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Being a dissertation submitted to the faculty of The Built Environment as part of the requirements for the award of MSc Housing and City Planning at University College London:

I declare that this dissertation is entirely my own work and that ideas, data, and images, as well as direct quotations, drawn from elsewhere are identified and referenced.

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Abstract

The lack of reliable pathways to access public land remains a barrier to the growth of the community-led housing (CLH) sector in England. Through the multi-level perspective (MLP), this dissertation explores the potential of policy innovations supporting land release for CLH development to transition regimes of public land disposal towards social sustainability. Qualitative data was collected to develop an empirical case study of the first policy in England to provide a framework for the systematic disposal of land for CLH projects. The findings suggest that bottom-linked governance between local authorities and CLH intermediaries is crucial to the development and implementation of land disposal policies. In this modality of governance, local authorities may set conditions for the release of public land that include the provision of affordable housing and the fulfilment of social value criteria. In this case study, these conditions have produced intra-niche debates regarding alternative housing tenures and the application of social value frameworks to CLH projects. The paper concludes with recommendations for the design of local CLH land disposal policies and legislative changes to the national regime of public land disposal.

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1. Introduction

The English community-led housing (CLH) sector has evolved as a collection of alternative housing models within an increasingly commodified housing system. CLH groups have proliferated over the last decade as people seek to create housing that reflects their own needs and values – above all, to live in community with others in homes they can afford. Scholars have examined the rise of CLH in England through the lens of social sustainability, examining its ability to promote equity, community, and wellbeing both within individual schemes and the wider housing system (Hudson et al., 2021, Wang et al., 2021, Lang, 2019, Bronzini, 2017). As a niche operating within a system dominated by large speculative housebuilders, the sector relies on alternative modes of land acquisition, funding, and development (Archer and Cole, 2016, Field 2020). With little ability to compete with developers for private land on the open market, CLH groups usually rely on local authorities to access land (Fernandez Arrigoitia and Scanlon, 2017, Stevens, 2017). While the release of public land has enabled the sector to expand over the last decade, these transfers have been individually negotiated rather than embedded in policy. The lack of reliable pathways to access public land remains a barrier to the further growth of the sector (Archer and Harrington, 2021).

The regime of public land disposal in England is comprised of formal rules and historical conditions that predispose public landowners to sell land to the highest bidder. Under Section 123 of the Local Government Act 1972, local authorities are required to sell their land for the ‘best consideration reasonably obtainable’. Although the General Consent Order 2003 permits councils to dispose of land below market value to support social, economic, and environmental wellbeing, most councils have continued to sell their land at market value as a general rule (Hill, 2022). This regime dates to the early 1980s, when central governments began to pressure local authorities and other public bodies to sell land considered surplus to their operating requirements (Christophers, 2018). Despite the 2003 legislation and 2004 reforms to embed sustainable development as the primary purpose of the planning system, these imperatives have been strengthened since the financial crisis in the context of austerity and housebuilding targets. Although some local authorities have started to challenge this regime by releasing land below market value to CLH projects, these transfers are the exception to the rule in a regime of public land disposal designed to release land at market value.

Constructing an equitable, democratic, and inclusive housing system in which housing is provided ‘by and for all’ would require land – especially public land – to be treated as a public good rather than a private commodity (Paidakaki and Lang, 2021, p. 2). The ultimate owners of public land – the public, represented by the state – would have democratic control over its use. Public land would be protected from market forces and used by public or community bodies to meet social needs. While the

CLH sector is embedded within a marketised housing system and is therefore “liable to be reintegrated into the logic of commodification” (Madden and Marcuse, 2016, p. 211), lose meaningful community control, or become the preserve of affluent households (DeFilippis, Stromberg, and Williams, 2017), collaborative housing models have great potential to promote equity, democracy, and social cohesion within that system. Making public land available for CLH development therefore represents a step towards social sustainability as ‘part of a broader participation process towards societal transformation’ in which public land would be managed in the public interest (Paidakaki and Lang, 2021, p. 2).

Bristol City Council is the first local authority in England to introduce a policy facilitating the systematic release of land for CLH development (Appendix A). The policy was developed in collaboration with the local CLH sector and this relationship has been sustained to provide support to groups bidding for land through the policy. Since its creation in 2020, the policy has enabled the transfer of a dozen small brownfield sites to CLH groups in two tranches of disposals. The council has also allocated significant quantities of land to its own development company, in line with a growing trend of local authorities reusing their own land to build social housing (Morphet and Clifford, 2021). Bristol City Council’s approach to managing its land represents a significant departure from the regime of public land disposal. However, the council has at the same time continued to sell assets to private developers in order to fund public services due to ongoing austerity pressures that require local authorities to treat land as a source of operating revenue.

This dissertation seeks to establish how alternative approaches to public land disposal might advance social sustainability. To address the central question of how public land can be sustainably managed, the research investigates the collaborative development and implementation of the Bristol policy and examines to what extent the policy promotes social sustainability. The multi-level perspective (MLP) is applied to this analysis to conceptualise the policy as a transition towards social sustainability in the management of public land in Bristol. The research explores this central question: How can alternative approaches to public land disposal advance social sustainability? This is addressed through an empirical analysis of the Bristol CLH land disposal policy that evaluates the following questions:

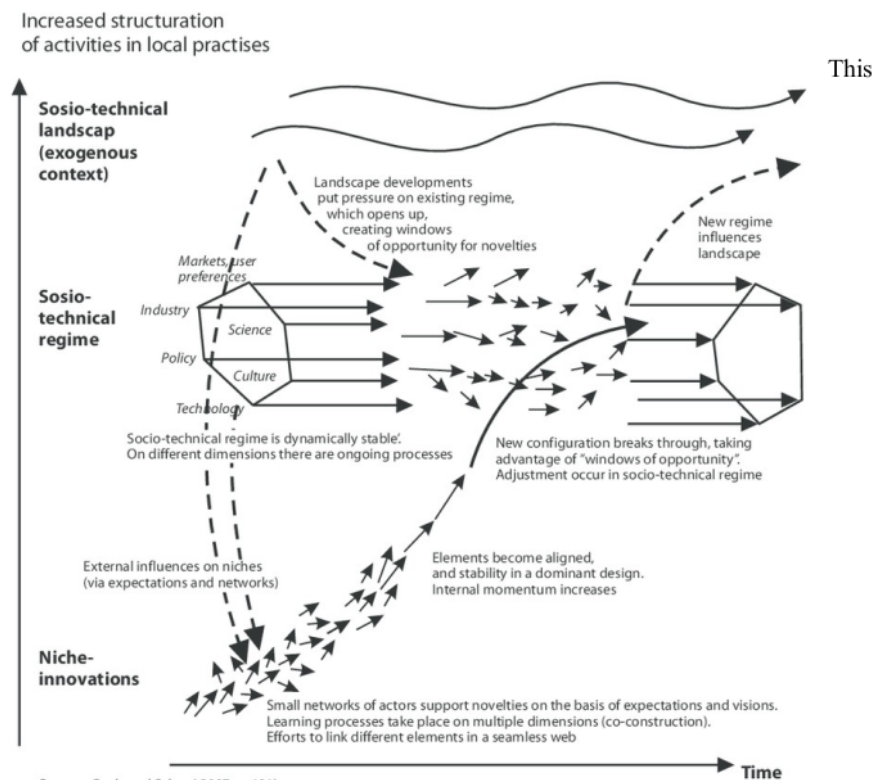
1. How did social innovators and local authority actors collaborate to operationalise the policy?
2. To what extent has the implementation of the policy aligned with their objectives?

Through the lens of the MLP, this paper examines the relationships between the contemporary regime of public land disposal, commodification in the housing system, and the emergence of CLH as a niche. It establishes a programme of research operationalised through a qualitative case study that explores the development and implementation of the Bristol policy and its implications with respect to sustainability transitions in public land disposal.

2. Literature review

2.1 Introducing the multi-level perspective

Figure 1 – The multi-level perspective (Geels and Schot 2007, p. 401)



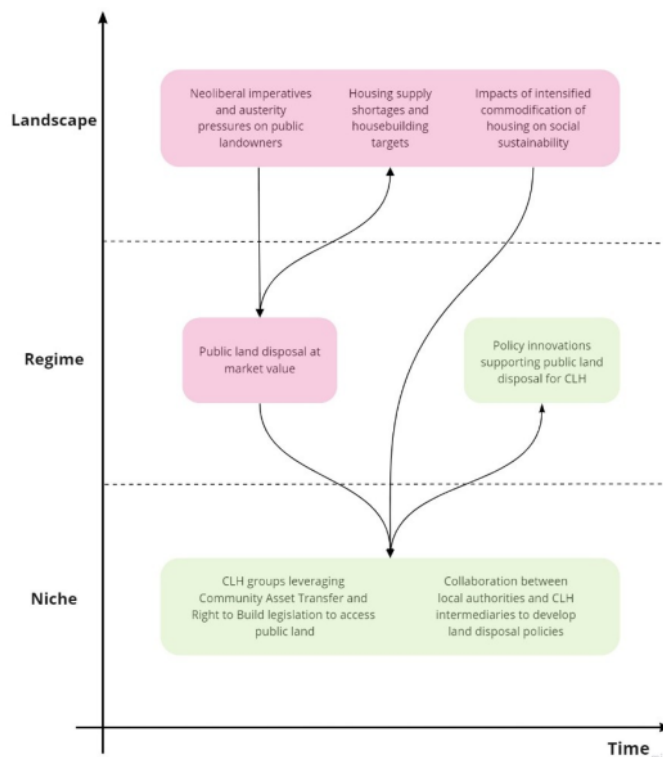
Source: Geels and Schot (2007, p. 401)

dissertation uses the multi-level perspective to investigate a policy innovation that enables CLH projects to access public land below market value. The MLP is a framework used in the sustainability literature to analyse the organisation and transformation of socio-technical systems at three levels: the niche, regime, and landscape. The MLP framework advanced by Geels (2011) conceptualises these levels as 'nested systems' where multilevel interactions create opportunities to transition regimes towards sustainability. Regimes can be destabilised by pressure from the niche, where social innovators challenge established practices, and the landscape, where broader political, social, and economic change occurs. This chapter investigates the construction of the contemporary regime of public land disposal in England, which encompasses the formal rules governing public land disposal, neoliberal imperatives to enclose public land, and emerging changes in how local authorities manage their landholdings. This is followed by an analysis of how the effects of intensified commodification in the landscape and policy innovations mobilised in the niche might challenge this regime.

This diagram presents a hypothesis of how developments at the landscape level and coordination within the niche drove the development of the Bristol policy and might propel broader change in the regime. This hypothesis proposes that the mutually reinforcing relationship between the landscape and regime has produced an unsustainable housing system that has galvanised efforts in the niche to develop alternative modalities of housing. As momentum in the niche has accelerated over the last decade, some local authorities have started to support CLH organisations by releasing land for schemes. In Bristol, the city council and CLH

organisations have collaborated to develop and implement a policy that provides reliable access to land. This research investigates the formation of bottom-linked governance arrangements between CLH and council actors to operationalise the policy and explores debates that have arisen within the niche during the process of policy implementation.

