

Unlocking Public Land for Housing Supply

**A Town and Country Planning Association report
Supported by the Joseph Rowntree Foundation
and prepared with Entec UK**

TCPA

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Entec

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Acknowledgements and Project Team

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The Town and Country Planning Association (TCPA) is an independent charity working to improve the art and science of town and country planning. The TCPA puts social justice and the environment at the heart of policy debate and inspires government, industry and campaigners to take a fresh perspective on major issues, including planning policy, housing, regeneration and climate change.

The TCPA's objectives are:

- To secure a decent, well-designed home for everyone, in a human-scale environment combining the best features of town and country.
- To empower people and communities to influence decisions that affect them.
- To improve the planning system in accordance with the principles of sustainable development.

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Foreword

I am delighted to present the Town and Country Planning Association's report *Unlocking Public Land for Housing Supply*.

The TCPA has produced a range of work investigating how to provide – in an environmentally sustainable way – an increased number of homes to meet growing social and economic needs.

Its paper *A Programme for Sustainable Communities*, published in 2001, was followed by the Government's own Sustainable Communities Plan, and in turn the Association bent its efforts even harder towards advancing sustainability in new development. Two sustainable communities guides were produced, highlighting built examples of how to realise sustainability in new development: *Biodiversity by Design*, in 2004, and *Sustainable Energy by Design*, early in 2006.

But debates about the quantity of housing and other development will continue, and it is important to understand the extent of the need for housing with which we as a society are faced over the coming years. The Joseph Rowntree Foundation has been a stalwart supporter of independent research and best practice in this field, and with its support the TCPA was able to publish *Home Truths* in 2002, setting out the evidence of the need for more homes. Most recently, the Joseph Rowntree Foundation supported the research report by Dr Alan Holmans and Professor Christine Whitehead, *More Households To Be Housed* (published as a TCPA Tomorrow Series paper in October 2006), providing up-to-date housing projections vital for planning purposes.

This report takes us a further step forward. In disseminating the *Home Truths* report to leaders of local authorities in England and to other stakeholders, it became clear that more work needed to be done on how to release public land to support new housing development.

I am immensely grateful to the Joseph Rowntree Foundation for its generous support for this study and to the many stakeholders in the public and private sectors who have fed into our work. An important part of the credit must also go to Entec, whom the TCPA contracted to support the work of the project.

Gideon Amos MA RIBA MRTPI
Chief Executive, TCPA

Executive Summary

'England urgently needs more homes.' This headline is becoming increasingly familiar. Evidence from the Census and the TCPA report *More Households To Be Housed* shows that 212,000 additional households are being formed in England each year, with more than this number of new homes being needed per year if the backlog of under-supply is to be tackled. These new homes should be well designed, affordable and sustainably constructed, and must form part of well-planned urban and rural communities. Housing affordability is a problem for households on average incomes in locations within every region of the country.

Pressure on the supply of land, particularly in areas of high demand, is substantial and growing. But with 4,600 hectares registered as surplus public sector land, there is a major opportunity to bring forward key publicly-owned sites to help meet housing need. This was acknowledged in the Chancellor of the Exchequer's latest Budget, when he announced that more public sector land should be released to deliver 100,000 new homes. This welcome announcement highlights the need both for a better understanding of the reasons why such land has not come forward for development to date, and for more effective systems to deliver the target. The majority of existing research discusses the general constraints on bringing previously-developed ('brownfield') land back into use, focusing on land in private ownership and the technical issues surrounding assembly processes – rather than the problems associated with the development of land in public ownership, land which frequently includes greenfield elements.

In 2005 the TCPA devised this project, which won generous support from the Joseph Rowntree Foundation, to better understand the type, amount and location of publicly-owned land that could potentially be used to boost the supply of housing. The project sought first, through a literature review, to identify gaps in current information and make recommendations on how this could be improved. Secondly, the project aimed to identify the work required to bring such sites into use, looking at constraints and opportunities on a case study basis.

