-build housing by local community land trust.(Bradley and Sparling, 2017)

Since there are emerging attempts of individuals and local residents in self-build and custom build housing as a way to resolve local housing stress, the new requirements of the Self-build and Custom Housebuilding Act 2015 and the Housing and Planning Act 2016 are also now in force, requiring local authorities to establish ‘self-build registers’ to capture local interest and enthusiasm for ‘self- and custom-build’ housing which is the synonymous with ‘community-led housing’. It is intended that these stimulate subsequent practical responses such as the bringing forward of plots of land for use by registered self/custom builders in a reasonable time, or that other opportunities can be created to meet the kind of interests identified. (Field and Layard, 2017) This lack in affordable housing delivery and encourage on self or custom-build housing has been readdressed in the 2017 white paper fixing British housing market, as “supporting communities to take the lead in building their own homes in their areas” with supporting on community-led housing projects such as CLTs through the new Community Housing Fund will support community land trusts in rural area. The white paper, also promoted NDPs to engage in shaping their place in terms of “both how much and what gets built”.(Government, 2017)

From what has been presented in previous studies, the effect of CLTs and NDPs are not limited to housing delivery, but at the same time help to shape local places, which in some way enhances local social environment, although there is limited research on the collaborative social effect from neighbourhood plans and CLTs.

CLTs as the Mechanism to Deliver “Need-Priority Development”: not only housing

The introduction of CLT provides opportunities to take land off the market into community ownership, but what distinguishing CLTs from other models is the unique capability in separating the ownership of land from the tenure of housing, thereby allowing various interest groups to lease buildings and enabling a partnership approach in the difficult task of redevelopment (Thompson, 2015). As a model of mutual home ownership, CLT's capacity to publicise land ownership distinguishing it from other mutual models. The unique capability to separate the ownership of land from the tenure of housing based on the ethnic principle of Stewardship, and providing affordable housing to those in need through letting and renting, enables a partnership approach in the difficult task of redeveloping derelict housing (Thompson, 2015). This model provides a third option to the familiar dualist categories of housing provision as non-profit, voluntary, community-led, place-based membership associations (Bailey, 2010) that also prevents the possibility of individual profit through housing development at the same time allows various housing tenures to co-exist on CLT land. This arrangement effectively captures the value of land locally, paving way for long-term community benefit and economic security against the threat of financial speculation, public disinvestment or displacement (Davis, 2010); thereby challenging neoliberal financialisation of land by blocking the rights of individuals to profit on their share of equity, a possible way to create permanent affordable communities. (Blomley, 2004, Charterton, 2015, Thompson, 2015) The neoliberal financialisation of land is featured with the provision of affordable housing through free market (Oxford City Council) and the reduction of public sector services including the privatisation of community amenities including but not limited to public libraries and local town halls reported in current news. (Cheshire et al., 2012, Rydin, 2013, Whitehead, 2018) In this way, the impact of CLTs are not restricted to local affordable housing development, but also to other areas including local social and economic development.

The Ambition of CLTs : A Delivery Mechanism for Community-Led Housing and Community Social Well-Being Enhancement

Due to its effective mechanism in producing permanent affordable communities, (Charterton, 2015) CLTs have emerged as an innovative way of addressing the affordable housing crisis in England, through implement control and ownership on housing to ensure lasting affordability and to democratically manage assets through voluntarism and community ownership structures. However, there can be difficulties that impede their progress, including legitimacy as new forms of housing organisation, access to finance, and voluntary capacity. (Moore, 2018)

According to the study of Moore in 2014 on four CLTs in England, while the initial motivation and impetus for CLTs usually relates to the resolution of local housing issues, they also become involved in the acquisition and ownership of other community assets. (Moore, 2014)

The emphasis on community control and focus on community demands in CLTs, especially responses to the closure or disuse of local amenities, help to ensure long-term social benefits from local capital; this corresponds to the enhancement of local social well beings as social helps provided through facilities and amenities are necessary besides providing more residential properties. The strong emphasis on community control, ownership and leadership in the design, delivery and ongoing management of their organisations and ownership of assets of CLTs are reflected not only in their open democratic governance structures, but in their encouragement of a range of activities that promote local decision-making and alternative forms of democratic expression in their communities.(Moore, 2014, Parker and Street, 2015, Sturzaker and Gordon, 2017)

According to existing researches on the impact of CLTs, it has been proven with the potential also in promoting local economic development and technic support provision to local neighbourhood developments, while this dissertation would focus on the common features between the function and impact of NDPs and CLTs(Moore and Mullins, 2013, Moore, 2018).

Sharing features between NP and CLTs

Social development

Since the press of Neighbourhood Plan Act 2011, it has been treated by the government as a strategy to promote housing delivery through the engagement of local communities to reduce the objection against new development. (Parker et al., 2015)It has been included in the Act that NDPs should be made as development-promoting, with the Neighbourhood Plan Bill, Neighbourhood order to build and Neighbourhood plan order announced as ways to grant new developments in community scale with simplified processes. These establish the position of neighbourhood planning as to provide the qualified bodies to authorise development. During this process, CLTs are local connections which would ensure the site allocation for new affordable housing.(Field and Layard, 2017)According to Field and Layard, the use of CLTs would probability provide the greatest potential upon providing affordable housing for the members of their local community, result from its collective format for ownership of local lands or resources invariably focused. These are predominantly in rural rather than urban areas, though the model can be used in both. (Field and Layard, 2017) On the other hand, local communities are misguided by the impression of neighbourhood planning as community empowerments allowing local people to control their areas without making it clear that the real aim is to increase housing besides that it only relates to planning policy instead of all the things that are of real local concern to local people.(Bradley and Sparling, 2017, Parker and Wargent, 2017, Parker et al., 2018a)Although there is high popularity in neighbourhood planning, local communities are using them to focus on broader local issues rather than housing; very few plans contain a housing target and/or site allocations when 60% of plans do not contain a housing figure or site

allocations.(Lichfields, 2018)

There are some common features in the creation of neighbourhood forums and local CLTs. Both of the two organisations are established in a bottom-up approach and supported by local authorities due to the community empowerment philosophy of spatial localism. Instead of limited to specialisation partners to grant, permit and deliver housing on community-owned sites, neighbourhood planning and CLTs are recognised for apparent empowerment of the communities they serve through community-led processes of housing design, delivery and management. (Moore, 2014, Field and Layard, 2017, Moore, 2018). The communities are provided this chance of taking part in plan-making as well as to shape the local development, which are understood by local as a potential to address local needs with higher weight than regional strategy. Last year, the Government's then-Housing Minister highlighted the role of CLTs in supporting and empowering local communities within the context of localism reforms (Moore, 2014, Field and Layard, 2017, Moore, 2018). Successful CLTs and NDPs all present the capacity in enhancing social integration between new and existing communities through good urban design based on local context and cultural background shared within communities. (Thompson, 2015, Moore, 2018) Built upon the assumption that communities would voluntarily engage in place making to solve social issues through local actions, and unlock societal benefits in forms of local participatory democracy. NDPs and CLTs both reflect some part of this assumption on the psychological demand of communities as to be empowered and become part of the decision-making group with the power of shaping their own living place and to influence on the future development(Defilippis, 2004, Moore, 2014, Field and Layard, 2017, Sturzaker and Gordon, 2017).

In case of CLT, although there are divisions existing between local CLTs due to the different attitude to development of community members, the expanding national CLT network with growing variability provides a possible solution to local resistance result from disputation on the target population of housing development, as civic-minded individuals are able to develop their own CLTs tailored for local housing needs.(Field and Layard, 2017, Moore, 2018) Issues of conflicting ethos should also be recognised as the motivations of some CLTs extend beyond the mere development of housing, and are instead place-based, place-oriented, and aimed at providing lasting benefit for their defined local geographic community.(Moore and McKee, 2012, Moore and Mullins, 2013, Thompson, 2015, Moore, 2018)

According to the study of Moore, this involves not just the delivery of affordable housing, but community control and influence over the detail of housing development, its use and future reuse in a local-conservatism approach emphasising the prioritisation of local people over and above the more general social housing needs often provided for by housing associations, which is less beneficial to overall social inclusion in future developments. (Parker and Street, 2015, Moore, 2018)Similar issues are identified in

Neighbourhood developments when direct responsibility of plan-making are implement onto a small group of local people, in particular that the institutional design and other operating conditions framing neighbourhood planning can encourage anti-political behaviours which can easily set up conditions for conservatism. As there is the need to promote local development through the voluntary and engagement of community, The



Graph 2: [Map of Community-led NDP take into research in England](#) Based on Google Map and Map of CLT from [CLTNetwork.org](#)

self-determining characteristics of neighbourhoods (i.e. the boundaries, membership, and identification of key local issues) can all be viewed as foundations for assuming local and potentially oppositional identities, which is in line with the need to develop “collective identities around clearly differentiated positions” in aiding local community cohesion and empowerment (Mouffe, 1999, Parker et al., 2017, Willett and Lang, 2018, Willett, 2019)

Issues in present Neighbourhood planning

Due to the complexity of Neighbourhood planning, and the issue of decision-making power held within a relatively small group of people, the majority of NDPs passed referendum required modifications by examiners with major changes on around half of the overall NDPs to fit in the planning policy framework. (Parker et al., 2017) This led to the dilemma between plan for local interest and planning for national strategy, as the planning weight changes according to the different way of perception between planners and community members due to their understanding of the planning laws.

According to Parker's research done on approved NDPs from 2014 to 2018 in UK, (Parker et al., 2018b) the major issues in neighbourhood planning including prioritisation of actions and policies, further tailoring of resourcing and support arrangements to focus on the needs of not only the local but wider population, especially the representation of neighbourhood as well as participation level in case of community engagement reflected in local housing delivery issues. (Parker and Street, 2015, Parker et al., 2018b) There are potentials found in NDPs to reveal local issues, however, there is still a need of better context in the neighbourhood planning policies to raise the level and scale of these issues enough to be addressed at local plans or higher levels. (Parker et al., 2018b) Besides, there is a need for cooperation between CLTs and NDPs in term of local development, as it is revealed that in some areas chosen as the neighbourhood planning frontrunners, local CLTs planned for housing both predate and independent of the design and delivery of the forthcoming NDP. As both CLTs and NP are built around narratives of place and identity that account for local connections, personal circumstances, and community contribution in term of policy-making and allocation of homes, cooperation between the two organisations could help to improve the scale and volume of CLTs at the same time of improving the efficiency of housing delivery in NDPs. (Thompson, 2015) The cooperation between Neighbourhood forums and local CLTs could help to Enhanced community control and neighbourhood planning 'authority' and Improve the clarity for quality so that communities gain more control through 'earned autonomy'. Besides, CLTs could be used as the alternative way to engage communities and to plan locally based on their involvement in the housing development, use and design. (Parker et al., 2018b)

On the other hand, studies also covered some restrictions on present development of CLTs as the situation has been increasingly difficult comparing to the last decades due to the increasing number of CLTs and reducing land availability. The other issue was the need to increase the volume and scale of community development. While the small scale of CLT provides the chances to bring economic benefit back to local communities through delivering

affordable housing and other local amenities enhancing community assets. (Moore and Mullins, 2013)

One other issue of neighbourhood planning coming from the lack of communication between local community groups and the plan-makers, due to the complexity of plan-making and the form of neighbourhood planning as a spatial-distribution of political power under localism, when the small group of people in planning groups start to have the right of deciding what to be adopted in the planning policies instead of adopting what is presented in community needs.(Mouffe, 1999, Cowie and Davoudi, 2015, Parker et al., 2015, Parker and Street, 2015, Sturzaker and Gordon, 2017)In this case, the issue of housing delivery reflects not only the issue of financialisation in UK, but is also related to the decisions of neighbourhood planning groups in housing allocation and designs.