Figure 2 – The multi-level perspective on public land disposal



2.2 The regime of public land disposal

The regime comprises the imperatives imposed by central government on local governments to dispose of land at market value and the ways in which local governments have negotiated and operationalised these imperatives. This analysis explores the influential work of Christophers (2018, 2017) on the neoliberal enclosure of public land in the UK, the impacts of the contemporary regime of public land disposal, and emerging changes in the regime that have created opportunities for transition.

The current regime of public land disposal coalesced in the early 1980s as part of Margaret Thatcher's broader project of neoliberal privatisation (Christophers, 2018). Weaponising discourses of government inefficiency, the Thatcher government launched a legislative and political programme to compel local governments and other public bodies to transfer surplus land to private entities. In 1980, the

government passed the Housing Act and Local Government Planning and Land Act, enabling council tenants to purchase their homes and requiring councils to maintain records of surplus landholdings that central government could force public bodies to sell (Christophers, 2017). This legislation built upon the ‘best consideration’ requirement introduced in Local Government Act 1972, which required public landowners to sell land at market value. Governments buttressed these legislative imperatives over the last 40 years by exerting political pressure on public landowners to maximise disposal receipts. Since the early 1980s, an estimated £400 billion worth of public land has been privatised and the share of public land has dropped from 19% to 6% of all land in England and Wales (Christophers, 2018).

Following the financial crisis, this project has been supported by the imposition of prolonged financial austerity on local authorities that has incentivised the sale of council landholdings to fund public services and increase housing supply. Since 2011, the Coalition and Conservative governments have introduced new programmes to release land owned by government departments, such as the Ministry of Defence and the Department for Transport, to meet housebuilding targets. Local authorities were not included in these programmes but were nevertheless encouraged to bring forward land for speculative housing development as ‘housing delivery enablers’ (Elphicke and House, 2015). At the same time, however, the Coalition government as part of its localist agenda started promoting community asset transfer (CAT). CAT is a process that uses a 2003 amendment to the rules governing public land disposal allowing the transfer of assets at less than market value – as long as the discount is less than £2 million – to promote social, economic, or environmental wellbeing (HC Deb 26 April 2007, c1317w; in Christophers, 2017). CAT enabled councils to transfer land to CLH groups, although it has primarily been used to transfer public facilities to the voluntary sector (Briggs, 2019). Since 2015, Right to Build legislation has required local authorities to maintain registers of individuals and organisations who wish to build their own homes. However, this policy is widely perceived by self-builders and CLH organisations as ineffective many local authorities have moved to limit entry onto registers (Sadler and Shahab, 2021). These mechanisms gave CLH organisations some means to access public land but did not remove the imperatives on local authorities to continue to dispose of land at market value, both to fund public services under austerity and to increase housing supply (Dunning, Moore, and Watkins, 2021).

A recent revival of council-led housebuilding on public land represents a more significant shift in the regime and indicates a nascent consensus on the need to reuse public land to meet local housing needs. Certain local authorities have responded to housing market dysfunction at the landscape level by creating housing companies to redevelop their own landholdings (Morphet and Clifford, 2021). Unlike in the golden age of council housebuilding, these redevelopment projects typically include a combination of social and market housing and, problematically, often replace existing social housing with mixed-tenure developments (Beswick and Penny, 2018). Bristol City Council has created a housing company, Goram

Homes, to deliver housing that is roughly 50% for market sale and 50% affordable. Goram Homes purchases land from the council at market value and will pay an estimated £67 million to the council between 2021 and 2027 (Goram Homes, 2022). Although Bristol City Council could deliver more social housing by making its own land available at less than market value, this approach represents a compromise between reviving council housebuilding on public land and a regime of public land disposal that requires local authorities to treat capital receipts from land as an important source of revenue.

2.3 Commodification in the landscape

The landscape represents the social, political, and economic forces that have shaped the regime and catalysed the emergence of an organised niche. This level includes conditions that are slow to change as well as sudden shocks and long-term stresses. The landscape can be influenced by the regime, including changes in the regime catalysed by niche innovations (Geels, 2011).

The regime of public land disposal has played a crucial role in mediating the commodification of land and housing at the landscape level; in turn, the neoliberal logic that drove this shift at the landscape level underpinned the construction of the regime. Polanyi (2001 [1944]) theorised land as a ‘fictitious commodity’ that, if controlled entirely by market forces, ‘would result in the demolition of society’ (p. 76). The assetisation of public and private land has been central to the project of neoliberal financialisation, which seeks to ‘create exchange-values from things that otherwise would not be saleable’ (Ward and Swyngedouw, 2018). Policies privatising public land and housing, channeling finance into housing, and enabling landowners to extract unearned land rents have transformed land and property into the UK’s preferred asset class, accounting for nearly 90% of the country’s net worth (Christophers, 2018). The transition to a rentierist regime of accumulation has driven private housing prices and rents to unsustainable heights and severely depleted the supply of social housing, intensifying inequality and segregation (Gallent, 2019, Ryan-Collins, Lloyd, and Macfarlane, 2017). Making land such a productive locus of accumulation has stimulated flows of investment to close urban rent gaps, often necessitating the enclosure of public land and the dispossession of existing communities (Ward and Swyngedouw, 2018, Harvey, 2003).

Because the cost of land represents such a high proportion of development costs in the UK, developers reduce the size and quality of new housing to maintain profitability. The design of new housing is often standardised to reduce cost and risk (Gallent, 2019). A design audit of housing development in England (Carmona et al., 2020) found that three quarters of new housing development can be considered mediocre to poor. Community spaces, such as streets, gardens, and play areas, are rarely designed to encourage social interaction. Schemes in high value areas – especially urban areas – generally achieved better design outcomes, but some schemes where development values were high

enough compared to land values to support more investment in design and construction still delivered mediocre or poor results. In fact, the report found that “profitability does not seem to be a major factor determining the delivery of new design quality in new residential areas” (ibid, p. 76). It has been suggested that land commodification, beyond exerting downward pressure on development costs, makes developer profits largely dependent on speculative gains in land value rather than on housing quality (Arbaci, 2019, Gallent, 2019, Christophers, 2017, Archer and Cole, 2016).

These dynamics have precipitated the rise of CLH while limiting its capacity for expansion. Under all models of CLH, people are able to create homes and communities to meet their own needs. Projects developed in collective ownership counter intensified commodification in the landscape, providing homes protected from the speculative market and preventing displacement in gentrifying areas (Peredo and McLean, 2020). Schemes that are “physically and socially designed to encourage interaction, neighbourly social contact and mutual support in everyday life” provide an alternative to the atomised design of mainstream housing developments (Hudson et al., 2021, p. 3.). The expansion of the niche is, of course, limited by the landscape and regime. A system in which the use value of both public and private land is subordinated to its exchange value is not designed to provide land for non-market uses. However, the intensifying effects of commodification in the landscape have opened up windows of opportunity in the regime as local authorities become increasingly willing to reuse their own land or dispose of land to meet the need for social housing.

2.4 Policy innovations in the niche

In this analysis, the niche is conceptualised as networks of institutional actors and social innovators who have developed policy innovations to facilitate the release of public land for community-led housing (Avelino et al., 2016). This dissertation explores the development of England’s first dedicated CLH public land disposal policy, which was operationalised through a partnership between Bristol’s CLH sector and its allies within the city council.

All CLH models are organised around democratic participation in the development process. A local community or group of people with shared values often initiates and manages the development process and may build the homes themselves. According to the definition of CLH agreed within the sector, however, schemes may be initiated by councils, housing associations, or developers, as long as meaningful community engagement occurs throughout the process and the homes built are owned, managed, or stewarded by a community group in a manner of their choosing. Benefits to the community must be clearly defined and legally protected in perpetuity, typically through an ‘asset lock’ that requires the group to either retain the homes in community ownership, transfer them to another asset-locked organisation, or retain the value of any profits made from the homes within the organisation.

There is theoretical support for the capacity of CLH models that remove land from the speculative market to advance spatial justice, a concept developed from Lefebvre's (1968, 1996) concept of the right to the city, which conceptualises space as a commons that citizens should be able collectively remake. Based on an understanding of spatial justice that encompasses equity, diversity, and democracy, Fainstein (2012) asserts that shrinking or eliminating the land market is a prerequisite to spatial justice and contends that non-profit organisations could be more resilient in maintaining a decommodified supply of land and housing than public landowners, which are vulnerable to political swings towards privatisation. Christophers (2018) posits that resisting neoliberal land privatisation in England could entail retaining public land under a decommodified form of public landownership as well as redistributing public land to CLTs. Countering the commodification of land and housing in the landscape would require cultivating a stock of housing – both through new construction and acquisition of existing property – under the ownership of CLTs, co-operatives, and local governments.

There is also a growing body of literature that investigates the relationship between CLH and key pillars of social sustainability including equity, democracy, inclusion, networking, placemaking, and wellbeing. CLH projects that incorporate shared spaces and activities have been found to create a sense of place, foster social capital, and improve wellbeing (Shirazi and Keivani, 2017, Wang et al., 2020, Hudson et al., 2021). However, the skills, resources, time – and, in some cases, cultural capital and personal wealth – required to initiate CLH projects often results in communities that are relatively affluent and mostly white (Arbell, 2021). There is, however, variation within and between different CLH models: cohousing schemes developed for private ownership, which are often funded by members selling existing homes, tend to be more homogeneously white and middle class than CLTs developed to prevent displacement in gentrifying areas (ibid., Bunce, 2015). Lang (2019) proposes that public authorities might help promote social inclusion in CLH projects by providing land and financial support on the condition that projects guard against land speculation, incorporate diverse socioeconomic groups, and provide social and physical infrastructure to develop social capital internally and with their surrounding communities.

Changes in the landscape have catalysed opportunities to adapt the regime of public land disposal to facilitate more reliable access to land for CLH projects. Within the niche, local enabling hubs and national organisations developed over the last decade have advocated for public land release for CLH (Bates, 2022, Lang, Chatterton, and Mullins, 2020). In addition to numerous ad hoc CAT agreements between local authorities and CLH organisations, a number of local authorities have developed formal policies to enable the systematic release of public land for CLH: the Bristol City Council policy, the Greater London Authority's Small Sites Small Builders programme, and, most recently, a Community Asset Transfer policy adopted by Liverpool City Council in June 2022. Some local authorities have also

facilitated the use of private land through planning obligations or policies allowing affordable, low-impact CLH projects to appropriate rural land where other housing development is not permitted (Community Led Homes, 2020).

This dissertation explores a policy innovation facilitating the release of public land for CLH development developed by Bristol City Council and the city's CLH sector, which has its roots in a history of housing activism and innovation in Bristol. The sector has grown as a grassroots movement in response to steep rises in rents and house prices as well as an undersupply of social housing (HUB1, HUB2). Using a theoretical framework Paidakaki and Lang (2021) developed to analyse the social sustainability of the Viennese housing system, I hypothesise that a heterogeneous niche of CLH and council actors in Bristol have developed bottom-linked governance arrangements to adapt the local regime of public land disposal towards social sustainability. Bottom-linked governance is a concept used in the sustainability literature to describe a modality of governance in which institutional actors develop relationships with social innovators to co-produce public policy. In this paradigm, social innovators develop endogenous institutional capital through internal relationships that allow them to form intermediary organisations capable of partnering with institutional actors.