While this study was conducted the study during 2005-06 English Partnerships (EP) continued to make progress towards a National Brownfield Strategy, having launched that initiative in 2003. The November 2006 publication by EP of two important documents is the culmination of much of its work to date. The *Brownfield Guide* is a comprehensive manual about issues, good practice and the process of identifying opportunities and converting them into appropriate site re-use. It explores and explains the land databases; the lessons to be learnt so far from Brownfield Land Action Plans; the barriers to be overcome; and case study experiences that lend weight to recommendations. The *Brownfield Guide* is reassuring, as it echoes many of the findings and conclusions drawn from the case studies and the review of the databases. The companion document from EP is a discussion paper for yet further stakeholder consultations, looking at the policy context and rationale for a strategy. The intention is for EP to make recommendations to the Government in 2007. While the reasoning and draft recommendations are all very sound, the absence of a strategy remains notable. All parties are now very clear on the need and the opportunity; what is surely required after such conclusive work is strong direction and commitment.

At the national level, the study identified a variety of databases that categorise land – primarily the National Land Use Database and EP's Register of Surplus Public Sector Land. These databases have helped to provide general information about the location and condition of land. However, if they are to advance the objective of releasing public sector land for housing and related development, they need to look beyond accumulating data on brownfield sites, and begin to indicate the potential that can be realised through redevelopment on a site-by-site basis.

Recommendation 1:

The National Land Use Database and English Partnerships' Register of Surplus Public Sector Land should be consolidated to provide comprehensive information in relation to both greenfield and

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brownfield land, including an indication of development potential on a site-by-site basis. The new register should be made publicly and widely available to stakeholders.

Recommendation 2:

The in-depth and very sound work undertaken over the last three years by English Partnerships and stakeholders needs to be widely applied to make fullest use of the available opportunities. A national strategy should be finalised soon, consistent with the Government's priorities for greenfield and brownfield development, which focuses on re-using surplus public sector land that provides the greatest opportunity to meet Government housing and Sustainable Communities objectives. The strategy would help to ensure consistency of purpose and method, and should set out actions to be taken at a regional and sub-regional level and promote good practice at the project delivery level.

Recommendation 3:

A motivational and ambitious National Brownfield Strategy should be issued and implemented without further delay, supported by a good practice programme disseminating methods and tools to assist in its delivery. This programme should use the EP good practice guide that draws together important lessons from case studies for practitioners. The guide should be disseminated as widely as possible at a project planning and implementation level.

Recommendation 4:

Key good practice lessons emerging from case studies of projects to release public sector land should be included in the dissemination of any good practice guidance. The following key lessons in overcoming existing barriers that prevent or slow down the redevelopment of public sector land emerged from this project's case studies:

- i)* Land assembly and Compulsory Purchase Order work must be supported with proper funding and expertise, and must be taken on with enthusiasm. Capacity-building in this area within public bodies is needed to ensure that they become smarter, more strategic and empowered to take a lead role in enabling development.
- ii)* Stakeholders must give early attention to infrastructure and land quality issues so that the basic problems and liabilities associated with particular sites are understood early on in the redevelopment process. Failure to do so can result

in costly surprises later on in a development project.

- iii)* Strong, effective and durable leadership is needed from a key player in the public body or agency concerned, so as to create stakeholder confidence, political will, shared objectives and motivation. Leadership must engage stakeholders and harness public and private expertise to make progress and deliver effectively.
- iv)* Stakeholders need to be managed effectively so that their actions can be co-ordinated and the project programme delivered successfully, with flexibility and transparency.
- v)* Inter-agency and cross-departmental collaboration should be enhanced so that changes within long-term projects (for example, changes to corporate policies and priorities) are planned for at the outset. Project leadership for bringing forward public sector land for development should be put in the hands of the most durable agency in the project team.
- vi)* Projects need a vision and a clear set of objectives that are communicated well and early on in the redevelopment process. The vision must be durable, realistic and kept up-to-date, to make sure that all parties remain committed and stay true to the agreed course.
- vii)* The local community and key stakeholders must be involved in the early stages of a project's planning and development. This involvement must be supported by effective communication procedures.
- viii)* The project must be marketed and promoted effectively. Well-conducted and adequately-funded planning, technical and marketing work on surplus sites can inject confidence, reduce risk and therefore increase funding available from development bidders.