Possibility and practical cases on collaboration between NPs and CLTs

Studies have been done on the housing delivery housing through CLTs or Neighbourhood planning, however, as there are two topics in term of housing delivery, the studies are done separately with few articles discussing about the overlapping area where NDPs and CLTs work collaboratively on local housing development. There are increasing Neighbourhood Development Plans which are including CLTs in their house delivery policies as delivery methods or supplementary tools in appendix, however the effect of involving CLT in supporting neighbourhood development are still waiting to be revealed. However, common features and issues are already revealed in the literatures discussed above, especially in the creation and enhancement of local culture and social context, as well as the engagement and integration with new and existing communities.

Besides social context, the collaboration between CLTs and neighbourhood planning could also been addressed in the economic and physical context. As it has been mentioned in literatures, CLTs have potential in promoting local economic development, while their limitation in scale and difficulty in levelling up local issues restricted the practical effects gained from both organisations.(Moore and Mullins, 2013, Moore, 2014, Thompson, 2015)The same issue exists in term of neighbourhood planning development, when there is a need to bring up local issue to a higher level of planning hierarchy.(Parker et al., 2018b)

In conclusion, the support of cooperation between CLTs and NDPs on local development could be categorised in three main aspects, economic context, social context and physical context. There are three main social factors on the collaboration between NPs and CLTs could be concluded.

Firstly, the ability to control and engage local communities into supporting this development. This ability depends on the ability of forums to understand local needs and to combine the local needs into their development goal. As Neighbourhood planning is more of the strategy-making level, the engagement of CLTs presents an opportunity to identify local desires as actual community design, housing tenure styles as well as the proposed community amenities. The involvement of CLTs in both the practice and policy making part present

potential in reducing the conflicting between strategy target and local needs in neighbourhood plan policies, as well as improvement on the efficiency of development though engaging more community besides implementing more of local needs as well as local strategies in the planning policies.

Secondly, enhancing the place attachment of neighbourhood planning based on understanding and enhancing local social and cultural context (Clarke and Cochrane, 2013, Wills, 2016). Place-attachment is necessary to bring life to NDPs as neighbourhood planning are aiming to produce local development based on the enthusiasm and productivity of local population to change their living place. (Brown and Chin, 2013, Parker and Street, 2015) Due to the complexity of policy-making, it is difficult not only for the local communities but also the neighbourhood forums to be involved in plan-making to understand what is neighbourhood planning aiming for, and how to achieve place attachment through these policies. (Parker and Street, 2015) The advantage of CLTs in community involvement could help the plan-making groups to encourage the engagement of local communities and promote local enthusiasm in place making, which together would help to shape the local plans through including more cultural and social contexts. At the same time, the involvement of CLTs present the potential of improving the flexibility in Neighbourhood Planning during the development stage and further tailoring of local resourcing and support arrangements. It has been identified as one way to improve neighbourhood qualities through reconciliation of hyper-local and strategic concerns, therefore ensuring that the plan is inclusivity, awareness and accessibility in order to meet the needs of very local and wider populations. The involvement of CLTs could result in more equitable plan-making promoting better, more appropriate development based on local context and innovation. (Parker et al., 2018b)

Thirdly, CLT helps to improve the efficiency of transforming housing policies into local delivery. Although housing plans and allocations are presented in NDPs, the housing growth rate through neighbourhood planning proposed equivalent to just 0.8% of housing stock, compared to the 1.1% associated with the total from the Government's standard need methodology, with only 15 out of 330 proposed more housing than the Local Plan, (Lichfields, 2018) opposite to the fact of high demand in housing in England. The CLTs could play an intermediate party between neighbourhood planning group and local community to ensure that the necessary partners work together effectively in term of housing delivery, at the same time improving the openness and transparency of neighbourhood planning, which would also reveal the reason of low housing delivery through NDPs (Parker et al., 2018b)

In term of economic development, CLTs have the potential in developing community amenities, which would at the same time bring economic benefit for local community based on group ownership and adoption of business operation mode. However, due to the diversity inside communities, it has been difficult to increase the size of CLTs or range of influence. (Moore, 2018)

In this case, cooperation between NDPs and CLTs could help to up scale the size of affordable development by including multiple CLTs aiming on different ways of affordable

housing development, in consideration that some CLTs promote self-build housing on land of community-ownership to stimulate affordable housing supply and encourage community engagement. In this way, the economic factor could be examined through the amount of community amenities included in local development.

Chapter three

This chapter outline and justifies the methodological, data collection and analysis approaches in this study, including the criteria and decision-making processes used in selecting the case study.

Methodology Strategy

Academic literature(peer-reviewed journal articles and books), local and national government policy and planning documents as well as those published by non-governmental planning organisations were collected as the background material, which are relevant to the research questions outlined in chapter one. This materials were collated to inform chapter two's literature review and the literature review part of empirical section in chapter 3. This provided not only the appropriate background and context to the research questions, but also helped inform the analytical framework for the study by developing a theory on the characteristic features and functions of both neighbourhood planning and CLTs in local development, which may be later proofed or challenged in the case study analysis.

In order to fully answer the research questions, in-depth perceptual and opinion-based data was required, lending itself to a case study approach. As a result, neighbourhood planners or personnel leading CLT activities in the case study could 'tell their story' to enable an assessment of what affect the policy-making at neighbourhood and local level and what promote this transformation from centralism to localism approach in local housing developments. Their perceptions of planning, both before involving community-led organisations and at present, how experience of involving the CLTs had had affected their opinions of planning, as well as other technical or procedural aspects; and digging deeper to understand what CLTs meant to them and whether it was about neighbourhood planning policy making, community empowerment, or a combination of the two.

Therefore it was considered most appropriate to gather primary data from one district or city region with active CLT activities at both region level and community level, conducting semi-structured in-depth interviews with key informants and supplementing these with secondary evidence from their draft NDPs (where available) and other sources such as village newsletters. The selection of study area would help to identify case study communities with the most representative characters from the district. This approach will be further outlined and justified below. At the outset, quantitative approaches were also considered including conducting a survey on the proportion of adopted NDPs involved community-led housing as part of housing or development policies in Cornwall and around England. Based on the survey over NDPs adopted between 2014 and 2015, random cases of NDP involved community-led developments are chosen from regions of England including North East England, North Midland, West Midland, East England, South East England and South West England. This is an attempt with the overlap between the map of CLT networks and NDPs of England to find out the inner relationship between neighbourhood planning and CLT

networks. This would pave way to case study justification and interviews aiming to understand and justify the phenomenon of lacking cooperation between neighbourhood planning groups and community organisations raised from the literature review.(Graph 2: A map of chosen NDP case studies)

However these were discounted due to different regions' local needs and the different approach to community-led activities of local authorities. The relatively small number of NDPs involving CLTs in policy context, as well as the fact that community-led activities are concentrated in a few rural regions may have resulted in a low number of study samples and the general applicability of research result as such a quantitative approach requires ample consideration of the experiences of the complex process of neighbourhood planning and collection of perceptual data connected with it.

The collective case study approach

A collective case study approach(Silverman, 2013) research is to study a number of cases in order to investigate a general phenomenon(p.143). This is to figure out the generalizability between different case studies as a way to improve the understanding of the common characters between different case studies, despite the different social and physical background. In this research, cases of NDPs would reflect the progressive impact of CLTs on neighbourhood planning based on a progress of neighbourhood planning and community-led activities around England.

The value of case studies are to reflect the cause and logic existing behind the phenomenon(Denscombe, 2014), "A research strategy to understand the dynamic present in one setting"(p.55), which in this research are the reasons led to local authorities' decision of whether or not to include CLTs in neighbourhood planning activities. According to Denscombe, "*The real value of a case study is that it offers the opportunity to explain why certain outcomes might happen - more than just find out what those outcomes are*"(p.55). From collective case study approach, different methods cooperation between neighbourhood planning groups and CLTs under Localism would be presented, with the selected cases reflecting the shift of leading role between local authorities and communities, based on the exploration of the motivation for CLTs to take part in neighbourhood planning, creators of CLTs, as well as the role of CLTs and the relationship between CLTs and NDPs in this phenomenon.

This also means that, the research would rely on qualitative evidences instead of quantitative statistics, based on documentary materials as well as perceptual evidence from personals involved in the planning and community activities. The complexity of neighbourhood planning and community feedbacks on planning activities means that more qualitative evidences would be produced during the activity, and collected as evidence for this study. As result of this, a collective case study approach would provide more evidence of the practical achievements, as Brownill and Parker (2010) suggested that, a case study

approach is appropriate as the “micro-focus perspective...leads us to reflect on issues left unexplored by a focus on a ‘bigger picture’...Therefore, rather than claim that participation is always ‘this or that’, a focus on particular ‘episodes’ of participation can be useful” (p.278-9), which is a study of the dynamic progress of a phenomenon, a progressive and dynamic influence.(Brownill and Parker, 2010)

Based on the fact that CLT is only one of the numerous third-party organisations involved in neighbourhood planning and development, this case study approach research is to figure out the development progress of community-led neighbourhood planning, the leading force of its development and its impact on neighbourhood planning policies, with a focus on neighbourhood housing development.

Data Collection and Developing the theory

A theory on the progressing relationship between CLTs and neighbourhood planning would be developed based on secondary data (governmental reports and NDPs) to improve the understanding of this phenomenon, leading to the second part of research, an interview-based primary data collection focus on one specific area of study includes but not limited to one neighbourhood plan area. This further study into the cause and influence of this progress raised in phase one would be based on one particular study area, which is a district selected based on these NDPs, with the features of strong governmental favour or disfavour on community-led developments.

Since it is more of the result of a two-way choice for the local authorities to welcome the engagement of community-led activities in the making and implementation of local policies, providing that organisations such as CLT will have a greater impact on the built environment, so the main research direction of this research is the impact of CLT in the implementation of policies and regulations.