Accelerating momentum in the niche has begun to reach central government. In April 2022, a group of surveyors working with the RTPI, TCPA, National CLT Network and other organisations submitted a paper to the House of Lords Land Use in England inquiry calling to replace best consideration rules with a new statutory duty requiring local authorities and Homes England to “secure the optimal uses of their land through stewardship, development or disposal to others to contribute to the objectives of the UN 2030 Sustainable Development Goals, the NPPF, Local and Neighbourhood Plans, and any other relevant government policy” (Hill, 2022). In a July 2022 seminar, the Department for Levelling Up, Housing and Communities invited Bristol City Council officers to discuss CLH land disposal policy with more than 300 local authority planners. As the regime becomes increasingly receptive to niche innovations, transitions towards sustainability could be realised at the local and/or national levels.

3. Methodology

This dissertation is concerned with how public land can be managed in a way that promotes social sustainability by providing opportunities for CLH development. Bristol City Council was the first local authority in England to introduce a policy enabling the regular release of public land specifically for CLH schemes. As such, it can be used as a case study of how communities in England might adapt their regimes of public land management to support the CLH sector. A case study methodology was considered appropriate because this research endeavours to “illuminate a decision or set of decisions: why they were taken, how they were implemented, and with what result” (Schramm, in Yin, 2018, p. 14). This research investigates how the policy was developed and to what extent the ‘result’ supports the objectives of the actors involved. Addressing these questions required the identification of ‘propositions’ that might explain how the policy was operationalised and why it is significant theoretically (ibid.). The research design started from the proposition that providing land for CLH development advances social sustainability within the English housing system. This meant the MLP, a theoretical framework from the sustainability transitions literature, could be applied to assess the policy as a niche innovation within a regime of public and disposal.

From this starting point, a programme of research was designed to execute an empirical investigation of the process of policy development and implementation. The data would be analysed through the MLP to address the research questions and test the hypothesis of niche innovations in public land disposal discussed in the literature review. Consideration was given to relevant critiques of the MLP, including the tendency for homogenous categorisation of actors at the niche and regime and the need for dynamic analysis of the landscape (Avelino et al., 2016). The hypothesis guiding the research conceptualised the niche as encompassing both grassroots and institutional actors with overlapping and at times contradictory values and objectives. The landscape and regime are constructed from an analysis of neoliberal commodification as a historical process.

Semi-structured interviews with key actors involved in the development and/or implementation of the policy were undertaken between May and August 2022, during the second tranche of land disposals. Interviewees were identified through purposive sampling and snowballing. The identification of interviewees started with a February 2022 meeting with a member of the local enabling hub CLH West who was able to identify several members of the hub who had been involved in the development of the policy. Interviews with these CLH West members confirmed that the former Bristol City Council cabinet member for housing had steered the policy to adoption. This former cabinet member identified the council officer overseeing the 2022 tranche of disposals, who released a list of CLH groups who had bid for land that year.

Of the six CLH groups bidding for land who were contacted, two housing co-operatives were interviewed and four groups did not respond, including two community anchor organisations developing CLT projects. As such, the part of the research exploring the policy's implementation from the perspective of CLH groups was limited to the views of co-operatives. However, the three members of CLH West who were available to interview were involved in community anchor organisations and CLT schemes were able to discuss the policy from that perspective. Additionally, a representative from the National CLT Network was interviewed about the national regime of public land disposal for CLH, the significance of the Bristol policy to the CLT movement, and policy innovations in other local authorities. The research sought to incorporate input from actors representing multiple models of CLH within the constraints discussed above in accordance with a hermeneutic paradigm of qualitative research methodology (Brinkman and Kvale, 2015).

The interviews were semi-structured around interview guides sent to participants ahead of interviews which included information about the research focus and a list of questions tailored to each participant based on their role. Interview questions were designed to address how each interviewee participated in those processes alongside other actors, the extent to which the execution of the policy aligned with their objectives, and the implications of the policy for the CLH sector in Bristol and nationally. The semi-structured nature of the interviews allowed for follow-up questions to explore themes introduced by participants. Transcriptions were written during each interview and audio transcripts were recorded and reviewed. Primary data collection was supplemented with secondary data collection from local policy documents, newspaper articles, and blogs.

Table 1 – Interview subjects

Interview subject	Code
CLH West members	HUB1, HUB2, HUB3
Former BCC cabinet member for housing	BCC1
BCC officers managing second tranche of CLH land disposals	BCC2, BCC3
Members of housing co-operatives bidding under second tranche of land disposals	COOP1, COOP2
National CLT Network senior representative	CLT1

An interpretative qualitative analysis of primary and secondary data was undertaken through a technique of open coding. Interviews conducted with Bristol City Council and CLH West actors were used to construct a narrative of the process of policy development and test the hypothesis that these actors had been able to mobilise a niche policy innovation through bottom-linked governance. To address the

second research question, interviews were coded to identify repeated themes raised by interviewees regarding the execution of the policy and reveal key tensions within the niche. These insights inform a critical discussion of transitions towards social sustainability in the management of public land.

3.1 Ethical considerations

This research was conducted in compliance with UCL's guidance on research ethics and risks. Ethical clearance and risk assessment was granted by the research supervisor prior to data collection. Substantive information on the scope of the research was provided so interviewees could give informed consent to participate (Appendix C). Interviewees have been identified only by their roles in relation to the development and implementation of the policy.

4. Findings

4.1 Advancing niche innovations through bottom-linked governance

This chapter examines how social innovators and institutional actors in Bristol worked collaboratively to develop a policy innovation challenging the city's regime of public land disposal. It narrates the formation of a bottom-linked governance arrangement between CLH West, an intermediary organisation that provides professional support to CLH projects in the West of England region, and Bristol City Council to develop and implement a policy allocating council-owned land to CLH groups. The limitations of this modality of governance and debates that have arisen within this heterogeneous niche are discussed in the following chapter.

Although Bristol has a long history of progressive activism, organising, and governance in housing, the contemporary movement of community-led housing in Bristol is considered to have begun with the Ashley Vale scheme, a group self-build development completed in the early 2000s (HUB1, HUB2). By 2008, Bristol City Council had begun exploring the feasibility of creating a citywide CLT. Attempts to engage the public failed to draw significant interest until local housing activists learned of the idea and organised an event in 2011 to launch the CLT with 150 members (HUB2). A management board was formed, comprising housing activists and professionals, local politicians, a housing association, and future CLT residents. To support the CLT's first housing scheme, the council extended a loan to fund a part-time development officer, sold a piece of land to the CLT for £1, and provided £300,000 in grant funding. The land disposal was justified by the social, economic, and environmental value of the scheme in accordance with 2003 legislation that carved out exceptions to 'best value' rules governing the sale of public land (NaCSBA, n.d.).

2016 marked the completion of the first CLT project and the formation of the steering group that would become CLH West. More than a hundred CLH homes had been completed in Bristol over the decade prior and local interest in CLH was growing (HUB2). The council had agreed to release land below market value to the CLT project and two other schemes led by community development trusts (HUB1). A new mayor was elected on a platform to address the city's housing shortage, which included building social and market housing on council-owned land. The new cabinet member for housing was enthusiastic about the potential of CLH to help meet housing needs through community control and investment (BCC1). The central government's first 'Community Housing Fund' was also established in 2016, providing £60 million annually to support CLH projects.

Despite this growing recognition of CLH at the local and national level, the cabinet member for housing recalled that many council members and planning officers saw CLH as a drain on council

resources that was not capable of making a significant contribution to housing delivery and were resistant to releasing land below market value because of the loss of revenue to fund council services:

“In the run up to the 2016 election, I met with people involved in CLH in Bristol who felt they were being blocked by the previous mayor and officers who weren't really interested in CLH. That was my experience after getting elected in 2016. The prevailing view within the council was that it couldn't be scaled up and was too messy ... I remember the director of planning saying to me that CLH was a waste of time and effort to be involved with for the council because it took too long to actually deliver and didn't produce numbers that would help get us to 2,000 homes a year” (BCC1).

Throughout 2016 and 2017, the steering group held several events and workshops, inviting councillors, officers, activists, SMEs, housing associations, developers, and funders to discuss how to support the sector to make a greater contribution to addressing 'urgent housing needs' in Bristol (HUB2). A 2017 survey of new and existing CLH groups in the city conducted by the steering group confirmed access to finance and land as key barriers to the growth of the sector, and the cabinet member for housing invited the steering group to draft a position paper recommending policy to address these barriers. The authors of the paper – HUB2 and one other former member – argued that the council could most effectively support CLH by releasing land for schemes below market value and insisted on the need to develop a supply of decommodified land in community stewardship:

“Of all the ways that the council could promote the growth of the CLH sector and its ability to make a significant contribution towards the city's affordable homes targets, support for CLH groups to acquire development land is the most important, urgent and the most contentious. On the one hand, as the council's land portfolio represents a major portion of its asset base ... the council is under a legal duty to steward and administer this public wealth prudently. On the other hand, the rising price of land is a major factor that prevents the development of affordable housing being entirely fundable by debt repaid from rental income from completed homes” (CLH West, 2017).

The position paper recommended that the council make small sites available to the CLH sector through an 'options' process that would allow organisations time to plan schemes and secure funding before acquiring the land. The paper suggested that the land disposal policy be designed to factor in social value, including the value of CLTs and other asset locked models in delivering affordable housing in

perpetuity. It also recommended that the council allocate land for CLH on larger sites, engage in joint ventures with CLH groups, and transfer existing council stock to CLH groups. Other recommendations included using planning policy and council financial instruments to support CLH, incentivising housing associations and private developers to work with the sector, raising awareness of CLH locally, and campaigning for policy and funding at the national level.

The proposed CLH land disposal policy aligned with a commitment made by the cabinet member for housing to avoid selling council land suitable for housing to private developers (BCC1). In considering each council-owned site suitable for housing, the council would first consider if it could be developed by its own developer, Goram Homes. If Goram Homes was not interested in the site, the council would evaluate its suitability for development by a housing association or CLH organisation. Only once those options had been exhausted would the council consider selling the site to a private developer. (However, the council did sell three major sites to private housing developers in 2017 and 2018, indicating that this approach – initially called the ‘Land Filter’ and later the ‘Land Hopper’ – may not have constituted a comprehensive system of asset management (Cantwell-Corn, 2019).)