Recommendation 5:

To address lesson *v)* above (cross-departmental collaboration and leadership), a cross-departmental Government committee, supported by the Department for Communities and Local Government/English Partnerships (or any new agency emerging from Government review), should be established and given a range of land release targets for differing land uses and greater 'search and acquire' authority (particularly in areas of high housing demand). It should identify potentially surplus public sector land, review its operational necessity, and acquire appropriate sites from public sector bodies with the aim of using this asset (i.e. the land value) to provide, for example, rent-free or low-rent shared-equity housing.

1 Background: Meeting Housing Need with Housing Supply

The single biggest factor among the causes behind the increase in households in the UK is a change in the age structure of the population. As the TCPA's report *Housing the Next Generation*¹ made clear, age-related factors include both greater longevity and changes in age structure (people reaching adulthood exceeding the number that die).

While the challenge of meeting this need will always be a daunting one, *'the result of failing to act on the projections will be misery'*, as Sir Peter Hall noted in his recent paper *The Land Fetish*.² Sir Peter argued that the *'critical question becomes one of where the new housing should be built'*.

In 2005 the Government recognised the need to provide significantly more homes and announced its objective to increase the output of new homes to 200,000 per year by 2016. The move followed calls for action from, among others, the Campaign for More and Better Homes – a coalition involving the Joseph Rowntree Foundation, the TCPA, Unison, Shelter and the Confederation of British Industry, formed closely after the coming together of a range of housing and planning groups in support of the TCPA's publication *Home Truths: Setting Out the Evidence of the Need for More New Homes*.³ In researching, preparing and disseminating this report, it became evident (not least through a series of one-to-one meetings with major local authorities in England) that more should be done to release public sector land for housing if efforts to convince all sectors of the need to deliver homes were to be effective.

It was clear that there was need, first, for a better understanding of the type, amount and location of

land in general that could potentially be used for housing, but particularly land held by the public sector; and secondly for a better understanding of the ways in which it could be brought forward for development. This study examines these needs and suggests some ways of meeting them. Case studies were examined as part of the work of this project.

In addition to setting targets to deliver housing totals, the Government is also putting in place measures to make planning more responsive to demand for housing where it arises – a step-change in housing supply is called for.⁴ The Government has also identified, in the Sustainable Communities Plan, nine Housing Market Renewal areas, in order to tackle the problem of low demand for housing in selected parts of the North and the Midlands, as well as five Growth Areas,⁵ mainly in the South East of England. But planning reforms apply beyond these areas, in recognition that the need for homes is not confined to these locations alone. Many of the Sustainable Communities Plan Growth Areas encompass significant public sector land holdings, and it is inevitable that providing sufficient homes will require increased land release from public sector owners. Indeed, studies produced by the Office of the Deputy Prime Minister (ODPM) make clear that *'of the 67,000 ha of brownfield land in England, one third is 'publicly owned' by a local authority or other body'*.⁶

This study was therefore established, with the support of the Joseph Rowntree Foundation, to investigate how current initiatives to release public sector land for housing could be taken further forward by the Government and related agencies and players in the development process.

2 Key Elements in the Supply of Land for Housing: Existing Initiatives

Increasing the supply of housing land is fundamental to meeting everyone's entitlement to a decent home. The Government will fail to accelerate the provision of housing as outlined in the Sustainable Communities Plan if sufficient land does not come forward.

2.1 **Brownfield Land Targets and the National Brownfield Strategy**

In November 2003, English Partnerships (EP), the national regeneration agency, published *Towards a National Brownfield Strategy*,⁷ which assessed the state of England's brownfield land supply. The study highlighted that there is huge potential to recycle brownfield land to meet Government housing growth targets, while reducing the pressure to develop on our countryside. Realising the potential contribution that brownfield land could make to meeting the demand for housing, the Government has set (and in every region met and exceeded) a target that at least 60 per cent of new housing development should take place on brownfield land. Generally, brownfield land is land that has been previously developed.

EP reported in October 2005⁸ that 'there is currently a total of 64,130 hectares of land in England that is unused (NLUD 2004), of this, 58 per cent is derelict and/or vacant land and buildings, potentially available for redevelopment'.

More recently, the Government reported that according to the National Land Use Database 63,500 hectares of previously-developed land remained unused in 2005. This land may not always warrant the expenditure required to bring it into use – for example, there are remote sites in the South West of England that fall into this category. Nevertheless, the majority of sites have the potential to be redeveloped.