Following this direction, this research is objective for finding out the main barriers to including both CLTs and neighbourhood planning in local developments, and what kind of environment would encourage the cooperation between community-led development and neighbourhood planning. In terms of studying the impact of CLT on policy-making at neighbourhood level or local level, this research would try to narrow to housing policies as the entry to observe the impact of community-led activities on both the decision-making and implementation of policies.

Primary and Secondary Data Collection

The research would be divided into two parts, firstly a review of random adopted and ongoing NDP from 2014 to present, the chosen NDPs should have involved CLTs in the

objective, planning contexts, or in the planning policies, and to examine the practical

Two stages of research:

1. Secondary data collection:

The data collection would focus on documentary materials, including academic literatures, neighbourhood planning reports from third party organisations such as think tanks or academic communication websites, as well as official documents and web pages produced by local CLTs and during the progress of neighbourhood plan-making and adoption.

Adopted NDPs included CLTs as part of its housing delivery method or housing policies would be analysis to find out the greater of involved CLTs, the role of CLTs in local neighbourhood development, and the purpose of both local authorities and CLTs in getting involved of local developments.

2. In-depth Primary data collection:

Interviews are used as the main collection method of perceptual primary data, aiming to find out the actual implementation of housing policies through CLTs. In this way, a deeper understanding would be gained based on the practical experience of relevant committee directives or independent architects took part in community led development or neighbourhood planning.

Other primary data include the lecture context of individual architects involved in community-led housing developments, which are recorded as primary perceptual materials under permission.

achievements of these cases based on the website and publications of the local authorities as well as official websites of local CLTs.

This is to draw a conclusion on the impact of community activities on policy implementation, especially about the influence of community engagement on affordable housing delivery as well as how to resolve local housing issues.

Interview process and ethical considerations

All respondents were contacted via email to explain the purpose of the interview, as a result of the physical distance, the interview with CLT in Cornwall is conducted on phone. An Interview question scheme is included in Appendix B. Although telephone interview means it would become difficult to observe the body language and facial cues, at the same time

increasing the difficulty in understanding in consideration of my identity as a second-language speaker, it has long been recognised as an important method of data collection and is common practice in survey research(p.379)(Cohen et al., 2002). Besides, the ethnicity concerns were reflected in the interviews being recorded subject to the interviewees' consent, them being assured of confidentiality throughout the interview process and reporting and they were briefed on how their responses would be used.

Strategy on the filtering of documentary research

The NDPs are categorised according to the relationship with CLTs as shown in the following table. Case studies would be chosen from NDPs in the first two categories with deeper relationship with CLTs to examine the effect of CLTs in local neighbourhood developments, especially in terms of housing delivery. The documentary research would be done with the technical support of Nivovo to find out the inner connection between neighbourhood planning policies and community development. The list of NDP is in Appendix B.

Choice of Study Area

To have a better view of the overlapping between NDPs and CLTs in England, a map is created based on the service provided by Google Map and the published NDPs available to see the percentage of NDPs which has included CLTs as part of neighbourhood planning objectives, policies or in the appendix(See Appendix A). This map would be compared to the Map of CLT provided by national CLT network as a way to present the overlapping between Neighbourhood planning and CLT network. Case studies are chosen from NDPs adopted between 2014-2015 that included CLT in planning policies, with the main study area chosen in Cornwall for the district council's support to community-led movements.

Analysis

The interviews were recorded and transcribed to discover the find-outs. This is more of a cross-proving process, to figure out the practical efficiency of what has been expected through NDPs and in CLTs' reports. The perception presented in the interview would also help to improve the understanding on the meaning of community involvements in planning to both the local authorities and local community.

Technology and map support

The chosen case study areas are plotted by the author on a google map based interactive map (Graph 2), with the information resources for CLTs collected from the map of CLTs in the UK, created by the national CLT network.

Reflection and conclusion of data collection methods

An interview with the committee of Cornwall Community Land Trust was planned as to select specific neighbourhood planning case studies. However, due to some reasons, the request to conduct an interview with the CCLT ended up with no reply, and the interview has been done with the leader of one local level CLT, Roseland Community Land Trust instead. This change in the interviewee limited the generalisability of this research, however, it also in some way reflects the true driving force behind community empowerment and localism, which is to solve local issues by the community through local methods. At the same time, the experience of this interviewee as the former chairman of both the Roseland Community Land Trust and Roseland NDP provided an alternative way to look at the role of neighbourhood steering groups and CLT in local community activities, which is also reflected in the collective case study. Besides, there is a lack of sufficient statistic evidence in proving the effectiveness of community-led housing activity besides what is reflected in NDP referendum results or the achievements of local CLTs.

Chapter Four: The Empirical section

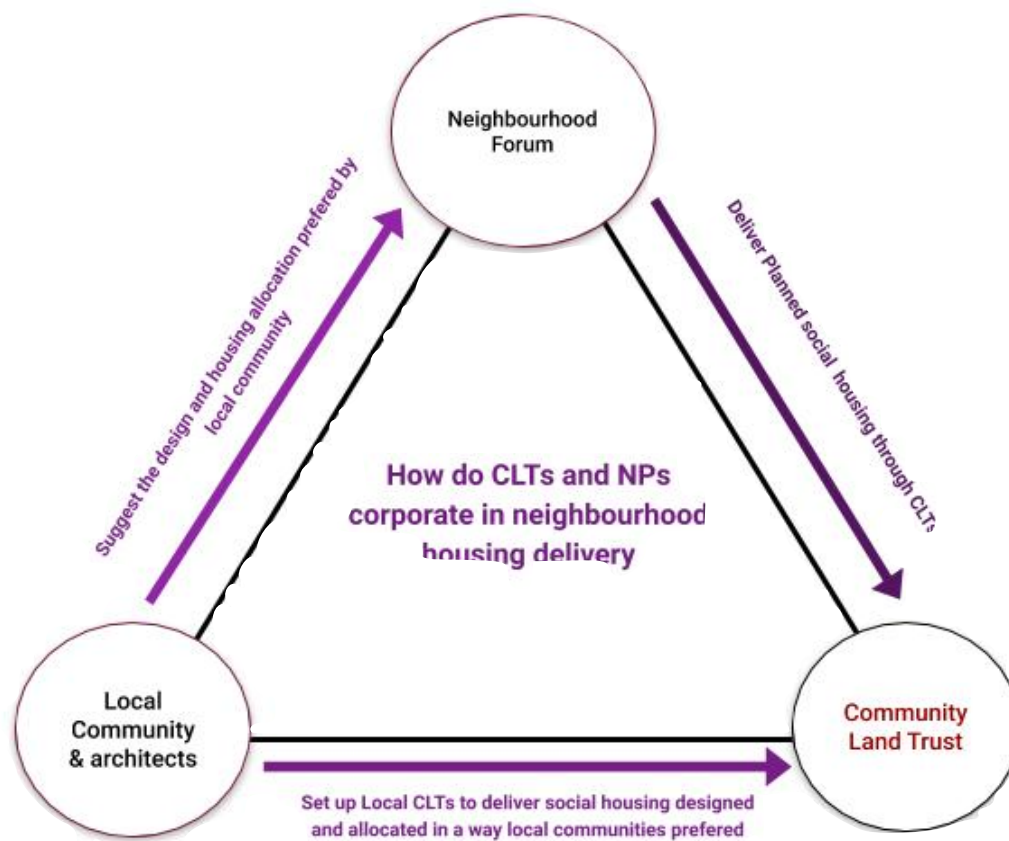
In this chapter, the changing relationship and connection between neighbourhood planning and CLTs would be studied in a progressive way, start from the examination of adopted NDPs to find the general trend of transforming relationship, then focus in the study area introduced in chapter three, Cornwall, to understand the cause and influence of this transformation.

Planning Document Review—The Weight and Balance between Community

Housing needs and Governmental profits

As it has been discussed in Chapter two, Neighbourhood Planning has been seen as a way to give power to people to do planning, however, in fact it is to localise planning policies as a way to provide better solutions for local issues, especially housing. In comparison, the CLT is more of a community-led organisation representing the will and attitudes of local communities on local housing and community development. Engaging CLTs within neighbourhood planning provides a way for local people to truly experience in making land-use planning decisions, on the other side, it is also a way to implement development management through political community empowerment, take the case of Roseland Peninsula Neighbourhood Plan, where the Roseland Community Land Trust was taken over by the neighbourhood plan steering group to support, continue and expand the existing community activities in providing better control on local affordable housing deliveries.

As there used to be a trend in planning decision-making to be exclusive from the public, the direction is to study to what extent are the local communities aware that their opinions could be accepted as part of the local housing policies, especially in consideration of allocation and housing design. At the same time, when writing the housing plan, the issue is not only on the choice of housing developers. It needs to be considered in terms of local social, political and economic environment. In a country with a history of financial and real estate as pillar economy, whom would be involved in the housing policies, or benefiting from the housing development? Housing policies in NDPs and local plans are directive instructions and regulations for the design, allocation and delivery of local housing development, however, policies are still relying on the actions of developers and local landowners to turn these numbers and schemes into practice, which gives them higher weight on the right to speak in decision making period of plan-making. As a result, there is a worry about the application of housing policies in becoming financialised as both the local councils and commercial developers tend to look for higher economic profit, in this case, more market housing development rather than affordable housing needed by local communities. In contrast, the role of community land trusts in local developments are very flexible, not only they can fit in the position of housing developers to deliver affordable homes through construction or regeneration, but at the same time as the third party institution to ensure that affordable housing are delivered as required in policies, and provided for those in need



Graph 3: The relationships between Neighbourhood Forum, local Community and CLTs from the POV of local community.

instead of becoming properties for real estate investment. This explains why CLTs are preferred by local communities in England as a way of local community development. In comparison to other methods of community-housing delivery such as co-housing and self-built, according to the National CLT Network, “CLTs act as long-term stewards of housing, ensuring that it remains genuinely affordable, based on what people actually earn in their area, not just for now but for every future occupier”(NCLTN, 2019b). CLTs are increasingly acting as the organisation to arrange suitable housing-delivery methods according to local condition rather than a simple housing-delivery mechanism, as some CLTs do also provide community-housing through self-build and co-housing.

According to the Cornwall Community Land Trust, protected by Community Order to build, involving CLT in neighbourhood planning could also help to reduce the income budget of local communities as rent can be arranged according to local income, as well as providing a third option of half buying and half renting ownership, which is positive to local society both in terms of economic and social impacts besides that CLTs are revealed with the potential of providing necessary community facilities and amenities.(Downing, 2018) In this way, CLTs have the potential of being beneficial to local economic development in the long term, at the same time providing a relatively instant solution to local housing stress issue. According to the existing NDPs which have included CLTs as part of planning policies.

