

DELEGATED

Brownfield Land Register 2018

Report of Deputy Chief Executive – People and Place

Councillor Portfolio Holder: Councillor Roberts, Cabinet Member for Co-operatives and Neighbourhoods

22 November 2018

Officer Contact: Christine Whittle, Planning Officer, Ext.8175

Reason for Decision:

To seek approval for the publication of an update of Oldham's 2017 Brownfield Land Register (for 2018).

Executive Summary

The Town and Country Planning (Brownfield Land Register) Regulations came into force in April 2017 and require each local planning authority to prepare and maintain a Brownfield Land Register. This set a deadline for local authorities to publish their first register by 31st December 2017 and to ensure this was updated at least annually. Oldham Council published their register on 22nd December 2017 (in line with the regulations) and this report now seeks approval for the 2018 update.

The purpose of the register is to provide up-to-date and consistent information on previously developed land that the local authority considers to be appropriate for residential development. The register comprises of two parts: Part 1 includes all brownfield sites considered suitable for residential development and Part 2 is for sites which have been granted (planning) permission in principle.

This report explains the process of preparing the Brownfield Register and sets out the implications for Oldham. As was the case in 2017, it is recommended that no sites are proposed for permission in principle. Therefore, the Brownfield Register which is being sought for approval only includes Part 1 sites.

Recommendation

It is recommended:

- To note the approach to determining sites to include in Part 1 and 2 of the Brownfield Register;
- To approve a 2018 update of the Brownfield Land Register (Part 1 only) for publication in or before December 2018;
- Delegate authority to make minor amendments and updates to the register throughout the year, if required, to the Deputy Chief Executive - People and Place.

Brownfield Land Register 2018

1 Background

- 1.1 The Town and Country Planning (Brownfield Land Register) Regulations 2017 require each local planning authority in England to prepare, maintain and publish a register of previously developed (brownfield) land suitable for housing. The government considers the purpose of the registers is to provide up-to-date and consistent information on sites that local authorities consider appropriate for residential development. To accompany the legislation, they published guidance on preparing and publishing brownfield land registers and a data standard on 28 July 2017.
- 1.2 For the purposes of the register, brownfield land is the same as the definition of previously developed land set out in Annex 2 of the National Planning Policy Framework (NPPF):

“Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or was last occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill, where provision for restoration has been made through development management procedures; land in built-up areas such as residential gardens, parks, recreation grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape”.
- 1.3 Local authorities are required to update the information relating to each entry and review the sites on their registers at least once a year, and are encouraged to conduct more frequent updates of the register where they wish to so do.
- 1.4 The register is made up of two parts, with Part 2 being a subset of Part 1. Part 1 comprises all brownfield sites that the council has assessed as appropriate for residential development and could include sites with or without planning permission. Part 2 identifies sites that the local authority has decided should be granted (planning) permission in principle (PiP) for residential development. PiP is an alternative route to obtaining planning permission which separates “in principle” matters, such as use and location, from technical details, which are left to be agreed later. The theory is that this will provide greater certainty earlier on in the planning process, making it easier for developers to commit resources to a scheme in the knowledge that the principle of development has already been established and they only need to agree the details.

2 Sites to be included on the Register

- 2.1 The register must include all parcels of brownfield land of at least 0.25 hectares in size, or capable of supporting at least 5 dwellings, that the council considers

to be suitable and available for residential development and that is considered achievable. Sites below these thresholds can also be included on the register at the discretion of the local authority.

- 2.2 Regulation 4 of the Brownfield Land Register Regulations 2017 states that sites on the brownfield register must be:
- **Suitable** for residential development (which includes any site which: has been allocated for housing in the Local Plan; has planning permission for housing; or is, in the opinion of the council, appropriate for housing having regard to any adverse impact on the natural or local built environment (including heritage assets), local amenity and any representations received).
 - **Available** for residential development, which means there is known landowner or developer interest, or the council considers there are no issues relating to ownership or other legal impediments that might prevent residential development.
 - **Achievable**, meaning that the council considers that residential development is likely to take place within 15 years of the entry date on the register.
- 2.3 The selection of sites to include in the register has been informed by ongoing housing land monitoring and is a sub-set of the sites identified in the Strategic Housing Land Availability Assessment (SHLAA), which was published in October 2018. In future years, it is intended that the Brownfield Register will continue to form a sub set of the SHLAA and the two reports will be updated in parallel.
- 2.4 As the sites to be included are only those that are considered to meet the criteria set out in Regulation 4, the council has decided to identify the following categories of brownfield land for the register:
- Sites that (as of 1st April 2018) have, or have previously had, planning permission for residential development for at least five dwellings¹;
 - Other sites without residential planning permission which have been identified as “suitable”, “available” and “achievable” in the SHLAA 2018.
- 2.5 For each site on the register, the minimum net number of dwellings that the site should support needs to be identified. For sites with a current or previous planning permission, this has been given as the number of homes approved as part of that permission. On sites without planning permission, the number stated is that published in the SHLAA. The capacity will be reviewed following the findings of any review of the SHLAA and any changes in density assumptions.
- 2.6 It should be recognised that the brownfield register only presents a partial picture of the total amount of brownfield land in Oldham. This is both because of the requirements to meet the criteria set out in Regulation 4 (for example, this excludes sites which may be suitable but where it is not known if the land is available) and because of the strict requirement to identify *only* brownfield land. Sites which include a mix of brownfield and greenfield land have not

¹ This does not include sites that are actively under construction or where construction has stalled as, following advice from a 2017 DCLG in response to a query from Wigan Council, these are not considered “available” for the purposes of the register.

been included on the register, unless there is only a very small amount of greenfield land within the site and it wouldn't be reasonable to exclude this. The SHLAA will continue to remain the comprehensive assessment of future housing land supply.