EP has been working in partnership with the ODPM, and now the Department for Communities and Local Government (DCLG), to develop a National Brownfield Strategy. The aim of the strategy is to take a proactive approach to tackling the legacy of derelict land in England. EP has been analysing the future processes and policies needed to bring these sites forward for development. At the regional level this has meant the production of Regional Brownfield Action Plans to help speed up the delivery of development. The pilot action plans are well advanced in six of the nine regions of England. EP hopes that these action plans will propose methods of making better use of previously-developed land to help deliver, in turn, regional housing and economic strategies. At the local level practical approaches have been taken in 14 local authority areas. These 14 pilot projects will result in practical conclusions for bringing brownfield land back into use.

The product of this in-depth and systematic work by EP and many stakeholders was the publication in December 2006 of two documents: *The Brownfield Guide*; and a discussion paper on *Policy Issues and Outline Proposals*.⁹ The former is a comprehensive 'workshop manual' about recent work on policy definition, databases, and research about opportunities and constraints, together with some important case studies. The latter document is intended to support further consultations and future recommendations to the Government about a National Brownfield Strategy. The timing was significant, roughly coinciding with the publication of PPS3, with which there is a strong and helpful overlap.

This work is also supported by a project that aims to bring forward 96 surplus National Health Service sites for housing, following a deal between the Department of Health and the ODPM. The redevelopment of these sites is being led by EP. Between them, they have the

potential to deliver up to 14,000 new homes nationally – 75 per cent of these sites are brownfield land; ten of the 96 sites are within the Growth Areas.

2.2 Planning Guidance and Strategic Environmental Assessment

The importance of developing previously-developed (i.e. brownfield) land is prioritised throughout

Government policy. PPS3: *Housing*¹⁰ states (p. 13) that ‘The priority for development should be previously developed land, in particular vacant and derelict sites and buildings.’ It calls on local authorities to develop targets for the re-use of previously-developed land that take account of the national target that at least 60 per cent of new housing should be provided on such land. Previously, PPG3: *Housing* recommended that local authorities should undertake urban capacity

Figure 1 Strategies for Previously-Developed Land Re-Use and Strategic Housing Land Availability Assessments

The Role of Strategies for Previously-Developed Land Re-Use

- PPS3: *Housing* sets the requirement for local planning authorities or a group of local authorities at a sub-regional level to produce a Strategic Housing Land Availability Assessment. In essence these replace the current urban capacity studies. There is an annex to PPS3 on producing these studies, and good practice guidance is to be published
- PPS3 also sets an expectation of local strategies for identifying opportunities, guiding allocations and actively bringing previously-developed land into housing use. Attention is drawn to the significant contribution the re-use of surplus public sector land can make
- Local Development Documents should include a local previously-developed land target and trajectory
- At the regional level, Regional Spatial Strategies should set a target for the proportion of housing development that will be on previously-developed land over the plan period. The regional target should contribute towards meeting the national target, taking into account evidence from Strategic Housing Land Availability Assessments and sustainability appraisals

Source: PPS3: *Housing*

LOCAL AUTHORITY/SUB REGIONAL LEVEL

STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT (HLA)

To replace urban capacity studies

Potential for NLUD and EP Register to contribute in site identification

LOCAL PREVIOUSLY-DEVELOPED LAND RE-USE STRATEGY

Strategy to identify and deliver sites in line with the HLA

LOCAL DEVELOPMENT FRAMEWORK

Effective Use of Land

‘The national annual target is that at least 60 per cent of new housing should be provided on previously developed land. This includes land and buildings that are vacant or derelict as well as land that is currently in use but which has potential for re-development.’

‘In developing their previously-developed land strategies, Local Planning Authorities should consider a range of incentives or interventions that could help to ensure that previously developed land is developed... This should include:

- Planning to address obstacles to the development of vacant and derelict sites and buildings, for example, use of compulsory purchase powers where that would help resolve land ownership or assembly issues.
- Considering whether sites currently allocated for industrial or commercial use could be more appropriately re-allocated for housing development.
- Encouraging innovative housing schemes that make effective use of public sector previously-developed land.’