Its features of being flexible, localised and community-led means it is easier to turn local needs into realist under localism. With the support of Community Right to Build Order and Community Right to Buy Order, communities are empowered in promoting local development and to lead the shift in land-ownerships from private-owned to collective-owned, paving the way for a less profit-led delivery of housing to people in need instead of people who can afford to invest in properties. At the same time avoid the concern of bias in neighbourhood groups as a result of a small group of people making decisions for the large community of the whole area, as well as local residents' worrying about "being separated from planning progress"(Moore, 2014), which is why in neighbourhood housing policies, CLTs have been chosen as the consultant for housing developers when making development proposal for sites of more than 50 dwellings (Liskeard Neighbourhood Plan, 2018), affordable housing developers (Lostwithiel Neighbourhood Plan, 2015, Mevagissey Neighbourhood Plan, 2018, Bude-Stratton Neighbourhood Plan, 2016), as well as financial support provider as well as the indicator of affordable housing residents(Saint Minver, 2017), while this could also increase community control and influence over the detail of housing development, its use and future reuse in a local-conservatism approach would lead to the prioritisation of local people over and above the more general social housing needs, the original aim of NDPs and CLTs.

At the same time, there are also neighbourhood housing policies in Cornwall district simplified to mainly housing types and affordable housing schemes, or even just a policy statement in some parishes to empower the local CLTs with full rights in leading local housing developments including providing affordable housing assumptions (Hayle Neighbourhood Plan, 2018, Roseland Peninsula Neighbourhood Plan, 2015), which would be studied in the section of Roseland Community Land Trust and NDP with further details.

This contrast in the context of CLT and neighbourhood planning policies, reduced the pressure on neighbourhood steering groups, as the responsibilities of housing estimation, and negotiating between local community and developers on housing development proposals are taken by the local CLT instead. In one aspect, due to the complexity and difficulty of policy-writing, especially for local residents taking part in neighbourhood steering groups which are lack of professional training in planning, there is a tendency for plan-makers to rely on the information and advice provided by housing developers to draw the development, design and allocation proposals, while as it has been discussed earlier, the proposals of commercial developers are financialised (Mouffe, 1999, Cowie and Davoudi, 2015, Parker et al., 2015, Parker and Street, 2015), more suitable for market housing instead of tailored for local community despite the controversy on the monotonous design or quality of market housing. Shifting the decision-maker of local housing development from policy-makers to local community provides a chance for solving local issues directly with full empowerment on local communities, expanding the scale and level of regeneration and development led by CLTs at the moment, at the same time avoid the issues of biased in neighbourhood group decision-making prioritisation pointed out in previous studies on neighbourhood housing planning.(Parker and Street, 2015, Moore, 2018) Neighbourhood

planning in Cornwall district present a special political environment where the collective voice of local community weight over land value and economy benefits, the two main factors affecting local authorities' decisions on the choices of developers for housing delivery besides the strength of local communities's social identity. In this district with strong community and national identity, the strength of local communities are strong enough to change and influence local plan-making.

With less political concern than doing neighbourhood planning, and the ability of direct involvement in local developments, CLTs are independent from the planning frameworks, however at the same time a strong influencer to local economic and political development besides the built environment.

On the other hand, the voices against CLT's involvement in neighbourhood planning are mainly due to a need in land economy profit. As it is revealed in previous studies, the largest group who acted to initiate neighbourhood planning were the Parish and Town Councils(Parker et al., 2015), in this case, it is assumable that the potential financial benefits of Neighbourhood planning would be considered and put into a higher weight to improve council income, which could explain why commercial developers would be chosen instead of local community for development, in terms of the potential in real estate development as a way to boost up the local economy and increasing council incomes, which has been raised by the town mayor of Chipping Norton that low public expenditure means that even updating local transport infrastructure would become impossible. This would explain why some neighbourhood forum preferred commercial developers to sustainable and affordable low-cost housing scheme suggested by individual architects, the case raised by Charlie Luxton in his Oxford Green Week speech.(Luxton, 2019)

Research Model

Following the conclusion of the previous section, a collective case study approach is taken based on published NDP documents of adopted NDPs with involvements of CLTs'. Following the trend discovered in this study, Cornwall, one of the districts with highest density of CLT activities, is chosen as the case study district for detailed further study of why and how local CLTs have take part in neighbourhood planning policy making.

document-based collective case study research

NDP involved CLTs	year adopted	CLT organiser	Any district level CLT involved?	role of local CLT
Winslow NDP:	adopted in 2014	CLT organised by Winslow Parish Council		provide 31% of affordable housing

Bradwell NDP	adopted in 2015	CLT set up by Bradwell Parish Council	Lincolnshire CLT, East Midland Community-led Housing	set up community ownership through neighbourhood planning
East Bergholt NDP	adopted in 2015, now under updating by East Bergholt CLT	set up in 2014 by East Bergholt Parish Council	CLT mentioned as the advisor during the making of East Bergholt NDP	Project EB2 set up a CLT to make sure that housing delivery is locally focused.
Roseland peninsula NDP	adopted in 2016	Set up in 2007, originally formed to help deliver self builds in St Just Parish. Refocused on affordable housing delivery around Roseland according to the plan	Cornwall Community Land Trust	Make housing estimations and support local authority in affordable housing delivery

Choosing Cornwall as the Case Study

Cornwall district council has been actively promoting and supporting CLT activities. According to the slides on why to choose CLT, Cornwall District Council has been learning from a few previous case studies inside and outside Cornwall, which attempted to use CLTs as a way to improve the variety in housing solutions and tenure styles, and provide further community assets important to the improvement of community living environment. (Downing, 2018) In this case, CLTs create a soft space between public sector and private sector in Cornwall to support public facilities and services which used to be provided by the public sectors, with the benefit of CLT presented in a few aspects such as ensuring housing delivery and reduce financialisation, creating possible employment opportunities, secure local income through providing financial support to target population, as well as regenerate abandoned housing and cultural buildings, provide community assets to improve the health, sustainability and social environment of local society.

Chapter five Discussion on Community-led Neighbourhood Planning in Cornwall

As mentioned in the last section, the involvement of CLTs in neighbourhood planning activities are found as not only housing delivery mechanisms, but also as advisor during neighbourhood planning or a mechanism to protect local social identity, which has become a trend around England, especially in rural regions with strong regional identities. Therefore a discussion is done on the result in Cornwall.

Cornwall's Politic and Economic Overview

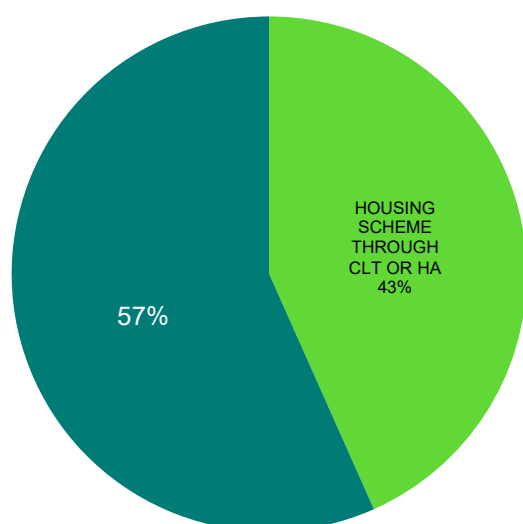
There is high popularity in holiday housing development in Cornwall (Willett, 2016) which is also assumed to be a reason for the overpriced local housing market, according to several neighbourhood development plans. In a Locality article on affordable housing, "Cornwall has one of the greatest disparities between wages and the cost of housing", this explains why community-led housing has been experimented since 2015 as a way to provide affordable housing for local residents at the same time of limiting the construction of holiday properties, the main driven force of overpricing and high viability in local housing market.(Locality, 2017)

As it is revealed in the Cornwall Vita Issue 2017(Whittaker, 2017), poor infrastructure, low income and low education are major issues existing in Cornwall, with an average of 20% low-paid rate, which rose to 43% in North Cornwall, nearly one-third of the total work-age population in Cornwall are economically inactive. As it is stated in the report, "Cornwall is in the 80% worst performing comparable areas based on mean average wage. In part this could be attributed to the gig economy. " (p.12)

In terms of economy and business, Cornwall is relying on cultural, tourism industry as well as relevant creative and digital industry, with the region being consistently voted one of Britain's top tourist destinations, and high ranking in holiday residents. On the other hand, the region is lack of large business employments, 14% compared to the UK average of 23%,(p.6) with most local employment relying on micro and small businesses that make up more than half of local employment,(p.13) which result in Cornwall's lack of resilience with economic fluctuations. Together with the low income and economy inactive in the region, this increased the gap between local market housing value and the affordability of local residents, in other sense, increased local housing tensions.(Whittaker, 2017, CC, 2019a)

On the other hand, Cornwall is featured by a shared social identity as the Cornish nationality, which tights together the communities as a minority nationality at the same state to the Celt of Scotland and Wales.(Woodcock, 2015, Willett, 2016, Willett and Lang, 2018) In this case, Cornwall has a strong community that shares their sense of belonging and social identity. This feature of local community make it possible to experiment the bottom-up approach region revival, which relying on the engagement of local communities to build affordable housing, and to raise funding for community infrastructure development; in other words, an ideal region for experiment on community-led planning. Adopting the idea from Joanie Willett's study, this spatial narrative grown from regional identities are with practical

and economic implications, becoming ‘stigmatised’ in development discourses due to the attempt to “make claims as to the characteristics and futures (becoming) of that place”(Willett, 2016). This explains the strong interest of local community in taking part of local planning activities, and their concern on what would become of the place and how to preserve local identity, which lead to fact that the community-led neighbourhood planning



activities in Cornwall presents a trend of local protectionism, as the housing policies are locally focused, even with attempted to legalise restriction on open market housing when future residential properties in the district are available only to local community or people with permanent work in the district, proven that holiday properties favoured by outside investments. Which is understandable as real estate investment and land economic lead to housing issues, as the high empty-property rate and overpricing. However, still it is worth considering if the current conservative attitude of Cornwall’s policy is positive to its future development when this district depends on foreign investments and tourism industry as its pillar

economy.

Therefore, to ensure the positive promotion on development through engagement of CLT as part of neighbourhood planning policy, a balance need to be achieved between the demands of local population and need of strategic development. In terms of CLT, it is necessary to ensure that the new housing delivery are aiming for overall social housing needs rather than limited to local communities. It’s a perfect tool for community-led planning, as Jon Smith said when commenting the Roseland Community Land Trust during the interview, “A CLT have the ability to help to provide economic benefits and to create new employment opportunities, but we don’t need it. At the present stage, all we want is housing and we are using the CLT to deliver the housing that local community wants.”