The council developed a land disposal policy that incorporated parts of the steering group’s proposal, although some CLH actors felt that consultation with the sector lapsed during the council’s internal process of policy development (HUB3). The policy was adopted in February 2020 and the first round of site disposals was conducted in May 2020. CLH groups, including community land trusts, cohousing groups, and registered providers working in partnership with CLH groups, could bid for 11 small brownfield sites, and if successful were able to secure up to £180,000 in grant funding from the council to develop their schemes (BCC2). To comply with the 2000 Local Government Act and 2003 General Consent Regulations on releasing public land at undervalue for social, economic, and environmental benefit, the policy was designed to assess applicants according to five equally weighted criteria. The transfer of land on a long leasehold basis is conditional on groups securing planning permission and meeting delivery milestones set out in the policy.

Table 2 – Bristol City Council CLH Land Disposal Policy bid criteria

Topic	Criteria
Housing proposal	<ul style="list-style-type: none"> • Compliance with Bristol Local Plan and supporting policy guidance on housing location, tenure mix, affordability, type, design, and specification • Zero carbon housing accreditation from Passivhaus, Bio Regional One Planet or equivalent • Incorporation of Modern Methods of Construction
Deliverability	<ul style="list-style-type: none"> • Ability to start construction within the next three years and complete construction within a further two years
Community benefits	<ul style="list-style-type: none"> • Number of social rent, affordable rent, or shared equity homes to be transferred to the CLH group • Retained equity secured by the CLH group • Future revenue stream of the CLH group • Number of self- or custom-build homes or plots proposed
Social value	<ul style="list-style-type: none"> • Compliance with BCC Social Value Policy as evidenced by the Social Value Toolkit
Financial offer	<ul style="list-style-type: none"> • How the scheme will be funded and the level of public grant required • How the asset will be sustained in the long term

Of the 11 sites offered up in the first tranche of disposals, six were bid on by four CLH groups. Two bidders were housing co-operatives developing affordable homes for their members. The other two bidders were established community anchor organisations, reflecting the council’s objective of promoting ‘asset-based community development’ whereby existing development trusts and other community organisations would expand their range of services to include housing:

“It seemed to me that if community organisations could develop housing, that would mean housing was locally controlled and developed for local people, but also that these charities would have regular flows of rental income which they could spend on community services or use to back further investment in housing” (BCC1).

In the second tranche of disposals, organisations bid for six sites in a process that included a new expression of interest (EOI) phase prior to the formal bidding process. The council introduced the EOI phase in response to concerns raised by applicants around the competitiveness of the bidding process. Groups that participated in the first round of disposals felt that it was unfair to volunteer significant time and money to develop a full bid for a site, only to potentially lose out to another group (HUB2). This also allowed the council to establish whether groups already had existing connections to sites. For example, one organisation that provides services to Bristol’s Somali community had historically used a site in the Barton Hill neighbourhood and submitted an EOI to build a community centre and housing on the land (BCC2). Although the council is no longer able to provide the level of grant funding for delivery that was

available to the first round of applicants, it was able to secure funding from the Local Government Association to appoint architecture practices to work with applicants during the EOI phase to develop formal bids. With funding support from the council, CLH West has provided assistance to groups throughout the second tranche of disposals in developing schemes and bid applications. Council actors have noted that the hub has acted as a vital mediator between the council and CLH sector (BCC2).

Adapting the local regime of public land disposal to support CLH required a commitment by social innovators and institutional actors to an ongoing process of bottom-linked governance encompassing policy development and implementation. The collaborative development of Bristol CLT – in which housing activists cultivated grassroots organisation and the council provided material support, including land – provided a precedent for this process of policy development. As the CLT completed its first housing scheme, new institutional actors challenged the council’s overall approach to land management by promoting disposals for Goram Homes and CLH schemes over speculative housing development. Concurrently, social innovators in the CLH sector developed institutional capital by building a regional hub for CLH and holding workshops with grassroots and institutional stakeholders to identify ways to support the sector. As a result of these efforts, receptive actors within the council initiated a process of bottom-linked governance by inviting social innovators to develop policy recommendations supporting land release for CLH projects. The council and CLH West have continued to sustain this bottom-linked governance arrangement by providing mutual support to CLH groups bidding for land.

This process illustrates how the collaborative work of councils and intermediary organisations can adapt local regimes of public land disposal to support the growth of the CLH sector. However, as Lang, Chatterton, and Mullins (2019) point out in their paper on the role of intermediary organisations in niche-building, “the CLH niche is far from being a homogeneous network” with significant “diversity in terms of goals, values, ideologies and networking strategies”. There are variations in opinion within and between CLH organisations and local authorities on the role CLH should play in local housing strategies and how public land should be used to support the sector. The following chapter explores the debates that have emerged during the land disposals process in Bristol.

4.2 Intra-niche debates in public land disposal for CLH

4.2.1 Affordable housing

The process of policy implementation has produced debates within the niche regarding whether the provision of public land for CLH should be conditional on the provision of social housing. Should projects prioritise providing affordable housing in perpetuity for those most in need? Or is it also appropriate for public land to be used to house people in the ‘squeezed middle’ who wish to live in intentional communities? The council and CLT movement conceptualise CLH within a broader programme of social housing to provide homes for the 18,000 households on the housing waiting list in Bristol – about half of whom are considered to be in urgent need (Seabrook, 2022). Members of housing co-operatives who cannot afford to buy homes but would not be prioritised for social housing argue that developing their own housing outside the speculative market allows them to exit an unaffordable, insecure, and poorly regulated private rented sector (COOP1, COOP2). A senior representative of the National Community Land Trust framed this tension as a “big dilemma”, especially for cities such as Bristol with large numbers of people in acute housing need:

“How far does an LPA with a limited land supply go to support people stuck in the private rented sector but not in acute housing need? How far do they go in using assets to support people who ultimately aren’t in acute housing need, no matter how many benefits those schemes provide?” (CLT1).

Following the second tranche of land disposals, Bristol City Council published guidance clarifying that the policy is “intended primarily to facilitate the delivery of affordable housing” (Appendix B). This expresses an understanding within the council that limited public assets should be used to provide housing for those in greatest need:

“All CLH models are valid but not all are affordable. And my job here is affordable housing delivery” (BCC2).

The guidance states that social and affordable rented homes must be made available to people on Bristol’s housing waiting list through the council’s housing allocation portal, which prioritises applicants in greatest housing need. However, some affordable rented homes may be allocated through a Sustainable Lettings Plan agreed with the council to allow homes to be allocated to members of co-ops or require new tenants to become members (BCC3). Lettings plans would be subject to the Equalities Impact Assessments by the council to prevent indirect discrimination or bias in the member selection process. The guidance also stipulates land will only be released for £1 schemes that provide 100% affordable housing. Schemes that include tenures that are not affordable housing will buy land “for a value

commensurate with the tenure mix ... with any homes for market sale or market rent valued accordingly” (Appendix B).

“Some of our CLH groups do have ambitions to house themselves through the project and we have issued this guidance to help to clarify some of the issues. If there are members who are not in need of affordable housing and/or eligible through Home Choice, then they should not be getting the land at nil value for that tenancy or having BCC grant for those units occupied by people in no housing need” (BCC3).

In addition to supporting council objectives, the 2022 guidance embodies the aims that CLH West set out in the position paper that served as inspiration for the policy, which argued for systematic public land release on the basis that it would enable CLH to contribute towards citywide affordable housing targets. Ensuring that public land released to CLH groups is used primarily for affordable housing that is distributed according to need can be considered a socially sustainable approach to the management of public land. This also aligns with the focus of central government investment in CLH. However, the policy does allow groups to, if necessary, purchase public land to house themselves. A CLH West advisor to such projects argues that the small brownfield sites released through the policy were selected because they are ill-suited to Goram Homes schemes and unattractive to private developers and would therefore remain undeveloped without the volunteer labour of CLH groups:

“A lot of people involved in CLH are in that ‘squeezed middle’ category and don’t qualify for the housing waitlist ... the council are going to say, quite rightly, that they’ve got people in desperate housing need, but that has to be solved another way – this is a different product for people who also have housing need. You’re asking people with the least experience and resources to develop sites that experienced organisations wouldn’t touch and then you’re asking them to let someone live there after all that effort” (HUB3).

A member of a co-operative rental project that intends to house its 14 members currently living in private rented homes as well as three people from the social housing waitlist also maintains that the land disposals policy should enable people to house themselves:

“We intend to house ourselves as well as people from the social housing waitlist. We’re all doing this voluntarily and it takes up a lot of time ... in order for us to do this, we need some guarantee that we will be able to house ourselves” (COOP1).

The design of the policy, including the guidance on affordable housing, endeavours to balance the objectives of the council and a plurality of CLH models. Since the policy's inception, it has been the ambition of the council and many actors within CLH West to deliver permanently affordable housing on council-owned land. Field (2020) observes that local authorities tend to support CLH projects of mainstream affordable rented tenures, rather than alternative tenures such as mutual homeownership or shared co-operative ownership and argues that projects initiated by local people to house themselves should be supported regardless of tenure. While the policy maintains this focus on affordable housing provision, it also provides opportunities for groups who wish to house themselves in intermediate tenures as an alternative to expensive and unstable tenancies in the private rented sector. Ultimately, as CLH groups applying for under the policy must be asset-locked bodies, homes delivered through the policy cannot be sold on the open market and can therefore be considered decommodified.

4.2.2 Social value

Although social value is just one of the policy’s five bid criteria, it is understood as a justification for the release of public land at a nominal cost. The 2003 amendment to the rules on public land disposal stipulate that land may only be sold at less than market value if the land will be used for a purpose that promotes economic, social, and/or environmental wellbeing. The later Public Services (Social Value) Act 2012 also invokes the three pillars of sustainable development, requiring public authorities to “consider how services being procured might improve the economic, social and environmental well-being of the relevant area”. However, the act does not include a more specific definition of social value nor a framework for delivering and measuring outcomes. Councils have therefore developed their own mechanisms for measuring social value that reflect local priorities (Frag, 2019).

Bristol City Council adopted its Social Value Policy in 2016 and has updated it several times in the last six years. As of 2021, the policy’s priorities are to reduce poverty and inequality, increase environmental sustainability and resilience, and enhance economic and social wellbeing. A calculator accompanying the policy, called the Social Value Toolkit, was developed by a working group that included various stakeholders, including actors within Bristol’s CLH sector. CLH groups bidding for land evidence their social value offer by calculating the financial value of their contributions to the community using the ‘light touch’ version of the council’s calculator. Outcomes measured include money, time, and other resources to support community and environmental projects, local employment, and engagement with schools up to two years before and five years after disposal.