Source: Extracts from PPS3: *Housing*, (from paras 41 and 44)

Draft PPS3 urged LPAs to work with key stakeholders, such as relevant public sector agencies and private sector partners, to bring forward sites for development.

studies to establish how much additional housing could be accommodated within urban areas; local authorities were then advised to follow the sequential approach for searching and allocating sites for additional housing – in other words, to consider first the brownfield sites in urban areas, followed by potential urban extensions, and finally sites around transport nodes. However, PPS3 emphasises, instead, the need for individual strategies for local areas (including Local Brownfield Strategies) based on evidence from Strategic Housing Market and Land Availability Assessments and each subject to Sustainability Appraisal. It is hoped this approach will improve on PPG3 sequential-type tests, which could preclude highly-sustainable brownfield sites from being developed if they were not in town centre locations.

The increasing requirement for Environmental Assessment of sites is important to note here. European Directive (2001/42/EC), as translated into UK law, requires a Strategic Environmental Assessment (SEA) of all plans (Regional Spatial Strategies and Development Plan Documents included) commenced or adopted on or after 21 July 2006. It could be argued that SEA is a more rigorous and appropriate approach to the development of plans and strategies than sequential testing, which can rule out sites that, although falling at the end of the sequence, are actually appropriate for development for wider sustainability reasons. SEA can be expected (if it is further developed as expected in line with the Government's Sustainability Appraisal approach) to deal better with the minority of sites (including greenfield sites) which, although lying towards the end of the 'sequence' for development, nonetheless present the most sustainable development option in the round.

In this connection, it is worth noting that sites that are currently brownfield could have a major part to play in climate change adaptation strategies. Because of the urban heat island effect, by the middle of the century maximum city centre temperatures could be more than 5°C higher than they are today. Green cover will be an important factor in future adaptation strategies, helping to reduce the impacts of rising

temperatures, heavy rainfall and the pressures on biodiversity.

2.3 Greenfield Sites – Part of the Portfolio

The Final Report of the Barker Review of Housing Supply,¹¹ published in March 2004, identified a range of key barriers that make it difficult to bring brownfield land forward for development.¹² The processes involved are often made difficult through the high costs associated with decontamination and remediation of land, which make many brownfield sites less viable to develop. There is the risk that in such cases landowners will choose to hold onto land in the hope that prices will eventually rise and the market value of the site will increase. The National Land Use Database was developed by EP in part to investigate the extent of this problem.

The Barker Report notes the comparative ease with which much greenfield land can be developed (although occasionally the converse is the case where extensive infrastructure is required support to greenfield sites). Brownfield land, as noted above, often presents developers and local authorities with problems of land assembly and decontamination and remediation. Given that Government targets include the development of both greenfield and brownfield land for housing, the priority must be to ensure the most sustainable outcomes in both circumstances. The fact that land may be publicly owned, in both greenfield and brownfield cases, provides assistance to public bodies aiming to bring forward housing development and/or supporting infrastructure. Therefore, in both brownfield and greenfield cases the public ownership of land is an important factor.

This report therefore acknowledges the contribution that can be made to meeting housing need by the sustainable development of both publicly-owned greenfield and publicly-owned brownfield sites. Given that the most significant quantity of sites among publicly-owned land coming forward for release are brownfield, this report now considers specific action that can be taken on brownfield land in public ownership.

3 Bringing Sites Forward for Development

The Barker Review of Housing Supply highlighted the opportunities and constraints in bringing brownfield land forward for development. These lessons are equally applicable to publicly-owned land.

3.1 Ownership Issues

The Final Report of the Barker Review¹³ provided a helpful classification and discussion of the main factors and issues in bringing forward sites for development, starting with land ownership. Sites in fragmented or multiple ownerships are clearly problematic. Work by Adams *et al.*¹⁴ expands on this, finding that of 80 sites studied in four cities, over 60 had significant constraints owing to ownership issues. Most commentators move on quickly to Compulsory Purchase Orders (CPOs) and betterment issues. From what is documented, it is not clear whether the real problem is actually the land assembly task, or poorly applied remediation. The Urban Task Force¹⁵ identified four main CPO issues: bureaucracy; adequacy of the process; competence and skills; and compensation levels. It was clear that land assembly should figure prominently in this project's case studies.