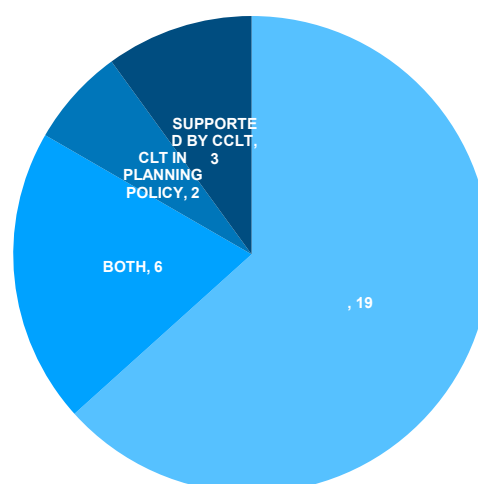
This could also explain the Cornish campaigns against foreign investment, market housing, as well as the high Brexit votes in Cornwall. The strong community connections within Cornwall provide the exact experiment condition for community-led planning and developments, which in some way explains the support from the Cornish Council on local CLTs movements despite the fact that the majority of affordable housing are not developed or converted through the help of community organisations, when the choice of local communities tend to be in locations with limitation on housing development or regenerations, such as smaller housing sites or brownfield sites. In this way, supporting local CLTs is more of a way to improve local people’s acceptance on neighbourhood and local level planning activities.

From the other point of view, in smaller neighbourhood planning areas with less housing demands, promoting community land trust activities is also a way to encourage the community-led developments, which are more social-focused, with potential in improving both local employment opportunities and community amenity developments, at the same time more flexible in fixing local issues compared to larger developers.

Overview of CLT and NDP activities in Cornwall

Cornwall district council has been actively supporting community-led housing development, which is not limited to the set up of CLTs, but at the same time providing funding to support the development of affordable housing.(Cornwall, 2019) According to the Cornwall Council, community-led housing (CLH) is central to their ambition to deliver more affordable homes for local people in places where they need them.(CC, 2019b) Cornwall is featured by advocating a community-led approach to development and pro-actively support on CLH initiatives. By the end of May 2019, 11 out of 31 adopted NDPs in Cornwall either included CLTs as part of local housing policies, or supported CLT activities through neighbourhood planning policies. Besides, the density of CLT initials in Cornwall is also one of the highest compared to other parts of England(NCLTN, 2019a). This is thank to the support of Cornwall's district council and local authorities, the director of Cornwall Community Land Trust, Andrew George mentioned in an interview for 24housing's newsletter, that the positive effect of community engagement and empowerment in promoting sustainable housing development as putting the communities "in the driving seat" not only helped get homes built but had them protected in perpetuity for future generations.(Tanner, 2019) In Cornwall, community-led housing are backed in political, with professional support as well as financial fundings. In this case, NDPs could be used by local authorities as a way to provide political support to community-led housing development, at the same time help to improve the engagement of CLTs in local housing delivery instead of commercial developers, a way of reducing over-pricing and managing viability as required in Policy 10 of Cornwall Local Plan and Policy 9 that schemes to be led and driven by affordable homes and not open market delivery.(CC, 2019c)

Cornwall Community Land Trust would also help to build permanently affordable homes to meet the long-term needs of Cornish Communities, backed by local council and authority, the action of CLTs turns local affordable housing policies into practical actions and has provided slides presentations and other existing materials on the possible achievements of promoting community-led housing through Neighbourhood Planning, as well as discussions on the benefit of including CLTs as part of neighbourhood housing delivery tools. As a result of this,



CLT ACTIVITIES IN CORNWALL'S NEIGHBOURHOOD PLANNING

this district has been proved to have the potential of providing valuable case studies for this research.

However, among all the NDPs including CLTs in policies, housing delivery expectations or allocations are not always included as part of the policy body, with one NDP included policies that indicates the housing estimation as well as housing delivery as the responsibility of local CLTs. (Hayel Neighbourhood Plan, 2014, Roseland Town Council, 2015) In this case, the Cornwall Community Land Trust and the local CLT acts not only as a housing delivery organisation, but the main development force in the district responsible for the turning out of community development policies, which is a very different role compared to other districts where CLTs are treated as assisting tools to implement housing policies. In this case, local housing estimates are produced by local CLT committee members, a bottom-up approach development decided, initiated and promoted by the local community.

The case of NDPs in Cornwall would help to reveal the impact of community-led momentum on the implementation of planning policies, instead of public-exclusive, the engagement of local community as local CLT means, neighbourhood housing policies are written based on local community's understanding of housing need. As a result of this, the demand of local on affordable housing and encourage on community engagement together accelerated the policy implementation of affordable housing delivery. According to the report of Cornwall Community Land Trust, over 200 community land trust homes have been completed to date with over 150 in the pipeline.(CCLT, 2019) Comparing to the total of 909 affordable new homes completed between 2017 and 2018(CC, 2019e), CLT acted as one of the various ways in which affordable housing delivery, not only help to allocated affordable housing sites, but at the same time help to guarantee and promote self-built and custom-building housing in local communities(Hayel Neighbourhood Plan, 2014 ,Saint Erth Neighbourhood Plan, 2017, Bude-Stratton Neighbourhood Plan, 2016), in one particular case, the Roseland Peninsula, according to the Locality, "The chair of the Neighbourhood Planning Steering Group became the chair of the Roseland Community Land Trust, ensuring that at the heart of all development was the principle that affordable housing needed to work at a local level."(Locality, 2019)The Roseland Case study used Community-led development as a local revival method to solve periphery issues. According to Jon Smith, his taking over of the Roseland Community Land Trust is to continue and expand local community's existing activities in providing affordable housing through custom-build housing and redundant housing regeneration, which has been practiced in St Just Parish since 2007, and preferred by local communities in housing delivery.

Besides, the function of CLTs are also included in the Economy Plan of Bude,(Gimson and Sims, 2018) the coastal community in Cornwall as part of urban regeneration. This function of redundant building reuse is also addressed as one of the responsibilities in the website of St Ives Community Land Trust(St Ives CLT, 2018), and in the housing and community objectives of Rame Neighbourhood plan, CLTs are suggested as a possible way to ensure the sustainability and healthy community development(Rame Neighbourhood Plan, 2017).

These cases would help to figure out the influence on policy delivery through engaging community-led development in neighbourhood planning, as concluded in Neighbourhood Community-led housing Guide, CLT would consider the wider social and economic needs of the community, including access to employment and community facilities, it is also potential to provide a solution to market failures, such as addressing affordability or viability issues.(Locality, 2016) Besides, according to the Cornwall Rural Housing Association, the Cornwall Community Land Trust has been bringing forward projects to support areas without a local group to lead forward local delivery on affordable housing through setting up sub-regional CLTs.(Moore and Northcott, 2010)This helps to implement the affordable housing policy of Cornwall deeper into local communities, especially into peripheral areas where the voice of people easy to be ignored, or areas where commercial developers are reluctant to develop or invest in local infrastructure due to low profit and other barriers to development due to natural environment.(Mevagissey Council, 2018)²

Roseland Community Land and Roseland Peninsula Neighbourhood Plan, Cornwall: Let the local community lead housing development

Located within the AONB, the greenfield resource for housing development in Roseland Peninsula is limited, while the priority of local development is to provide affordable housing for local residents, which is scarce as a result of the popularity in holiday housing market and the concern on protecting local natural beauty, therefore the main issue in Roseland to provide affordable housing for rent without “ruin the natural landscape of the AONB”. To achieve it, Jon Smith decided to take the advice from Cornwall Community Land Trust to set up a local CLT for neighbourhood affordable housing policy, when the NDP was unable to pass public consultation due to the disagreement on housing allocation.

In the interview he said, **“Cornwall is using neighbourhood planning to restrict commercial developers from developing free-market properties, which are not necessary for local development when affordable housing is the most serious issue in Roseland AONB comparing to unemployment or economic development.”**

As a result of the increasing gap between housing prices and local income level as mentioned in the previous section, it has raise an increasing concern of the local community in Cornwall, especially here in Roseland, on the market housing buyers whom are responsible for the high empty housing rate and increasing market housing price, which is presented in the interview, as he mentioned that, **"We don't see any need to provide market housing; it's good and quite adequate wether already in. what we are short of are affordable housing for rent."**

The concern that land allocation preferred by community tend to with higher difficulty in

² The NDP of Mevagissey, which was supported by CLT to made its first NDP

development is also raised in this interview as there is few greenfield sites if not to develop the AONB area, he mentioned that,

“Main development is a problem here on the Roseland. And because lands are expensive, people want sums of money for it. So it's very expensive for we had to facilitate it ”.

Jon decided to learn from and extend the activity of local community from one parish to the whole region. St Just CLT, the predecessor of Roseland Community Land Trust, has been devoted to local affordable housing delivery through redundant housing regeneration and urban development since 2007, **“In realisably, all the development are provided by the community land trust I mean the only other development on the Roseland in these houses being demolished and rebuilt.”**

As it has been raised in the interview, Community-led movement has taken place in Cornwall before the start of neighbourhood planning, which is partially a result of the Cornish identity different from in other regions of England. According to Pete Woodcock, “Cornishness” appears to be more organic and homogenous, raises from its significant history, the national identity seen which is seen as “A separate entity, distinct from Englishness.”(Woodcock, 2015) In this way, Jon encourages the local communities engagement in housing developments and strategic making through the CLT activities, which is to solve local problems in the local way. As Willet has raised in her latest study on the periphery issue, “Local governance...should be able to adapt to the shifting environments and niche within which it is embedded.”(Willett, 2019)

The case of Roseland Neighbourhood planning has shown a shift in the policy focus from regional development need to local community, as Jon has said in the interview, “It's been very successful actually It were supported by Cornwall Council and local people. So I don't think we could really ask for any more. The NDP was that um, a true local plan that represented the views of the community, not just a few people.”

According to Jon Smith the corn reason for Roseland's success in community-led neighbourhood planning is that, "So we've proved people that we were listening and delivering them at the same time. That's why we are possible. So you can't say your community-led organisations are not working for the community."

Chapter Six Result and discussion

As a result of taking jointed research, the conclusion from literature review in Chapter two has been incomplete due to a lack of sufficient communication between study on neighbourhood planning and community-led developments. As presented in Graph 4, Community Land Trust has been treated as a social housing delivery methods beside self-build or custom build, while the fact was that the function of CLTs are flexible according to the local situation. It could be a charity to support local council in social housing delivery, a third-party supervisor monitoring the practical effect of neighbourhood planning policies in



Graph 4: The relationships between Neighbourhood Forum, local Community and CLTs from the POV of Town and Parish Councils initiated NDPs.

satisfying local needs, or an organisation to lead local self-build and custom build projects.