Table 3 – Bristol City Council Social Value Toolkit applied to CLH land disposals

Measure	Unit
Support for local community projects or voluntary, community, or social enterprises	Money invested, including staff time (volunteering valued at £16.09 per hour, expert time valued at £101.86 per hour) and materials, equipment, or other resources
Amount of time employees who live in BS2, BS4, BS5, or BS13 postcodes will spend working on this contract	Number of people FTE
Amount of time employees who live in BS1, BS3, BS6-12, or BS14-16 postcodes will spend working on this contract	Number of people FTE
Hours spent on engagement with schools or colleges in BS2, BS4, BS5, or BS13 postcodes	Number of staff hours
Value of initiatives to safeguard the environment and respond to the climate and ecological emergencies	Money invested, including staff time (volunteering valued at £16.09 per hour, expert time valued at £101.86 per hour) and materials, equipment, or other resources

It is notable that the social value of CLH schemes is measured almost entirely by initiatives undertaken outside the process of development and inhabitation. While this encourages groups to develop

bridging social capital with their surrounding communities, it does not capture the specific economic, social, and environmental benefits that result from CLH schemes, such as health and wellbeing, sustainable living, and community cohesion (Lang, 2019). Additionally, the social value calculator in its current form is well-suited to existing community anchor organisations developing housing but presents some challenges for CLH groups founded by working people volunteering their own time and labour to develop housing. COOP1 and COOP2 said many members of their groups already work or volunteer in community and environmental projects, or in education or healthcare, but have little money to invest in social value, including in providing employment opportunities. The calculator also values expert time five times higher than volunteering time, and it was unclear to these groups whether their work or volunteering time would be valued high enough to produce a high-scoring bid.

The development of the Social Value Toolkit was “very much driven” by the council’s procurement team, reflecting the primary purpose of the 2012 legislation. Actors within CLH West accepted the toolkit as a compromise that could eventually be adjusted for land disposals to better capture the benefits of CLH (HUB3). All CLH West members interviewed (HUB1-3) referenced the HACT (Housing Associations’ Charitable Trust) Social Value Bank as a preferred method for capturing the social value of CLH, as it includes criteria such as regular interaction with neighbours, active membership in a tenants’ group, and a sense of belonging in one’s neighbourhood (HACT, 2019, in Hatleskog and Samuel, 2021). Interviewees also said that the environmental benefits of sustainable housing and lifestyles should be represented in social value assessments.

These debates indicate that social value is a subjective and contested concept that different organisations and communities modify to fit their own values (McCarthy, 2016). Although encouraging community outreach promotes social sustainability in CLH projects, the current design of the social value calculator does not measure the value of internal community-building. If social value is always socially constructed and context dependent, there is certainly a case to be made to create social value frameworks for public land disposal that are tailored to CLH (Raiden et al., 2019).

5. Discussion

This dissertation has investigated how niche innovations in public land disposal can advance social sustainability by allocating local authority land for CLH development. The research examined the collaborative development of a policy that regularly releases council land at a nominal cost to CLH groups and how this bottom-linked governance has been sustained in the administration of land disposals. It then explored debates that have arisen within the niche during this process around whether CLH projects on public land should prioritise housing people in acute need and the suitability of social value as a framework to justify land disposals below market value. With respect to the former question, the council has attempted to strike a balance between prioritising the provision of social housing while providing some opportunities for intermediate tenures in co-operative housing projects. The council has also managed this 'dilemma' (CLT1) by providing land at a nominal cost for affordable projects and selling land at a higher but still below market cost to projects that include intermediate tenures. The policy so far enabled the release of a dozen sites over two years, giving CLH groups a clear and reliable pathway to access land. Regardless of tenure, these projects will be bound by asset locks that shield them from the speculative market.

The policy therefore represents a transition towards social sustainability in the management of public land in Bristol and a meaningful step towards "a more structural embeddedness of CLH models in housing policy and urban development" (Lang, Chatterton, and Mullins, 2020). There are, however, limitations to the policy and the modality of bottom-linked governance that has enabled its operationalisation. The policy releases sites that are small and considered difficult to develop, especially for groups that have never developed housing before (CLT1, HUB). Support from niche intermediaries is therefore essential in the bidding and development process. However, the funding status of CLH West is in question and it will have to secure a long-term funding source to continue to support the land disposals process. This illustrates the point made by Lang, Chatterton, and Mullins (2020) that the state typically offers support to the CLH sector in the form of time-limited grants and other funding streams, hindering long-term planning and capacity building in the niche. This represents a significant constraint to the maintenance of bottom-linked governance arrangements needed to transition local land disposal regimes towards sustainability.

Nevertheless, as discussed in the literature review, momentum in the niche to advance innovations in public land disposal is increasing. As the first policy of its kind in the country, the Bristol policy could serve as a precedent for other councils and CLH intermediaries to create clear frameworks for land release that support local housing objectives (CLT1). The findings of this case study inform the following recommendations for local land disposal policies:

1. Local authorities and CLH intermediaries should develop policies through bottom-linked governance and sustain this collaboration to support CLH groups in applying for land;
2. Policies should require CLH projects on public land to be asset-locked while permitting a range of affordable and intermediate tenures that reflect local housing needs;
3. The bidding process should include an Expression of Interest phase or similar mechanism to reduce competition between groups and establish which groups may have existing connections to particular sites;
4. Social value criteria should be tailored to represent the value created through the development and inhabitation of CLH projects while encouraging groups to develop connections to their surrounding communities;
5. Policies should, when possible, provide access to sites that are larger and/or easier to develop, including sites within larger housing projects on public land.

Niche momentum should also be directed towards challenging the regime of public land disposal at the national level. This has begun with the 2022 campaign for the Planning and/or Levelling Up Bill to include a replacement of best consideration rules with a new statutory duty on local authorities, including the Greater London Authority, and Homes England to optimise the use of their land to meet public policy objectives (Hill, 2022). This would drive a sustainability transition in the management of public land across the country by “(liberating) state actors to show leadership in delivering truly sustainable and equitable development, either directly or in partnerships, especially with other public interest or community landowning organisations” (ibid., p. 5). Such transitions at the national or local levels would also require increased funding for local authorities to replace revenue from land sales at market value, as well as direct, long-term funding for council housebuilding and CLH development. Additionally, because most councils no longer have extensive landholdings, planning mechanisms such as Section 106 agreements or exceptions policies should be utilised to facilitate access to private land for CLH projects.

For collaborative housing to play an integral part in the movement to, in the words of Madden and Marcuse (2016), “democratise, decommodify, and disalienate the housing system”, public land must be reimagined as a public good. It is imperative that public landowners provide land for housing protected from commodification in perpetuity. Given that the neoliberalisation of the English housing system has produced such severe consequences, it is justified to prioritise public resources to those most in need. However, public actors should be conscious of reproducing the residualisation of social housing in the neoliberal era in new approaches to the management of public land (Pearce and Vine, 2013). Transitions towards a universalist system should balance addressing urgent need with aspiring towards a future beyond residualism in which socially sustainable housing is provided ‘by and for all.’

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Appendix A: Bristol City Council Community Led Housing Land Disposal Policy 2020

1. Introduction

The Council, in its Corporate Strategy 2018-2023, has set out a commitment to build 2,000 new homes – 800 affordable – a year by 2020. As well as the ambition for delivering additional homes the Council has set a number of principles relating to how homes should be delivered, which include:

- Working in partnership across the city to deliver these targets;
- Using a wide range of measures to increase housing supply;
- Promoting affordable housing.

The Housing Delivery Plan 2017-2020 sets the Council's strategic approach to delivering new homes. It includes a commitment to working with community led housing groups and to supporting self-build in the city.

2. Purpose

The Community Led Housing Land Disposal Policy (CLH LDP) sets out the policy for the disposal of Council-owned sites to community led housing organisations and associations of individual self-builders. The CLH LDP provides a framework within which to operate to ensure that any site offered under this policy is distributed in a fair, transparent way, that maximises best consideration, whilst relying on the provisions of the Local Government Act 2000 where the authority considers the scheme will secure the promotion or improvement of the economic, social and environmental wellbeing of its citizens.

3. Definitions Used (including any subsequent amendments)

Affordable Rent

Rented homes at an agreed % of open market rent (including the service charge element) on provision that the initial rent *up to 31st March 2020* is not in excess of the Local Housing Allowance limits for the specific property type in the Bristol City Council administrative area *and after April 1st, 2020, not in excess of 35% gross household income.*

Best consideration

Under section 123 of the Local Government Act 1972 local authorities cannot dispose of an interest in land for less than the best consideration reasonably obtainable, without the consent of the Secretary of State.

Community-led housing

Although the legal form and activities of each community-led housing group and scheme may differ, schemes that are genuinely community-led will adhere to three common principles, set out below. Schemes which meet the following principles will be defined as Community-led for the purposes of this policy:

- Commitment to community engagement and consent throughout the development process. Communities do not necessarily have to initiate the conversation or build homes themselves.

- Commitment by the community group to taking a long-term legally binding role in the ownership, stewardship, or management of the homes; and such is supported by a strategy and business case.
- Commitment by the community group to deliver clearly defined benefits of the scheme to the local area or other group, such benefits to be, if possible, legally protected in perpetuity.

ProContract

Online procurement portal which is used by the Council and their Buyers.

Rent inflation index

An arrangement that allows all Social Rents and Affordable Rents to be increased annually by consumer price index plus 1% or such other alternative index or comparable measure of price inflation as may be agreed in writing with the Council on the understanding that no rents proposed are in excess of 35% of gross household income.

Shared equity

Homes where the equity is shared between the owner of land (typically 40%) and the purchaser of the house (typically up to 60%). This allows for a household on a median household income, in the local area, to not exceed 35% of their gross household income on paying their mortgage and other housing costs. There are currently grants available from the Council to facilitate the delivery of these homes.

Shared ownership

Part-buy/part-rent homes, on schemes under 10 homes, where the purchaser buys a proportion of the property's equity up to 40% using a mortgage and deposit while paying rent of up to 1.5% of the retained equity on the remainder. The purchaser has the opportunity to increase their share of ownership in the property over time in a process known as stair-casing until eventually the purchaser owns the full 100% of the home. On schemes over ten homes, if funded by Homes England, different regulations will apply.

Social rent

Rented homes on the proviso that the initial rent (based on the National Rent Scheme 2015) and the service charge element are not in excess of Local Housing Allowance limits for the specific property type in the Bristol City Council administrative area and, after April 2020, not in excess of 35% gross household income.

Social value

Economic, social and environmental well-being as more clearly set out in [Council's Social Value Policy](#).

Subject to Planning

Planning permission must be sought and obtained from the Local Planning Authority before any development starts. The grant of planning permission may be subject to conditions.

Sweat Equity

An interest in a property earned by a tenant in return for labour towards the build.

Sweat Rent Reduction

A reduced rent earned by a tenant in return for labour towards the build.

Undervalue

The disposal of any interest in land for a price which is less than best consideration reasonably obtainable.

4. Housing schemes of 3-10 homes

Council sites with the capacity to deliver between 3 -10 homes, identified as suitable for delivery via community-led housing, will be marketed through ProContract to those eligible, legally consisted community groups, as defined below. Offers will be sought on a “Subject to Planning” basis with the purchaser responsible for all risks and costs. All proposals will be evaluated against the following criteria (detailed in Section 9).

- Housing scheme - demonstrating how far the proposal incorporates shared equity (with sweat equity % or sweat rent reduction) and the affordability, type, design and specification of homes.
- Community benefits
- Deliverability of proposal
- Social Value
- Financial offer

All proposals/homes will be required to meet relevant Building Regulations and be fully compliant with the [Bristol Local Plan](#) and all relevant supporting guidance.

Who is Eligible to Apply?