3.2 Physical Constraints

The Barker Report identified as significant some legacy issues such as contamination and so-called on-site logistics – for example residual infrastructure. Factors such as the site shape and configuration, topography, size, drainage and flood risk are also relevant. Syms¹⁶ helpfully identified some reasons for developer reluctance: fear of the unknown; regulatory controls; escalating costs; stigma; and potential delays. There is no question that these issues are important, but a sense of proportion is required. Huge progress has been made technically, legally and administratively in dealing with contaminated land. The question for the case studies was whether there

were failings of knowledge, management or funding in addressing these issues.

3.3 Development Economics

The Barker Report also recognised that high existing or alternative use values may prevent land coming forward for re-use; and that the location of brownfield land may not be consistent with housing demand patterns. These broad issues translate, for case study purposes, as the viability of projects. Is there evidence that non-housing use is more valuable, so denying a re-use opportunity? Has the overall viability, including potential intervention funding, been a significant feature of project delivery?

3.4 Planning Policy

Information in this field is rather obscured by advocacy publications from particular interested parties to the development process. Such opinions relate to issues such as planning gain, the need for advance infrastructure, better skills and leadership. The underlying message for the case studies was to explore the effects of local planning policies and the role played in promoting and delivering projects, and whether plans and policies help or hinder site re-use.

These issues capture much of the commentary on brownfield land redevelopment. There is, however, comparatively very limited information on redeveloping public sector land.

3.5 Redeveloping Public Sector Land

In addition to the Treasury's calls to use public land for housing, there have been a variety of initiatives that have explored this potential. The pilot Brownfield Land Action Plan prepared by Entec for the East of England Development Agency, for example,

recommended that all public sector authorities and agencies should more positively identify and take forward surplus brownfield sites for development. English Partnerships has a central role, working closely with public sector bodies to maximise the potential of previously-developed land and property through its Strategic Joint Ventures initiative. This *'aims to bring together the skills and expertise of English Partnerships with those of other public sector bodies, including local authorities and Regional Development Agencies (RDAs) who are key to local delivery'*.¹⁷ Meanwhile EP has raised awareness of the potential of public land for development by creating a Register of Surplus Public Sector Land, and Government Departments and

public bodies are committed to releasing sites for development, particularly in the Growth Areas.

Nevertheless, much of the work to date on constraints and opportunities is based on generic subjects such as Compulsory Purchase Orders and land assembly processes; and while there are initiatives aimed at redeveloping public land, there is undoubtedly a backlog of land in the ownership of the public sector that could contribute to the provision of land for housing. To understand more about this land in public ownership and to assess the constraints and opportunities for bringing this land into use, a practical investigation is required.