A shift of CLTs' roles in CLT-NDP partnerships

According to the paper of Quinn Bradley on neighbourhood house-building in 2016,(Bradley, 2017) the attempt of providing affordable housing in neighbourhood planning through alternative delivery methods started with parish-run CLTs leading self-built and custom-build development under Community Right to Build Order(Slaugham Parish Council 2013: 18, Bradley, 2016), as the advantage of self-built and custom-built housing in design and construction qualities are continuously discovered by neighbourhood planning groups³(SDNPA, 2016, Bradley, 2017), which paved the way for the support of neighbourhood planning policies to self-built and community-built as alternative or even major development methods for affordable housing delivery, besides implementing restrictions to volume house-building on greenfield sites with cheaper land value instead of brownfield site regeneration. (Arundel Town Council 2014: 26, Frome Town Council

³ Petersfield NDP, p.17

2014:14,Bradley, 2016) This is also addressed by NACSBA in the Right to Build Toolkit article, “How Neighbourhood Planning can encourage private homebuilding”, where it addressed several NDPs included local CLTs as housing delivery methods such as the Winslow Neighbourhood Plan, the Petersfield Neighbourhood Plan that preferred a community group such as CLT as housing delivery mechanism, and the Woodcote Neighbourhood Plan which included in its context that would consider to set up a CLT for affordable housing delivery (South Oxfordshire District Council 2014:13.2).

Winslow Neighbourhood Plan is one of the most well-known case study of NDPs that involved CLTs in its housing delivery methods. This town provides a mix of open market housing and affordable housing, with its CLT delivery a minimum of 20% in total affordable homes of all types including custom-build on all the allocation sites for affordable housing, which are 31 homes(Aylesbury ale District Council, 2014)⁴. As presented in the below word tree summary of the Winslow Neighbourhood Plan, the local CLT is designed to be a



Graph 5. Phrases relevant to CLTs in the Winslow NDP

mechanism in delivering affordable housing policy as shown in graph 5.

However, in comparison to the above examples of early NDPs adopted in 2014, CLTs are continuing to gain a more active role in neighbourhood planning, instead of limited to the housing delivery partnerships with neighbourhood planning groups as house-developers, CLTs are increasingly involved in policy-making, playing the role of consultancy for neighbourhood planning groups, and trying to ensure the delivery of neighbourhood planning policies, the protection of local social identity and sustainability. (EMCLH, 2019) In the case of Bradwell Parish Council, the Bradwell CLT was set up under the advices of Lincolnshire CLT “ to facilitate a number of aspects of this Plan. The CLT would administer monies gained via a legal agreement attached to a planning permission to ensure a phased delivery of local needs affordable housing. The CLT would also be able to receive bequests and donations, including gifts of land, and would manage these on behalf of the community. These monies or land would be used by the CLT to develop housing in the village, but not necessarily within the Newburgh site, as one of the primary aims of this plan is to retain a balance between employment and residential land within the Parish. ” It is also addressed in

⁴ Policy 4

H2 Policy that, “Affordable dwellings will be delivered by Bradwell Community Land Trust” and “must form part of a mixed use development.”⁵(Peak District Council, 2015) As it is stated as a case study of set up community ownership through neighbourhood planning by the East Midland Community-led Housing, as the Bradwell CLT is set up to ensure that:

“...The village wanted to continue as a ‘living, working’ village and not become a second home dormitory village like many others in the National Park.” (EMCLH, 2019)

The increasing potential of community-management also inspired Neighbourhood Planning groups to restrict commercial housing developers through set up CLTs.

This trend also appeared in other areas around England including Cornwall, where the Cornwall Community Land trust has supported the set up of local NDPs, or advised the local neighbourhood groups to organise a local level CLT to deliver affordable housing in the way expected by local people, this would be discussed further in the case study of Roseland Neighbourhood Plan. This trend of increasing engagement of CLTs in neighbourhood planning is still continuing, and spreading around England. In these cases, the functions of local CLTs share a common feature as to emphasis on the existing local social context and cultural identity as a “living, working” village for Bradwell, what’s more, in Cornwall, the local CLTs are empowered in previous and further developments as “qualifying criteria for Affordable Residences should include a connection with adjacent parishes in order to enable mortgage finance” to ensure the delivery of affordable housing to residents in need, as addressed in the explanation of Policy STMNDP 2, St Minver Parishes Neighbourhood Plan adopted in 2017(section 5.3.1, Cornwall Council 2017:32). In the objective of Rame Peninsula Neighbourhood Plan adopted in 2017, CLT is also the organisation to “...create healthy and sustainable communities”(Cornwall Council 2017: 12).

In the later case studies, local CLTs have been organised “to meet the identified needs of East Bergholt and the proportion of the needs of the Hinterland Villages relating to East Bergholt as a Core Village”(EBCLT, 2017). Based on what has been prioritised in the village questionnaire of 2013, the will of the local community has led to the EB2 project which would be introduced in the East Bergholt Neighbourhood Plan now under judicial review(EBCLT, 2017).

East Bergholt NDP: Ensure Local Identity and Local Needs through neighbourhood planning

The East Bergholt Community Land Trust (abbreviated and cited as EBCLT below) has been set up by the Parish Council based on a working group in April 2017 (EBCLT, 2017) to deal with local development, as well as housing and affordable housing delivery, which includes “low-cost housing for younger people” and safe shelter for the elder residents remained in the village as described in Project EB2 of the NDP adopted

⁵ p.11-12

in July 2016. (P.46) Addressed in the NDP, the Project EB2 was aiming to “meet the identified needs of East Bergholt and the proportion of the needs of the Hinterland Villages relating to East Bergholt as a Core Village” through mix-use development. In term of the support and advise team for this NDP, the document also addressed the CLTs as one of the advisors in the introduction section. In this case, it is assumable that the neighbourhood group has gained help from CLTs at a district level or in neighbouring town or parish, which could be probably the Lavenham Community Land Trust (LCLT) established in 2014 under a partnership with the Babergh District Council that also the East Bergholt NDP and supported the set up of East Bergholt CLT.

Interestingly, as it is stated in the introduction of NDP, the Projects are independent from the NDP, while at the same time It has been used by the community to examine the practical effect of neighbourhood planning policies in meeting local demands: “Projects do not form part of the Neighbourhood Development Plan. They are activities identified in the feedback from the community and these will be managed by the Parish Council over the Plan period. When the Plan is approved, the Parish Council will consider a priority list for the Projects. Following this, each Project will be scheduled to be considered by the relevant Standing Committee, where appropriate, if not by the Full Council.”(P. 27) In this case, the set up of a local CLT in Project EB2 is aiming on creating a third-party supervisor to monitor the practical effect of policy implications, and to ensure that local housing development are local-led and local-aimed, instead of being left to market forces. This is also a community-led method to fight against the financial-led land economy in UK that puts more weight on financial benefit of real estate development, rather than solving the existing local housing stress. This case study of East Bergholt Village present a change in the role of local community from the consumer to co-producer of public services and social facilities to improve the efficiency and practical delivery. As it has been pointed out by Parks in a study of consumer’s role in the coproduction of public services, (Parks et al., 1981) the benefits of local neighbourhood coproduction of public services includes, “help to illustrate the efficiency gains that can be made”, have “service distribution implications” and likely to obtain considerably better service outcomes.(p. 1009) Which is also reflected in the demand of local CLT in taking over neighbourhood development, as it was written by the East Bergholt Village, “The Neighbourhood Plan policies were a good start, but we were aware from the outset that if we left things to market forces, policies alone would not build the houses we needed.”

Result on documentary research and the case of Roseland NDP in Cornwall

In this way, The trend of community-focused planning in Roseland, Cornwall has become a generality also supported by the secondary research on other NDPs and CLTs studied above, that local CLTs are used by local communities as a way to engage in local planning activities and co-produce neighbourhood planning policies tailored for local issues, with the role of neighbourhood planning policies transferring from local development instructions to development strategies and political support to local CLTs.

CLTs not only help communities to take part in planning activities, understand the vital of planning to local development, but at the same time ensuring the implementation of policies are as expected with priority on local needs. The leading role in local housing development has turned to local CLTs which are more familiar with local needs and issues, with local authorities acting as the political and technical supporter behind community movements.

Reflection on the future

On the other hand, the result of neighbourhood plans are limited as these community-led neighbourhood housing plans tend to take place in rural villages or traditional market towns where local communities share strong social or regional identities gained from historic or cultural background, especially in the Peak district and Cornwall district. From the Roseland case study chosen for the second stage to see the actual impact on local housing policies, the potential of CLT has become more than been first imagined when starting this research. The local community's ability as a co-producer of public services and facilities such as affordable housing has been underestimated, it has proven itself as an effective solution for housing stress issue result from financialisation of land economy, based on its high flexibility and adaptation thank to its community base as well as independence from commercial developer.

In term of neighbourhood planning areas where there is no CLTs involved in, as Charlie has pointed out, the conflict in economic profit is the main factor affecting the decision-making of town or parish councils, providing that facilitating local development is a high requirement on public expenditure. Besides, the success of community-led movements in these regions are inseparable from the strong local social identity to tight local community together, which increased the difficulty in its promotion and popularisation around England.

Chapter Seven Conclusion

Studies on the overlapping between the practice of neighbourhood planning and CLTs in England are quite limited, which makes this research an attempt of perhaps too wide to be a Master dissertation. Although limited in its length by time and resources and potentially in aspects of its design by the considerations expanded upon in chapter four and five, this study has attempted to provide a brief consideration on the reason and outcome of neighbourhood planning with the involvement of CLT activities since 2014 and 2015, as well as some in-depth study in one neighbourhood case to determine the community and local features of areas suitable for community-led NDPs. This study illustrate a trend in neighbourhood planning in regions of community solidarity, which partially comes from the regional identity gained from its historic and cultural background, lead to a willing to protect local identity, continue the existing lifestyle at the same time of development.

The research questions of this research has changed for quite a few times as a result of

changing understanding of the relationship between neighbourhood planning and CLT activities in local developments. The first few questions are to determine the background and context of Neighbourhood planning and CLTs, however, after comparing the result from literature review and in empirical section, the existing literatures on community-led housing in neighbourhood planning are quite misleading when they are trying to categorise CLT as one way of affordable housing delivery methods other than self-build and custom-build. However, the fact is that as CLT has been pointed out by Jon as a community tool, its functions are changeable according to local needs instead of limited to a kind of housing delivery methods, which is also proved by the secondary research. Besides, the beginning of CLTs could be dated back to community-led planning in 1960s, with the concept of community asset ownership dating back to the 1000(Wyler, 2009). In this way, it has been a tradition of English communities to take part in local developments due to their concern on local living environments, and the case of Roseland NDP proves the valuable and effective of local experience in solving local issues, especially when facing the issue of housing stress result from financialisation of land economy. This also reflect the strong awareness of local communities in their ability of engaging in political and social developments, including but not limited to shaping the local built environment through CLTs activities at the same time of expressing their attitude through public consultation and referendum.