Unless there are exceptional circumstances, land will only be disposed of to legally constituted community groups falling into one of the following categories:

- A company limited by guarantee registered as a charity with the Charity Commission
- A charitable incorporated association
- A community interest company limited by guarantee without shares whose articles of association comply with [schedule 1 from the CIC Regulations 2005](#)
- A community interest company limited by guarantee with a share capital, or company limited by shares that only pay dividends to asset-locked bodies, whose articles of association comply with [schedule 2 from the CIC Regulations 2005](#); or
- An industrial and provident society registered before 2014
- A community benefits society registered under the Co-operative and Community Benefit Societies Act 2014.

Examples of types of organisation are:

- community land trusts which take one of the legal forms set out above
- community-led housing groups which take one of the legal forms set out above
- co-housing groups which take one of the legal forms set out above
- registered providers working in partnership with a community-led housing group (for this category it is the community-led housing group that must be incorporated)

5. Housing schemes in excess of 10 homes

Cabinet approval will be required to the principle of disposing of Council owned sites with the capacity to deliver over 10 homes, identified as suitable for delivery via community-led housing, in accordance with this policy.

Following Cabinet approval, the sites will be marketed through ProContract to those eligible, legally constituted community groups, as defined below. Offers will be sought on a “Subject to Planning” basis with the purchaser responsible for all risks and costs. All proposals will be evaluated against the following criteria (detailed in Section 9).

- Housing scheme - demonstrating how far the proposal incorporates shared equity (with sweat equity % or sweat rent reduction) and the affordability, type, design and specification of homes.
- Community benefits
- Deliverability of proposal
- Social Value
- Financial offer

All proposals/homes will be required to meet relevant Building Regulations and be fully compliant with the [Bristol Local Plan](#) and all relevant supporting guidance.

Who is Eligible to Apply?

Unless there are exceptional circumstances, land will only be disposed of to legally constituted community groups falling into one of the following categories:

- A company limited by guarantee registered as a charity with the Charity Commission
- A charitable incorporated association
- A community interest company limited by guarantee without shares whose articles of association comply with [schedule 1 from the CIC Regulations 2005](#)
- A community interest company limited by guarantee with a share capital, or company limited by shares that only pay dividends to asset-locked bodies, whose articles of association comply with [schedule 2 from the CIC Regulations 2005](#); or
- an industrial and provident society registered before 2014
- A community benefit society registered under the Co-operative and Community Benefit Societies Act 2014

Examples of types of organisation are:

- community land trusts which take one of the legal forms set out above
- community-led housing groups which take one of the legal forms set out above
- co-housing groups which take one of the legal forms set out above registered providers working in partnership with a community-led housing group (for this category it is the community-led housing group that must be incorporated)

6. Heads of Terms

The Heads of Terms for Community Led Housing land disposals are attached at Appendix 1.

7. Availability of Grant

The Council intends to continue to make the following grants available to Community Led Housing Groups under the Affordable Housing Funding Policy 2019. When making land offers under the CLH LDP

through ProContract bidders are asked to identify whether any Council or Homes England grant is likely to be applied for at a later date.

8. Governance

A panel of officers from the relevant professional disciplines will evaluate the bids received on

ProContract and then recommend the disposal to Executive Director for Growth and Regeneration for final decision which will be recorded on ProContract.

9. Appraisal criteria of all CLH schemes

Bidders will be required to make submissions through ProContract which will be appraised against the following criteria and scoring chart. Any application that does not achieve a score of at least 3 out of 5 on any of the criteria will be discounted or may be asked to make a new submission.

All bidders should first demonstrate their organisation is financially sound by submitting either; financial accounts for up to 3 years, a set of financial statements provided by a qualified accountant or evidence of financial standing of individuals within the organisation. This will enable the Council to undertake a Pass/Fail assessment prior to scoring the scheme detailed below.

Ref	Topic & Weighting	Criteria	Evidence	Score
1	Housing Proposal 20%	Demonstrate how your Proposal(s), highlighting location, tenure mix, affordability, type, design and specification of homes , complies with: Bristol Local Plan and all relevant supporting guidance. And responds to: <ul style="list-style-type: none"> • Zero Carbon housing – accreditation from Passivhaus, Bio Regional One Planet or equivalent • Housing Innovations through MMC 	Text response up to 500 words	0-5
2	Deliverability 20%	Demonstrate that your organisation has or will have the skills and time to enable this scheme to start on site within next thirty-six months and be delivered within a further twenty-four months by making available: <ul style="list-style-type: none"> • Planning status • Deliverability of scheme i.e., highway access or other encumbrances. • Innovative construction practices including use of modular homes to accelerate delivery • Long term management arrangements 	Text response up to 500 words Supported with a Gantt Chart or similar with key milestones	0-5
3	Community Benefits 20%	<ul style="list-style-type: none"> • Number of social/affordable rent/ shared equity homes to be transferred to CLH group. • Retained equity secured by CLH group. • Future revenue stream of CLH group. • Number of self-build/custom build homes or plots proposed. 	Text response up to 500 words	0-5

4	Social Value 20%	<p>Social value offer Tell us what issues will be addressed; the impact and outcomes that demonstrates how your proposal will respond to BCC Social Value Policy evidenced by the Social Value Toolkit.</p> <p>You are asked to submit your responses to this question on the Social Value Toolkit/ Measures table available to download from Pro-Contract and upload the completed table with your application. You should identify measures (column E) relevant to your scheme and include a description of your commitments together with details of evidence used to confirm commitments have been delivered (columns H and I).</p> <p><i>(Please note it is intended to include all social value commitments as contractually binding obligations in the disposal agreement with the Council and compliance with such obligations will be monitored.)</i></p>	<p>Completed Social Toolkit /Social Value Measures Table with supporting text up to 500 words</p>	0-5
5	Financial Offer 20%	<p>Financial offer supported by business plan for scheme that shows viability and affordability It is important to include:</p> <ul style="list-style-type: none"> • What you propose to do and how it will be funded including and public grant requirements • The level of funding secured vs pledged • How the asset will be sustained in the long term • Any other existing public grant you are in receipt of in relation to this or any other scheme 	<p>Business plan and Development appraisal for the site.</p> <p>Completed Financial Model Template</p>	0-5

Guidance for awarding scores for questions

Assessment	Scores 0-5	Reason to award this score based on evidence provided against the criteria included
Unacceptable	0	<ul style="list-style-type: none"> • Does not meet the criteria; • Does not comply and/or insufficient information provided to demonstrate that the organisation has the ability, understanding, experience, skills, resource & quality measures required to meet the objectives sought and deliver, with little or no evidence to support the proposal.
Serious reservations	1	<ul style="list-style-type: none"> • Satisfies the criteria with major reservations; • Considerable reservations of the organisations" relevant ability, understanding, experience, skills, and resource & quality measures required to meet the objectives sought and deliver, with little or no evidence to support the proposal.

Minor reservations	2	<ul style="list-style-type: none"> • Satisfies the criteria with minor reservations; • Some minor reservations of the organisation's relevant ability, understanding, experience, skills, and resource & quality measures required to meet the objectives sought and deliver with little or no evidence to support the proposal.
Satisfactory	3	<ul style="list-style-type: none"> • Satisfies the criteria; • Demonstration by the organisation of the relevant ability, understanding, experience, skills, resource & quality measures required to meet the objectives sought and deliver with evidence to support the proposal
Good	4	<ul style="list-style-type: none"> • Satisfies the criteria with minor additional benefits; • Above average demonstration by the organisation of the relevant ability, understanding, experience, skills, resource & quality measures required to meet the objectives sought and deliver; • Proposal identifies factors that will offer potential added value, with evidence to support the proposal.
Excellent	5	<ul style="list-style-type: none"> • Significantly exceeds the criteria; • Exceptional demonstration by the organisation of the relevant ability, understanding, experience, skills, resource & quality measures required to meet the objectives sought and deliver; • Proposal identifies factors that will offer potential added value, with evidence to support the proposal.

Appendix B: Excerpt of BCC CLH Land Disposal Policy Additional Guidance June 2022

CLH Land Disposal policy key principles

The Community-Led Housing Land Disposal Policy (CLH LDP) sets out the policy for the disposal of BCC-owned sites to community-led housing organisations and associations of individual self-builders. The CLH LDP provides a framework to ensure that any site offered under the policy is distributed in a fair, transparent way, that maximises best consideration, whilst relying on the provisions of the Local Government Act 2000 where the authority considers the scheme will secure the promotion or improvement of the economic, social and environmental wellbeing of its citizens.

The policy specifies three common defining principles, for community-led housing for the purposes of the policy:

- Commitment to community engagement and consent throughout the development process. Communities do not necessarily have to initiate the conversation or build homes themselves.
- Commitment by the community group to taking a long-term legally binding role in the ownership, stewardship, or management of the homes; and such is supported by a strategy and business case.
- Commitment by the community group to deliver clearly defined benefits of the scheme to the local area or other group, such benefits to be legally protected in perpetuity, if possible.

Bids for sites being disposed of for CLH under this policy will be subject to assessment by a panel based on specified criteria, taking into account financial viability, deliverability, the nature of the housing proposal, community benefit and social value. The scoring will reflect the quantum and type of affordable units to be transferred to the CLH group.

The policy is intended primarily to facilitate the delivery of Affordable Housing as defined in the National Planning Policy Framework (NPPF) 2021 or any national planning policy framework that supersedes it and the Council's own Affordable Housing Funding Programme (AHFP) policy, see Appendix 1.

Affordable rented homes (Social Rent, Affordable Rent and Affordable Private Rent) should be let at no more than 80% of market rent and within relevant Local Housing Allowance (LHA) levels at each letting.

The principle of disposing of the site for less than best value will only apply to homes that comply with the definitions of Affordable Housing in this Guidance. Where the bid for the site is based on a proposal for a housing scheme that includes tenures that are not Affordable Housing this should be reflected in the valuation of the site and the financial offer by the group, on the basis that the Gross Development Value of the site will be higher than for a 100% Affordable Housing scheme.

The land will be disposed of to the CLH group for a value commensurate with the tenure mix of the CLH scheme being developed on the site, with any homes for market sale or market rent valued accordingly.

Where schemes include intermediate or market tenures but are not viable unless the land value is discounted to zero, then there is a question as to the value for money and acceptability of the proposed scheme. Assessment by BCC on the appropriate land value in relation to tenure mix will be carried out on a site-by-site basis. The viability of the scheme in relation to the proposed tenure mix will be scrutinised at the assessment of ProContract bid stage and any concerns flagged with the CLH group so

that they can be addressed well before the formal valuation of the site at the point of concluding the Lease Agreement for the site.

Allocation and eligibility for Affordable Housing delivered on CLH sites

Homes that comply with the definition of Affordable Housing must be made available to people who have some degree of housing need. For Social Rented, and Affordable Rented homes applicants will be assessed and homes allocated through Bristol City Council's HomeChoice allocation scheme.