4

Outline of the Study Methodology

4.1 Objectives of the Study

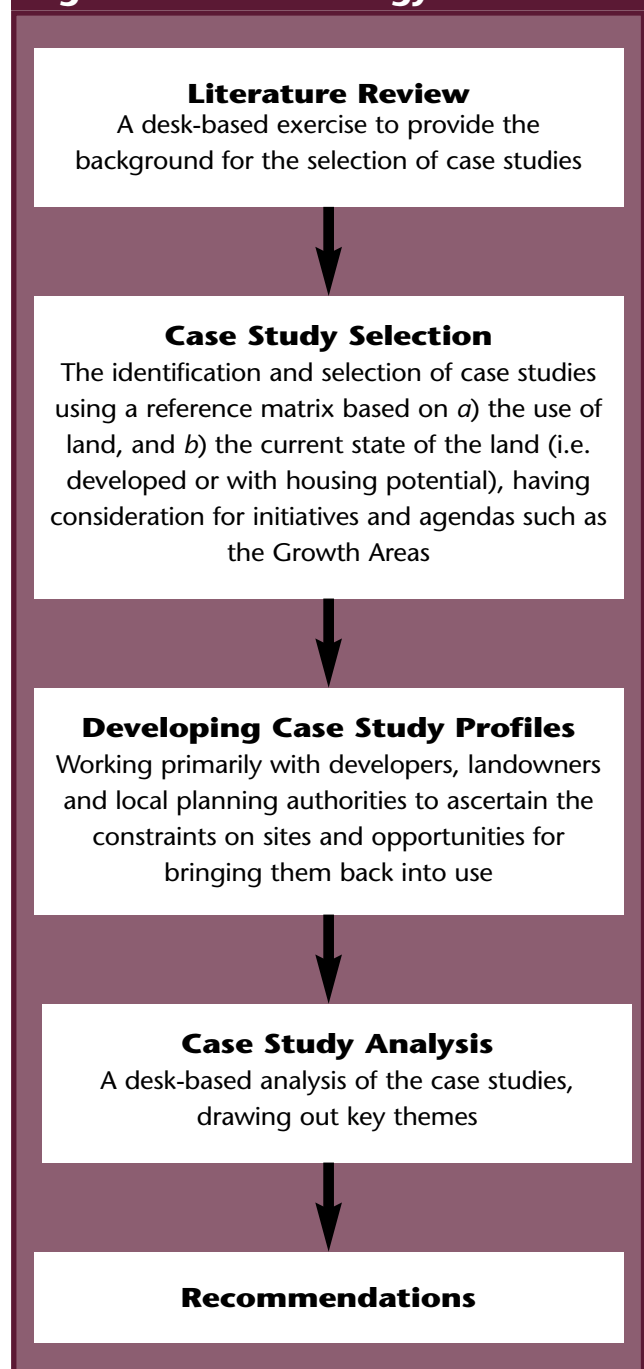
The project had two key objectives. The first was to address the need for a better understanding of the type, amount and location of land that could potentially be used to boost the supply of housing, particularly land held in public sector ownership and in priority locations. The project therefore sought to identify gaps in current information and make recommendations on how this could be improved.

Secondly, the project aimed to identify the work required to bring these sites into use by looking at constraints and opportunities on a case study basis. In particular, the study sought to identify means to assist public bodies in bringing land forward, and to identify to what extent this could help satisfy the demand for housing.

4.2 Method

Figure 2 illustrates the methodology adopted. Further details can be found in Appendix 1.

Figure 2 Methodology





Sourcing Information on Public Land Opportunities

This section critically reviews the information that is currently available to practitioners on public land – for example information on its condition, type, amount and location. The review is based on a literature review of four key databases: the National Land Use Database (NLUD), the Register of Surplus Public Sector Land, the National Asset Register, and urban capacity studies. A detailed literature review of these databases can be found in Appendix 2. Table 1 gives a general background to each source of information.

5.1 Management of Information

English Partnerships works on NLUD in partnership with the Department for Communities and Local Government, Ordnance Survey, and the Improvement and Development Agency, and administers and manages the Register of Surplus Public Sector Land on behalf of the DCLG and in collaboration with other Government Departments, their sponsored bodies and other public sector organisations. EP is

responsible for data collection for both databases. The National Asset Register, in contrast, is managed by HM Treasury, and the urban capacity studies are prepared by local planning authorities.¹⁸

While EP oversees two important databases, it does not manage nor oversee all the information available on public land. This is partly because the databases have evolved to suit the demands of the time, and because there is a lack of co-operative working and communication to share datasets. Being the national regeneration agency, one could reasonably expect EP to have a greater role in the collection and management of all information. This would help to improve the quality, reliability and accessibility of information, as discussed below.

5.2 Accessibility of Information

Given that the databases are managed in different ways, access to them varies. NLUD, for example, is

Table 1 Four Key Databases

	Date established	Purpose
NLUD	Established in 1998. Initiated by the Government and announced in the <i>Planning for the Communities of the Future</i> policy statement	To monitor the previously-developed land supply and the nature and rate of re-use
Register of Surplus Public Sector Land	Established in 2003. Regular updates issued providing sample information	To assist in marketing surplus publicly-owned sites
National Asset Register	First published by the Government in 1997. The most recent Register is dated 2001	To help enable more informed decision-making about the holding, acquisition and disposal of the UK's assets
Urban capacity studies	A requirement of PPG3, published in 2000	To give a local record of, and priority to, re-using previously-developed land within urban areas

publicly available on the internet.¹⁹ While EP's Register of Surplus Public Sector Land is web-based and interactive, it is currently only available to Government Departments, their sponsored bodies and associated public sector agencies such as National Health Service Trusts. It is not accessible to the public. However, every three months EP does publish site details which include the name of the local authority, the originating body and a description of the surplus site. The National Asset Register 2001 is available on the internet, while urban capacity studies are recorded and held by local authorities individually, and are available through various means but increasingly downloadable from council websites.