Coming back to the influence of CLT on neighbourhood housing policies, as it is addressed that the issue of housing stress are due to the lack of properties for rent or let at affordable prices, which is a result of marketed land economy as housing are used as properties for investments. In this case, the engagement of CLT will not only publicise land ownership, but also remove the land from market economy, which would ensure the affordability of housing development, a way to cure the housing issues. At the same time, community engagement through CLT in policy-making phrase also ensures that local issues will be the priority of policy implementations, as housing estimations would be made by the local communities.

At the same time, the result of this research is limited with a need to justify its generosity with further research. The conclusion has been made relying on cases of NDP which welcomed and involved local CLT activities, including some radical cases where the CLTs are given full power on deciding local housing developments. The chosen cases share same features such as communities with strong regional identity, weak opposing voices from commercial housing developers, and the majority of involved district and local authorities are very supportive to community-led development, considering that facilitating new housing developments tend to be a task to governmental expenditure, and the cost of land allocation preferred by local communities tend to be higher than that chosen by commercial developers. It is assumable that the local CLTs' willing to take place in planning and strategy-making activities are driven by a kind of place-based passion to improving their living environment, tighten together by a kind of nostalgia which bring the community close to their hometowns. As there are also cases where CLTs work separately from local neighbourhood planning activities, further research is needed to find out if CLTs in other regions of less place-based passions are still influenceable to local housing policies. In other

words, whether these CLTs are willing to become a part of the planning mechanism and changing the current situation of profit-based housing policies, or influencing the local housing policies and other neighbourhood planning policies as a result of place-based passion to protect and continue their existing lifestyle.

The other concern is on the over empowerment of local communities. At current stage, the empowerment on local CLTs in case studies are beneficial to local development as they help to promote local regeneration and developments in a sustainable way that provide more housing to people in need at the same time of protecting local social identities. However, take the case of CLT-involved neighbourhood planning in Cornwall district, more than one cases included context such as limiting free-market housing developments, and to empowering CLTs in screening the list of people eligible for local affordable housing. These empowerment rise the concern of encouraging regional conservatism, which could lead to increasing hostility to outside tourists or even businesses and investors. Would this trend bring positive impact to local development in long term, or even make Cornwall the second Scotland?

Faculty of Technology, Design and Environment - Ethics Review Form E1

- This form should be completed jointly by the **Supervisor and Student** who is undertaking a research/major project which involves human participants.
- It is the **Supervisor** who is responsible for exercising appropriate professional judgement in this review.
- Before completing this form, please refer to the University **Code of Practice for the Ethical Standards for Research involving Human Participants**, available at <http://www.brookes.ac.uk/Research/Research-ethics/> and to any guidelines provided by relevant academic or professional associations.
- Note that the ethics review process needs to fully completed and signed **before fieldwork commences**.

(i) Project Title:

The influence of involving CLTs in Neighbourhood Plan Policies on housing delivery

(ii) Name of Supervisor and School in which located:

Dr Sue Brownil, School of Built Environment

(iii) Name of Student and Student Number:

Zheyu Liu, 18036597



(iv) Brief description of project outlining where human participants will be involved (30-50 words):

I need to interview people involved in both Neighbourhood Planning and Community Land Trusts to find out the positive and negative impacts in practical. The interview results would help me figure out if the expectation outlined in neighbourhood planning policies are achieved in realistic.

		Yes	No
1.	Does the study involve participants who are unable to give informed consent (e.g. children, people with learning disabilities)?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
2.	If the study will involve participants who are unable to give informed consent (e.g. children under the age of 18, people with learning disabilities), will you be unable to obtain permission from their parents or guardians (as appropriate)?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
3.	Will the study require the cooperation of a gatekeeper for initial access to groups or individuals to be recruited (e.g. students, members of a self-help group, employees of a company)?	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Appendix A: E1 Form for Ethnic of Research

4.	Are there any problems with the participants' right to remain anonymous, or to have the information they give not identifiable as theirs?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
5.	Will it be necessary for the participants to take part in the study without their knowledge/consent at the time? (e.g. covert observation of people in non-public places?)	<input type="checkbox"/>	<input checked="" type="checkbox"/>
6.	Will the study involve discussion of or responses to questions the participants might find sensitive? (e.g. own traumatic experiences)	<input type="checkbox"/>	<input checked="" type="checkbox"/>
7.	Are drugs, placebos or other substances (e.g. food substances, vitamins) to be administered to the study participants?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
8.	Will blood or tissue samples be obtained from participants?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
9.	Is pain or more than mild discomfort likely to result from the study?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
10.	Could the study induce psychological stress or anxiety?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
11.	Will the study involve prolonged or repetitive testing of participants?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
12.	Will financial inducements (other than reasonable expenses and compensation for time) be offered to participants?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
13.	Will deception of participants be necessary during the study?	<input type="checkbox"/>	<input checked="" type="checkbox"/>
14.	Will the study involve NHS patients, staff, carers or premises?	<input type="checkbox"/>	<input checked="" type="checkbox"/>

Signed :		Supervisor
Signed :		Student
Date:	5 July	

What to do now:

- If you have answered 'no' to all the above questions:
 - The student must **send** the completed and fully signed E1 form to their **Dissertation Module Leader**.
 - The student must keep a copy of the E1 form which must be bound into their dissertation as an appendix.
 - The supervisor must keep a copy of the E1 form as they are responsible for monitoring compliance during the fieldwork.
- If you have answered 'yes' to **any** of the above questions:
 - The supervisor and student must complete the TDE E2 form available at <http://www.brookes.ac.uk/Research/Research-ethics/Ethics-review-forms/>
 - Note that the information in the E2 must be in **sufficient detail** for the ethical implications to be clearly identified.

- (c) The signed E2 and signed E1 Form must be emailed to Bridget Durning (bdurning@brookes.ac.uk) who is the Faculty Research Ethics Officer (FREO) for review. Please allow **at least two weeks** for this review process.
 - (d) If/when approved the FREO will issue an E3 Ethics Approval Notice.
 - (e) The student must send the E1, E2 and E3 Notice **to the Dissertation Module Leader**.
 - (f) The student must also keep copies which must be bound into their dissertation as an appendix.
 - (g) The supervisor must keep a copy of documentation to monitor compliance during field work.
3. If you answered 'yes' to any of questions 1-13 and 'yes' to question 14, an application must be submitted to the appropriate NHS research ethics committee. This is an onerous and time consuming process so the supervisor should liaise early with the FREO if the student is considering this.

Appendix B: List of Neighbourhood Development Plans researched

Adopted NDP in Cornwall by August 2019

NAME OF NDP	YEAR ADOPTED	IS IT A HOUSING PLAN(PRIORITY IN HOUSING SCHEME)?	CONTAIN CLT IN PLANNING POLICY	HOUSING SCHEME THROUGH CLT OR HOUSING ASSOCIATION	GAIN HELP FROM CLT WHEN MAKING THE PLAN	HOUSING ASSOCIATION	COMMUNITY CONSULTATION IN LAND ALLOCATION
LUXULYAN NDP	2018	N	N	-	N	N	N
LANNER NDP	2019	N	N	-	N	N	N
LANDRAKE WITH ST ERNEY NDP	2014	N	N	-	N	N	N
NORTH HILL NDP	2017	N	N	-	N	N	N
FEOCK NDP	2018	N	N	-	N	N	N
ST MEWAN NDP	2018	N	N	-	N	N	N
ST EVAL NDP	2015	N	N	-	N	N	N
TRURO AND KENWYN NDP	2016	N	N	-	N	N	N
LANDULPH PARISH NDP	2018	Y	N	-	N	N	N
GWINEAR-GWITHIAN NDP	2017	Y	N	-	N	N	N
SOUTH HILL NDP	2018	Y	N	-	N	N	N

Adopted NDP in Cornwall by August 2019

NAME OF NDP	YEAR ADOPTED	IS IT A HOUSING PLAN(PRIORITY IN HOUSING SCHEME)?	CONTAIN CLT IN PLANNING POLICY	HOUSING SCHEME THROUGH CLT OR HOUSING ASSOCIATION	GAIN HELP FROM CLT WHEN MAKING THE PLAN	HOUSING ASSOCIATION	COMMUNITY CONSULTATION IN LAND ALLOCATION
LANREATH PARISH NDP	2018	Y	N	-	N	N	N
CRANNTOCK NDP	2014	Y	N	-	N	N	N
MEVAGISSEY NDP	2018	Y	N	AFFORDABLE HOUSING DELIVERY THROUGH CLT STATED IN VISION	N	N	N
THE ILLOGAN PARISH NDP	2018	Y	N	79	N	Y	N
NEWQUAY NDP	2019	N	N	-	N	N	Y
WITHIEL NDP	2018	N	N	-	N	N	Y
ROCHE PARISH NDP	2014	N	N	-	N	Y	Y
LANLIVERY NDP	2019	N	N	ENCOURAGE	N	Y	Y
ST ERTH NDP	2018	Y	Y	ENCOURAGE SELF-BUILT THROUGH CLT	N	N	N
LOSTWITHIEL N DP	2019	Y	Y	50% AS AFFORDABLE THROUGH CLT	N	N	Y
QUETHIOCK NDP	2015	N	N	-	Y	N	N

Adopted NDP in Cornwall by August 2019

NAME OF NDP	YEAR ADOPTED	IS IT A HOUSING PLAN(PRIORITY IN HOUSING SCHEME)?	CONTAIN CLT IN PLANNING POLICY	HOUSING SCHEME THROUGH CLT OR HOUSING ASSOCIATION	GAIN HELP FROM CLT WHEN MAKING THE PLAN	HOUSING ASSOCIATION	COMMUNITY CONSULTATION IN LAND ALLOCATION
ST IVES AREA NDP	2016	Y	N	-	Y	N	N
RAME PENINSULA NDP	2017	Y	N	Y	Y	N	Y
ST MINVER PARISH NDP	2017	Y	Y	ALL AFFORDABLE HOUSING MUST MEET THE STANDARD SET BY LOCAL COMMUNITY, ENCOURAGE AFFORDABLE HOUSING DEVELOPMENT	Y	N	N
POLPERRO AND LANSALLOS PARISH NDP	2018	Y	Y	AT LEAST 30% AS AFFORDABLE THROUGH CLT	Y	N	Y
HAYLE NDP	2014	Y	Y	SUPPORT COMMUNITY HOUSING SCHEME	Y	N	Y
LISKEARD NDP	2013	Y	Y	INVOLVE CLT AT SITE OF MORE THAN 50 DWELLINGS	Y	N	Y
ROSELAND NDP	2015	Y	Y	CLT AS DELIVERY MECHANISM	Y	N	Y
BUDE-STRATTON NDP	2017	Y	Y	SET UP A CLT FOR DELIVERY OF COMMUNITY LED HOUSING	Y	N	Y

A. Adopted NDP in Cornwall by the end of August 2019(CC, 2019d):

B. CLT involvements in NDP, Cornwall

Housing focused NDP

	NUMBER OF NDP
HOUSING PLAN	18
CLT IN PLANNING POLICY	2
SUPPORTED BY CCLT	3
BOTH	6
CLT EXCLUDED	19
OVERALL	30

Community involvements in NDPs

	NUMBER OF NDP
HOUSING SCHEME THROUGH CLT OR HA	13
HA INVOLVED	3
LAND ALLOCATION CONSULTATED	11
DELIVER MECHANISM UNMENTIONED	17
OVERALL	30

Appendix C: Question Scheme for the interview

Julie Liu

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A request for academic-purposed interview with anyone involved in the set up of CLTs and Nei... [详细信息](#)

收件人: info@cornwallclt.org

Dear Cornwall Community Land Trust Committee

I am a master student doing Spatial Planning MSc in Oxford Brookes University, with my dissertation topic on the influence of Community Land Trusts on local neighbourhood plan policies.