Affordable Private rented homes will be advertised through Bristol HomeChoice. To bid applicants must be eligible to sign up to Bristol HomeChoice. Where agreed with BCC as part of a Sustainable Lettings Plan, allocation of Affordable Private Rent units may be made to applicants in lower bands.

For affordable home ownership tenures such as Shared Ownership, Shared Equity, or First Homes, eligibility will follow national guidelines and the BCC Standards for CLH 2022.

Shared ownership, shared equity, discounted market sale and other 'intermediate' tenures shall be allocated using the following criteria:

- Household income £80,000 a year or less (gross);
- Household cannot afford all of the deposit and mortgage payments for a home that meets their needs;
- Household are either first time buyers; used to own a home but cannot afford to buy one now; owns a home and wants to move but cannot afford a new home suitable for their needs; forming a new household; or existing shared owners and want to move.

Where funding has been provided by Homes England, Shared ownership homes must be marketed via the Help to Buy/Own Your Homes portal ([Help to Buy Agent for the South | Online property search \(helptobuyagent3.org.uk\)](https://helptobuyagent3.org.uk)) and in accordance with the Homes England lease and any other funder requirements. Additional targeted marketing may be carried out to encourage community take up. Where no Homes England funding the homes can be marketed to the local community and wider Bristol, as set out in the Sustainable Lettings plan agreed with BCC.

Market rented homes that are not funded through BCC AHFP and where the site has been valued on the basis that a proportion of units are at rents above the levels for Affordable tenures as defined in this Guidance, should be allocated according to the CLH group's allocation/lettings policy as agreed with BCC and in accordance with the BCC Management Standard for CLH.

Any proposed scheme specific Sustainable Lettings Plan proposed for the development must be agreed with BCC and be compatible with BCC HomeChoice, any broader Local Lettings Policies that apply and the organisation's equality and diversity policies.

Land valuation and process for CLH site disposals

When bidding for sites through the CLH LD Policy groups will have to submit a financial offer supported by a business plan for their scheme that shows viability and affordability. This should include a development appraisal demonstrating what is proposed and how it will be funded, including grant requirements and long-term revenue and how the asset will be sustained in the long term. This should take into account the revenue generated for the proposed tenure mix.

Before transferring the site to the CLH group BCC will undertake a valuation based on the CLH scheme proposal, the tenure mix, the anticipated costs, grant and other income and future revenue. This will be

the basis of the consideration paid by the CLH group to BCC for the site. The principle of disposing of the site at less than market value will not apply to any proportion of units that do not fit the definition of Affordable housing set out in this Guidance.

Governance/Finance and Management Standards for CLH

Before the site can be transferred to the CLH group they will have to demonstrate how they will meet the BCC Governance/Finance and Management Standards for CLH by submitting a method statement. Subsequently CLH groups will provide yearly confirmation statements demonstrating that they are adhering to the BCC Standards for CLH.

Access to grant funding and opportunities for partnership with Registered Providers

CLH groups may have the opportunity to bid for BCC Affordable Housing Funding Programme (AHFP). This funding will be available for Affordable Housing tenures for eligible applicants only. BCC AHFP grant cannot subsidise housing for people that are not eligible for Affordable Housing tenures and where CLH schemes include nonaffordable tenures the BCC grant will be apportioned accordingly.

Appendix C: Sample Interview Information and Consent Sheet

Information and consent form

Project Title Policy innovations in public land disposal for community-led housing through the multiple-level perspective

Researcher Madeleine Pauker

Introduction

You are being invited to take part in a research project being undertaken by a master's student from the Bartlett School of Planning, University College London (UCL).

Before you decide whether or not to participate it is important for you to understand why the research is being conducted and what participation will involve. Please read the following information carefully, feel free to discuss it with others if you wish, or ask the research team for clarification or further information. Please take time to decide whether or not you wish to take part.

Why is this research being conducted?

The aim of this project is to evaluate policy innovations in public land disposal for community-led housing, using policy developed in Bristol as a case study. The following research question will guide the project:

How can alternative approaches to public land disposal advance social sustainability?

Why am I being invited to take part?

You are being invited to take part because of your role in a community-led housing group accessing land through Bristol's community-led housing land disposal policy.

Do I have to participate?

Participation is entirely voluntary. If you do choose to participate and then change your mind, you may withdraw from the research at any time with no consequences and without having to give a reason.

What will happen if I choose to take part?

If you do choose to participate, you will be invited to a face-to-face interview to explore the issues highlighted above. The interview will be conducted at a mutually agreed location. The interview will last approximately one hour and will be audio recorded (and transcribed at a later date). You will have the opportunity to see the interview transcript and agree any amendments with the researcher after the interview is concluded.

If I choose to take part, what will happen to the data?

The interview data will be anonymised at the point of transcription and identified by a general identifier (e.g., 'Planning officer A' or 'Planning consultant B' or a suitable pseudonym). A record of participant identities and any notes will be kept separately and securely from the anonymised data. All data and information affiliated with this project will be securely stored on an encrypted computer drive and physical documents will be stored securely on university property.

The data will be only used for the purposes of this research and relevant outputs and will not be shared with any third party. The anonymised data may be utilised in the written dissertation produced at the end of this project, and this dissertation may then be made publicly available via the University Library's Open Access Portal, however no identifiable or commercial sensitive information will be accessible in this way.

What will happen to the results of the research project?

It is anticipated that the data collected in this project will be included in the dissertation produced at the end of this project, submitted for the award of a master's degree at University College London (UCL). You will not be personally identified in any of the outputs from this work, and attributions and quotations will be anonymised. If you would like to receive an electronic copy of any outputs stemming from this project, please ask the contact below.

Contact Details

If you would like more information or have any questions or concerns about the project or your participation, please use the contact details below:

Primary contact Madeleine Pauker
Role MSc student
Email madeleine.pauker.21@ucl.ac.uk

Supervisor Dr Iqbal Hamiduddin
Role MSc dissertation supervisor
Email i.hamiduddin@ucl.ac.uk

Concerns and / or Complaints

If you have concerns about any aspect of this research project, please contact the MSc student contact in the first instance, then escalate to the supervisor.

If you are happy to participate, please complete this consent form by ticking the boxes to acknowledge the following statements and signing your name at the bottom of the page.

1.	I have read and understood the information sheet.	<input type="checkbox"/>
2.	I agree to participate in the above research by attending a face-to-face interview as described on the Information Sheet.	<input type="checkbox"/>
3.	I understand that my participation is entirely voluntary.	<input type="checkbox"/>
4.	I understand that I may withdraw at any time without giving a reason and with no consequences.	<input type="checkbox"/>
5.	I agree for the interview to be audio recorded.	<input type="checkbox"/>
6.	I understand that I may see a copy of the interview transcript after it has been transcribed and agree any amendments with the researcher.	<input type="checkbox"/>
7.	I understand that the intention is that interviews are anonymised and that if any of my words are used in a research output that they will not be directly attributed to me unless otherwise agreed by all parties.	<input type="checkbox"/>
8.	I understand the data from this project will be considered for repository in the UCL Open Access repository as described on the Information Sheet but that this will be anonymised data only.	<input type="checkbox"/>
9.	I understand that I can contact the student who interviewed me at any time using the email address they contacted me on to arrange the interview, or the dissertation supervisor using the contact details provided on page 2 of the information sheet.	<input type="checkbox"/>

Participant name:

Signature:

Date:

Risk Assessment

RISK ASSESSMENT FORM**FIELD / LOCATION WORK**

DEPARTMENT/SECTION: BARTLETT SCHOOL OF PLANNING

LOCATION(S): BRISTOL, UK

PERSONS COVERED BY THE RISK ASSESSMENT: Madeleine Pauker

BRIEF DESCRIPTION OF FIELDWORK (including geographic location): I will be conducting semi-structured interviews in Bristol with members of community-led housing groups and officers of Bristol City Council.

COVID-19 RELATED GENERIC RISK ASSESSMENT STATEMENT:

Coronavirus disease (COVID-19) is an infectious disease caused by coronavirus SARS-CoV-2. The virus spreads primarily through droplets of saliva or discharge from the nose when an infected person coughs or sneezes. Droplets fall on people in the vicinity and can be directly inhaled or picked up on the hands and transferred when someone touches their face. This risk assessment documents key risks associated fieldwork during a pandemic, but it is not exhaustive and will not be able to cover all known risks, globally. This assessment outlines principles adopted by UCL at an institutional level and it is necessarily general. Please use the open text box 'Other' to indicate any contingent risk factors and control measures you might encounter during the course of your dissertation research and writing.

Please refer to the Dissertation in Planning Guidance Document (available on Moodle) to help you complete this form.

Hazard 1: Risk of Covid -19 infection during research related travel and research related interactions with others (when face-to-face is possible and/or unavoidable)

Risk Level - Medium /Moderate

Existing Advisable Control Measures: Do not travel if you are unwell, particularly if you have COVID-19 symptoms. Self-isolate in line with NHS (or country-specific) guidance.

Avoid travelling and face-to-face interactions; if you need to travel and meet with others:

- If possible, avoid using public transport and cycle or walk instead.
- If you need to use public transport travel in off-peak times and follow transport provider's and governmental guidelines.
- Maintain (2 metre) social distancing where possible and where 2 metre social distancing is not

achievable, wear face covering.

- Wear face covering at all times in enclosed or indoor spaces.
 - Use hand sanitiser prior to and after journey.
 - Avoid consuming food or drinks, if possible, during journey.
 - Avoid, if possible, interchanges when travelling - choose direct route.
 - Face away from other persons. If you have to face a person ensure that the duration is as short as possible.
 - Do not share any items i.e. stationary, tablets, laptops etc. If items need to be shared use disinfectant wipes to disinfect items prior to and after sharing.
 - If meeting in a group for research purposes ensure you are following current country specific guidance on face-to-face meetings (i.e rule of 6 etc.)
 - If and when possible meet outside and when not possible meet in venues with good ventilation (e.g. open a window)
 - If you feel unwell during or after a meeting with others, inform others you have interacted with, self-isolate and get tested for Covid-19
 - Avoid high noise areas as this mean the need to shout which increases risk of aerosol transmission of the virus.
 - Follow one way circulation systems, if in place. Make sure to check before you visit a building.
 - Always read and follow the visitors policy for the organisation you will be visiting.
 - Flush toilets with toilet lid closed.
- 'Other' Control Measures you will take (specify):

NOTE: The hazards and existing control measures above pertain to Covid-19 infection risks only. More generalised health and safety risk may exist due to remote field work activities and these are outlined in your Dissertation in Planning Guidance document. Please consider these as possible 'risk' factors in completing the remainder of this standard form. For more information also see: [Guidance Framework for Fieldwork in Taught and MRes Programmes, 2021-22](#)

Consider, in turn, each hazard (white on black). If **NO** hazard exists select **NO** and move to next hazard section.

If a hazard does exist select **YES** and assess the risks that could arise from that hazard in the risk assessment box.

Where risks are identified that are not adequately controlled, they must be brought to the attention of your Departmental Management who should put temporary control measures in place or stop the work. Detail such risks in the final section.