Part 2 of the Brownfield Land Register

- 2.7 It is important to note that no sites have been included on Part 2 of the register. Given the resources that would be required to grant PiP and the continued policy support to encourage brownfield development in any case, it is not proposed that the council progresses Part 2 of its brownfield register at this time.
- 2.8 It is also considered that, due to the limited scope of PiP, issues such as design quality cannot be as effectively managed as they would be through a conventional planning application. PiP for housing on a mixed use site may make it difficult to negotiate an appropriate balance of uses once a final scheme is being decided. It is better if such issues are considered as early in the design process as possible but the need to wait for technical details consent stage during a PiP application makes the process less effective. Whilst the council can refuse technical detail consent if an application does not meet quality standards, this would delay development and undermine the fundamental intention of the in principle process. PiP could also raise land values making otherwise sustainable sites unviable, as well as potentially compromising quality standards.
- 2.9 The decision not to progress Part 2 will, however, be kept under review. This is particularly the case given that the council may, in future, become obligated by the government to start granting PiP.

Strategic Environmental Assessment (SEA)

- 2.10 Government guidance notes it is possible that the Environmental Assessment of Plans and Programmes Regulations 2004 could apply, depending on the content of the brownfield register. However, it goes on to note that, given the nature of registers, the content of SEA is likely to be limited in scope and it may be appropriate to use assessments undertaken during the preparation of the Local Plan.

3 Options/Alternatives

- 3.1 Option 1 – Publish Part 1 of Oldham's Brownfield Land Register in line with the regulations.
- 3.2 Option 2 – Not publish an updated Brownfield Land Register as the 2018 SHLAA already contains all brownfield land considered suitable for housing development.

4 Preferred Option

- 4.1 Option 1 is the Preferred Option. The need to publish a Brownfield Land Register is set out in legislation but there is no current obligation to include sites on Part 2 of the Register. Option 2 would not be in line with the Regulations and would miss out on the opportunity to use the Brownfield Land Register as a promotional tool identifying development potential in the borough and to encourage development on previously developed land.

5 Consultation

- 5.1 Local authorities are not required to undertake consultation in relation to sites they propose to include only in Part 1 of the register. Regulation 5(6) does however allow authorities to carry out procedures (including consultation) as it sees fit, and must take into account any representations received within any period it specifies.

6 Financial Implications

- 6.1 The Register and accompanying site map will be published on Oldham Council's website. It will be in the form of a spreadsheet/csv file containing links to site plans (which can be viewed on the council's public mapping system) and web links to any planning history or other relevant information and an online map. It is not intended to provide hard copies of the register so there will be no printing costs.

Revenue / Capital Implications

- 6.2 There are no Revenue or Capital implications.

(Sophie Eade/Sadrul Alam)

7 Legal Services Comments

- 7.1 The duty to prepare, maintain and publish a Brownfield Land Register is contained in Regulation 3 of the Town and Country Planning (Brownfield Land Register) Regulations 2017, which is an executive function for the purposes of the Local Authorities (Functions and Responsibilities) (England) Regulations 2000. The Council must review and update as necessary the entries in the register at least once within each register year.
- 7.2 The Brownfield Land Register Regulations do not require the Council to include sites in Part 2 of the Register. The Council is only required to do so if it has decided to grant permission in principle pursuant to sections 58A and 59A of the Town & Country Planning Act 1990. The duty to enter land in Part 2 of the Register is not an executive function and cannot be undertaken by the Cabinet. (A Evans)

8. Cooperative Agenda

- 8.1 The purpose of producing a Brownfield Land Register is to provide an up to date, standardised public dataset about brownfield land that is suitable for

residential development. This complements the council's priorities and objectives under the Cooperative Agenda.

9 Human Resources Comments

9.1 N/A

10 Risk Assessments

10.1 No comments (Mark Stenson)

11 IT Implications

11.1 The register must provide links to site plans which are intended to be accessed on the council's public mapping system. This will need to be kept up to date as and when the register is reviewed.

12 Property Implications

12.1 The Brownfield Land Register will include sites in the Council's ownership which have been identified as surplus to the Council's requirements and being progressed through the approval process to market.

There may be merit in considering inclusion of sites in Council ownership in a Part 2 Register which have been identified as surplus as above. (Peter Wood)

13 Procurement Implications

13.1 None

14 Environmental and Health & Safety Implications

14.1 The Brownfield Land Register provides information on previously developed land which could be developed for housing. The development of this type of land is a national and local planning policy priority in relation to sustainable development.

15 Equality, community cohesion and crime implications

15.1 The Brownfield Land Register forms part of the Evidence Base for the Local Plan, which will be the borough's planning and development document and reflects community cohesion issues.

16 Equality Impact Assessment Completed?

16.1 No, however the Brownfield Land Register forms part of the Evidence Base for the Local Plan, which will be the borough's planning and development document and reflects community cohesion issues.

17 Key Decision

17.1 No

18 Background Papers

18.1 None

19 Appendices

Appendix One: Oldham's Brownfield Land Register 2018 (Excel spreadsheet)

Appendix Two: Brownfield Land Register site maps (6 maps)

DELETE IF CABINET DECISION	
Signed <u>Hannah Roberts</u> Cabinet Member [specify whom]	Dated <u>22 November 2018</u>
Signed <u>pp. Lehan</u> Deputy Chief Executive	Dated <u>20. November 2018</u>