I am writing this email to see if it is possible for me to do a telephone interview with anyone relevant in your organisation. This would be great support for my research, as Cornwall is actively engaging and supporting community-led housing development, which makes your district a perfect study area for my research.

In the interview, I would like to ask you some questions on following topics. besides, it would be even better if you would like to share any specific cases of local Neighbourhood plan worth studying.

1. why did the Cornwall District Council chose to support CLT as the major housing-delivery and local development mechanism?
2. How did the Cornwall CLT engaged in local development, especially in the aspect of local housing delivery.

According to the local neighbourhood planning documents, it seems the political environment of Cornwall is ideal for the operation of CLTs with strong empowerment, as there are neighbourhood planning policies such as "CLT report and housing proposals must be supported"(Policy SD3, Hayle NP). May I ask

1. To what extend have you received such sufficient support from local authorities, and the amount freedom or flexibility are allowed in realistic.
2. To what extent are these CLT-supportive neighbourhood plan policies turned in to local realities instead of paper talks?

As I have noticed that, in some neighbourhood plans, CLT has been mentioned as the organisation supporting the set up of local neighbourhood forum, but not included in the neighbourhood plan contexts.

1. Is there any difficulty you have faced in supporting local developments (including but not restricted to the delivery of housing or community amenities)?
2. What limitations did you observed when providing support to local development, and how did the local authorities response to the idea of involving the support from your organisation as part of the neighbourhood plan policies?

I would be really grateful if you would reply to this email, and looking forward to anything I would hear from you.

Regards,

Julie Liu

Interview questions for Cornwall Community Land Trust

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I would be really grateful if you would reply to this email, and looking forward to anything I would hear from you.

(This request was not replied.)

Julie Liu

2019年7月26日 01:20



回复: NDP & CLT

收件人: Jon Smith Associates Ltd

Hi,Jon

Yesterday we have agreed to have a telephone interview on Wednesday, 31st July, at 11 o'clock in the morning.

Here are the sample questions that I am going to ask during the interview.

Interview questions for Roseland Community Land Trust

1. basic information
 - a. what's your name?
 - b. what's your position in the neighbourhood plan and community land trust?
 - c. how long have you been living in the neighbourhood area?
2. Questions on why did you choose to set up a community land trust besides neighbourhood plan?
 - a. what make you want to set up the neighbourhood plan at first place?
 - b. What inspired you to set up a community land trust?
 - c. Is there any difficulties, issues or anything happened that makes you believe that Community Land Trust would provide a better result?
 - d. Do you think if there are any advantage in use CLTs comparing to relying on property developers for local housing and infrastructure development?
3. how did the community land trust support the neighbourhood planning policies in practical?
4. What do you think is the key to your success in gaining community support and promoting neighbourhood development through community land trust?

Julie

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 - Do you think if there are any advantage in use CLTs comparing to relying on property developers for local housing and infrastructure development?
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Appendix D: Transcript of the semi-structured interview with Jon Smith, previous Chairman of the Roseland Community Land Trust and Roseland Neighbourhood Steering Group

"So my name is John Smith, j-o-n Smith, s-m-i-t-h."

"My position in the Neighbourhood plan for the steering group that produced it? I was the chairman Chairman of the neighbourhood plan."

Um, I was a trustee of the community land trust and always been the plan's chairman."

Q: Both the chairman for the neighbourhood group and also the chairman for the community land trust?

" Yeah, for a period of time".

"I living in the neighborhood area for twelve years",

Q: What made we want to set up The neighbourhood plan?

"First place. We were in a position where Cornwall council had no local plan. So developers and applicants were were running free without regulation. the parishes and local people were not being listened by the planning officers in Cornwall as part of the Cornwall council's local plan."

They wanted every parish to produce a neighbourhood plan. this strategy was to encourage neighbourhood planning every parish to produce one so. And the fact that in Cornwall council I was uh, a member of the Cornwall council cabinet names responsible for localism, um, gave added impetus to do that."

Q: May I say that you are trying a bottom up approach for every parish to use neighbourhood plan to manage the local development?

"Yeah, you know, to what inspired you set up a community land trust? it was already in place."

See, just in the right time-- the community land trust already existed. was called, the Ginnie Tide, a self build project in the Roseland. now that was completed and the community land trust was in the process of winding down. I had a meeting with a check called. Helen Fox, the Cornwall community trust. he was a director of the Cornwall Community Land Trust I was discussing with him how what would be the best way to provide affordable housing for local people? Because we failed to pass the public consultation for the neighbourhood plan .

but there were a lot of people in favour of affordable housing for rent, for local people. And he suggested that I contact with just in rose. So I deed got elected as a trustee and we began to invite it, as it were. Um, I could put in a position where we could campaign providing affordable where else on the Roseland." So so committee land trust actually help you too, or get the neighborhood plan to to be approved. And Jose, IT's more or effective for the local of our housing development. "

Q: My understanding is that you have a local community Land trust is helpful to the neighborhood plan. And how's your, I mean it's more effective.

"But the fact was we fought through writing the neighbourhood plan, but local people will take affordable housing to rent, but they were in favor of free market housing. If I were keen on people building down here to sell so the the the CLT was the obvious way as for for those aims, really."

Q: Ok, may I ask what happens with the free market housing?

I mean why they don't ah, want to use greenfield development for affordable housing. Is that the one? Is that the oh, viability issue?

"That ..that is the view of the community, the majority of people, because down here we are in an area with a very, very outstanding natural beauty, and people don't want their landscape ruined and they don't want most development down here. But by except local people need housing to rent? Especially younger people."

Q: So it's more a result of the land housing allocation and the community land trust can help can make decision on the housing location by yourself. I mean follow the idea of the community. So that's why you using it instead.

"Yeah, I mean I mean the community land trust that can buy land and they can build a building can be be developer they can do anything you want them to do."

Q: Is there any difficulties issue for the whole development, And will community land trust provide better result?

"No, I don't think so. It's been very successful actually It were supported by Cornwall Council and local people. So I don't think we we could really ask for any more the the neighbourhood plan was that um, a true local plan that represented the views of the community, not just a few people."

"And I think that the committee land trust represents those of you against so if if it was a white guy trying to succeed." I see. So both the neighbourhood plan and the CLT as in Cornwall, mean in Roseland ah, community that actually "and I mean I mean that's how the community land trust supported the neighbourhood plan by carrying forward the views of local populations to what they wanted."

Q: Oh, I have one extra extra question on the community land trust. I mean I think about the housing allocation because from the study of other community land trusts, I mean in other places around England, they have the study have read uh, have shown that because of the community, usually prefer the locations will a housing won't affect the local on nature landscape. Sometimes IT's more difficult to develop their housing in the sites as preferred by community land trust.

"Main development is a problem here on the roseland. And because lands are expensive, people want sums of money for it. So it's very expensive for we had to facilitate it ". I see. So so you're still you also meet this difficulty in housing develop. You're development. We have been successful with it since neighbourhood plan has participated. We've got one development, uh, which is provided by the local council hundred percent affordable housing. Which is going through the council of of oh was prepared to release land by yield to us.

So that's for another development. And we all just about ready to conclude negotiations with the landowner to buy his field for house production."

"We're on track eventually to completing thirty five housing unites."

Q: So and that and that housing is provided through the CLT?

" um, if it is not through the community land trust but the Cornwall council."

" So it will be for local people and it will be for rent."

Q: So may I ask how much a proportion of your overall of all the housing provision through

communion and trust?

Um, I mean, how um, I mean in all the affordable housing that have been provided through the neighborhood plan. Um, does the committee launches provides a larger number of it? Or I mean the the proportion

"In realisable, all the development are provided by the community land trust I mean the only other development on the Roseland in these houses being demolished and rebuilt. So I mean that that there is no development on Roseland other than communities land trust owned. that make sense?"

But you said for the housing was provided by the council instead.

Yeah, for affordable housings.

yes, because you just now said of the houses actually provided by the council.

"Yes, for rent. And I was included as a part of the affordable housing that i'm talking about, therefore, a housing development. I mean both randy both were right and fact is that the council development, and the community land trust is the institute ensure that we get that completed."

I see. So it's like it's council and community land trust together provided housing.

"We provided the local support for it."

I see. Thanks.

The last question, what do you think guiding me for watching reasonably be always that we listen to local people demonstrated thirties there for you still being taken kill you for other people.

"So we've proved people that we were listening and delivering them at the same time. that's why we possible. So you can't say your community led organizations is not working for the community."

Got to. Yeah, commitment was led by community.

Soon I can tell that the house are only further local people, by the way. There's also one thing, yes. Ah, I think I have I still have one question. Yeah, because um, i'm I mentioned the case of some other place. I mean you come with a very special one that the council has supported community led movement so much.

Q: Have you think of providing open market housing to support public expenditures necessary for infrastructures and facilities? Affordable housing provided by community land trust may not be able to help your council or your parish get enough of income.

"We don't see any need to provide market housing. IT's good and quite adequate wether already in. what we are short of are affordable housing for rent."

How do you deal with this issue of local infrastructure developments? I mean, if you don't have enough funding from housing, on markets "we have for sure that there's no need for us to provide open market housing."

"IT's all about need. If there was a need for open market housing, uh, we note parishes, parish councils and Cornwall council workers to building it. But because it's an AONB um, and there's no demand. So producing housing it is it's not our priority."

Q: Does the community land has helped to provide any other benefits to local development besides housing? I mean, because I personally, I think that community land trusts can also help to provide them employment.

“Yeah, but it's kind of been basically a community land trust do what we want it to do. So I I mean, what now we're just doing what we feel there's a local need for.”

I see. So the biggest need is housing. That's why the committee like choices, beautiful local housing developments.

Thanks. I think that's all for this interview, okay.

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