ENVIRONMENT

e.g., location, climate, terrain, neighbourhood,

The environment always represents a safety hazard. Use space below to identify and assess any risks associated with this hazard

Adverse weather: Low

*in outside organizations,
pollution, animals.*

Illness: Low to medium (chance of contracting COVID-19)
Accident: Low
Assault: Low
Getting lost: Low

CONTROL MEASURES Indicate which procedures are in place to control the identified risk

<input type="checkbox"/>	work abroad incorporates Foreign Office advice
<input type="checkbox"/>	only accredited centres are used for rural field work
<input checked="" type="checkbox"/>	participants will wear appropriate clothing and footwear for the specified environment
<input type="checkbox"/>	refuge is available
<input type="checkbox"/>	work in outside organisations is subject to their having satisfactory H&S procedures in place
<input type="checkbox"/>	OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

EMERGENCIES

Where emergencies may arise use space below to identify and assess any risks

e.g., fire, accidents

Loss of property: Low
Loss of life: Low

CONTROL MEASURES Indicate which procedures are in place to control the identified risk

<input type="checkbox"/>	participants have registered with LOCATE at http://www.fco.gov.uk/en/travel-and-living-abroad/
<input checked="" type="checkbox"/>	contact numbers for emergency services are known to all participants
<input checked="" type="checkbox"/>	participants have means of contacting emergency services
<input type="checkbox"/>	a plan for rescue has been formulated, all parties understand the procedure
<input type="checkbox"/>	the plan for rescue /emergency has a reciprocal element
<input type="checkbox"/>	OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

FIELDWORK 1

May 2010

EQUIPMENT

Is equipment used?

NO

If 'No' move to next hazard
If 'Yes' use space below to identify and assess any risks

e.g., clothing, outboard motors.

Examples of risk: inappropriate, failure, insufficient training to use or repair, injury. Is the risk high / medium / low?

CONTROL MEASURES Indicate which procedures are in place to control the identified risk

- the departmental written Arrangement for equipment is followed
- participants have been provided with any necessary equipment appropriate for the work
- all equipment has been inspected, before issue, by a competent person
- all users have been advised of correct use
- special equipment is only issued to persons trained in its use by a competent person
- OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

LONE WORKING

Is lone working a possibility?

If 'No' move to next hazard

If 'Yes' use space below to identify and assess any risks

e.g., alone or in isolation lone interviews.

Difficult to summon help: Low

CONTROL MEASURES Indicate which procedures are in place to control the identified risk

- the departmental written Arrangement for lone/out of hours working for field work is followed
- lone or isolated working is not allowed
- location, route and expected time of return of lone workers is logged daily before work commences
- all workers have the means of raising an alarm in the event of an emergency, e.g., phone, flare, whistle
- all workers are fully familiar with emergency procedures
- OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

ILL HEALTH

The possibility of ill health always represents a safety hazard. Use space below to identify and assess any risks associated with this Hazard.

e.g., accident, illness, personal attack, special personal considerations or vulnerabilities.

Injury: Low
Illness: Low to medium (risk of contracting COVID-19)
Attack: Low

CONTROL MEASURES

Indicate which procedures are in place to control the identified risk

<input checked="" type="checkbox"/>	all participants have had the necessary inoculations/ carry appropriate prophylactics
<input checked="" type="checkbox"/>	participants have been advised of the physical demands of the research and are deemed to be physically suited
<input type="checkbox"/>	participants have been adequate advice on harmful plants, animals and substances they may encounter
<input checked="" type="checkbox"/>	participants who require medication should carry sufficient medication for their needs
<input type="checkbox"/>	OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

TRANSPORT

Will transport be required

NO	<input type="checkbox"/>
YES	<input checked="" type="checkbox"/>

Move to next hazard

Use space below to identify and assess any risks

e.g., hired vehicles

Train accident: Low
Bus accident: Low

CONTROL MEASURES

Indicate which procedures are in place to control the identified risk

<input checked="" type="checkbox"/>	only public transport will be used
<input type="checkbox"/>	the vehicle will be hired from a reputable supplier
<input type="checkbox"/>	transport must be properly maintained in compliance with relevant national regulations
<input type="checkbox"/>	drivers comply with UCL Policy on Drivers http://www.ucl.ac.uk/hr/docs/college_drivers.php
<input type="checkbox"/>	drivers have been trained and hold the appropriate licence
<input type="checkbox"/>	there will be more than one driver to prevent driver/operator fatigue, and there will be adequate rest periods
<input type="checkbox"/>	sufficient spare parts carried to meet foreseeable emergencies
<input type="checkbox"/>	OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

DEALING WITH THE PUBLIC

Will people be dealing with public

 YES

If 'No' move to next hazard
 If 'Yes' use space below to identify and assess any risks

e.g., interviews, observing

Causing offence: Low

CONTROL MEASURES

Indicate which procedures are in place to control the identified risk

<input checked="" type="checkbox"/>	all participants are trained in interviewing techniques
<input checked="" type="checkbox"/>	advice and support from local groups has been sought
<input checked="" type="checkbox"/>	participants do not wear clothes that might cause offence or attract unwanted attention
<input checked="" type="checkbox"/>	interviews are conducted at neutral locations or where neither party could be at risk
<input type="checkbox"/>	OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

FIELDWORK

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May 2010

WORKING ON OR NEAR WATER

Will people work on or near water?

 NO

If 'No' move to next hazard
 If 'Yes' use space below to identify and assess any risks

e.g., rivers, marshland, sea.

Examples of risk: drowning, malaria, hepatitis A, parasites. Is the risk high / medium / low?

CONTROL MEASURES

Indicate which procedures are in place to control the identified risk

<input type="checkbox"/>	lone working on or near water will not be allowed
<input type="checkbox"/>	coastguard information is understood; all work takes place outside those times when tides could

- prove a threat
- all participants are competent swimmers
- participants always wear adequate protective equipment, e.g., buoyancy aids, wellingtons
- boat is operated by a competent person
- all boats are equipped with an alternative means of propulsion e.g., oars
- participants have received any appropriate inoculations
- OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

MANUAL HANDLING (MH)	Do MH activities take place?	NO	If 'No' move to next hazard If 'Yes' use space below to identify and assess any risks
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e.g., lifting, carrying, moving large or heavy equipment, physical unsuitability for the task. Examples of risk: strain, cuts, broken bones. Is the risk high / medium / low?

CONTROL MEASURES	Indicate which procedures are in place to control the identified risk
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- the departmental written Arrangement for MH is followed
- the supervisor has attended a MH risk assessment course
- all tasks are within reasonable limits, persons physically unsuited to the MH task are prohibited from such activities
- all persons performing MH tasks are adequately trained
- equipment components will be assembled on site
- any MH task outside the competence of staff will be done by contractors
- OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

SUBSTANCES	Will participants work with substances	NO	If 'No' move to next hazard If 'Yes' use space below to identify and assess any risks
<i>e.g., plants, chemical, biohazard, waste</i>	Examples of risk: ill health - poisoning, infection, illness, burns, cuts. Is the risk high / medium / low?		

CONTROL MEASURES	Indicate which procedures are in place to control the identified risk
<input type="checkbox"/>	the departmental written Arrangements for dealing with hazardous substances and waste are followed
<input type="checkbox"/>	all participants are given information, training and protective equipment for hazardous substances they may encounter
<input type="checkbox"/>	participants who have allergies have advised the leader of this and carry sufficient medication for their needs
<input type="checkbox"/>	waste is disposed of in a responsible manner
<input type="checkbox"/>	suitable containers are provided for hazardous waste
<input type="checkbox"/>	OTHER CONTROL MEASURES: please specify any other control measures you have implemented:

OTHER HAZARDS	Have you identified any other hazards?	NO	If 'No' move to next section If 'Yes' use space below to identify and assess any risks
<i>i.e., any other hazards must be noted and assessed here.</i>	Hazard:		
	Risk: is the risk	<input type="checkbox"/>	

CONTROL MEASURES	Give details of control measures in place to control the identified risks

Have you identified any risks that are not adequately controlled?	<table border="1"> <tr> <td style="width: 50px;">NO</td> <td style="width: 50px;">X</td> </tr> <tr> <td>YES</td> <td></td> </tr> </table>	NO	X	YES		Move to Declaration Use space below to identify the risk and what action was taken
NO	X					
YES						

DECLARATION

The work will be reassessed whenever there is a significant change and at least annually. Those participating in the work have read the assessment.

Select the appropriate statement:


I the undersigned have assessed the activity and associated risks and declare that there is no significant residual

risk

I the undersigned have assessed the activity and associated risks and declare that the risk will be controlled by

the method(s) listed above

NAME OF SUPERVISOR



Iqbal Hamiduddin 4/4/22

Ethical Clearance

Ethical Clearance Pro Forma

It is important for you to include all relevant information about your research in this form, so that your supervisor can give you the best advice on how to proceed with your research.

You are advised to read though the relevant sections of [UCL's Research Integrity guidance](#) to learn more about your ethical obligations.

Submission Details

1. **Name of programme of study:** Housing and City Planning
2. **Type of research work:** Dissertation in Planning (MSc)
3. **Working title of research:** Policy innovations in public land disposal for community-led housing through the multiple-level perspective
4. **Supervisor's name:** Dr. Iqbal Hamiduddin

Research Details

5. **Please indicate here which data collection methods you expect to use. (Tick all that apply/or delete those which do not apply.)**
 - Interviews
 - Secondary data analysis
6. **Please indicate where your research will take place (delete that which does not apply):**
 - UK only
7. **Does your project involve the recruitment of participants?**
'Participants' means human participants and their data (including sensor/location data and observational notes/images.)
 - Yes

Appropriate Safeguard, Data Storage and Security

8. **Will your research involve the collection and/or use of personal data?**

Personal data is data which relates to a living individual who can be identified from that data or from the data and other information that is either currently held or will be held by the data controller (you, as the researcher).

This includes:

- Any expression of opinion about the individual and any intentions of the data controller or any other person toward the individual.
- Sensor, location or visual data which may reveal information that enables the identification of a face, address etc. (some post codes cover only one property).
- Combinations of data which may reveal identifiable data, such as names, email/postal addresses, date of birth, ethnicity, descriptions of health diagnosis or conditions, computer IP address (of relating to a device with a single user).

Yes

9. Is your research using or collecting:

- special category data as defined by the General Data Protection Regulation*, and/or
- data which might be considered sensitive in some countries, cultures or contexts?

*Examples of special category data are data:

- which reveals racial or ethnic origin, political opinions, religious or philosophical beliefs, trade union membership;
- concerning health (the physical or mental health of a person, including the provision of health care services);
- concerning sex life or sexual orientation;
- genetic or biometric data processed to uniquely identify a natural person.

No

10. Do you confirm that all personal data will be stored and processed in compliance with the General Data Protection Regulation (GDPR 2018)? (Choose one only, delete that which does not apply)

Yes

11. I confirm that:

- The information in this form is accurate to the best of my knowledge.
- I will continue to reflect on and update these ethical considerations in consultation with my supervisor.

Yes

FINAL GRADE

GENERAL COMMENTS

/100

Instructor

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