To help us to better understand the form, quantity and location of public land that is available for redevelopment, there is a need for better access to the databases that record these details. At the moment, access to this information relies on the stakeholder having the appropriate knowledge or contacts. Information on publicly-owned land should be available to all stakeholders, as a key tool in their daily work. EP is currently undertaking a pilot study to explore the potential of making the Register of Surplus Public Sector Land available to local authorities. This approach should be encouraged.

5.3 Quantity and Quality of Information

There is a need for greater consistency and completeness of information.

5.3.1 Data Collection

Data-gathering is not compulsory. NLUD, for example, is dependent on local authorities having the diligence and resources to (promptly) submit annual returns to EP on previously-developed land. At the time of writing, only 40 public bodies had contributed to the Register of Surplus Public Sector Land. This means that databases are not complete, and, as in the case of the National Asset Register, out of date (the most up-to-date National Asset Register is from 2001). This obviously brings into question the reliability and usefulness of the information.

EP is understood to be considering a roll-out of the Register of Surplus Public Sector Land to include local authorities.

5.3.2 Type and Consistency of Data Recorded

Databases have been established at different times and for different purposes. Together with the inconsistent methods of data collection, the quality and quantity of the data held must be questioned.

As shown in Table 1, the databases have different purposes. The information recorded is therefore tailored to need. The purpose of NLUD, for example, is to monitor the previously-developed land supply and the nature and rate of re-use. The database therefore usefully records derelict/vacant land and buildings and for each site holds data under a total of 31 categories, including site area, land type, site ownership details and suitable use. The Register of Surplus Public Sector Land was set up to assist in marketing surplus publicly-owned sites, and consequently the information on site location is more detailed than that held on NLUD, and descriptive comments are given on the planning and market status of the land.

The information recorded may certainly be satisfying the original requirements of the databases. However, to help meet Government targets to use public sector land to deliver 100,000 new homes, this information needs to be more robust and consistent. Information could be better collated so that a prospective developer does not have to search and cross-reference more than one database to obtain information on a potential development site.

5.4 Monitoring of Information

The databases lack the support of a monitoring system to assess their effectiveness in helping to meet the demand for housing and in helping to bring forward public land for redevelopment. A monitoring system should be developed to achieve these objectives.

There is evidently a need to improve the consistency and completeness of the information and to ask what the purpose of the EP Register and NLUD actually is: is it about statistics to help land use planning; or is it to inform and identify opportunities? At present, there is little in either for the latter purpose. Consolidation of the two databases and open access to and promotion of the information would assist the process of bringing forward surplus sites for development.

6

Findings from the Case Studies

The case studies analysed (see Appendix 4), which represented public sector sites across the country at different stages of the redevelopment process, revealed a number of important lessons at the project delivery level for bringing public sector land back into use. These are discussed in turn below.

6.1 Visioning

The redevelopment of public sector land requires a vision and a clear set of objectives early on in the redevelopment process. The goals for redeveloping the Lawley development site in Telford, for example, were set early on and helped to facilitate a high level of commitment from stakeholders to delivery.

Case Study

The expansion of Lawley will meet the increasing demand for new housing by creating a sustainable community with a clear character and sense of place. It will establish a safe, healthy and inclusive environment that will meet the needs of existing and future generations. A series of walkable neighbourhoods will have a flexible range and choice of dwellings, work, retail and leisure facilities that respect the surrounding landscape and reflect the best local examples of buildings and space. Lawley Drive will be transformed from a through-route to a boulevard that will enhance Lawley as a gateway to both Telford and Ironbridge and continue a reduction in the current impact of traffic in the area. The new street pattern will incorporate a well-connected network of streets with a better provision of public transport and will connect with cycle routes, footpaths, and bridleways that will offer greater choice of movement.

Lawley Project Team, English Partnerships (2005) *Lawley: Looking to the Future*. 'The Vision'
<http://www.lawley.info/index.htm>

Failure to do this can mean that the project's objectives are poorly communicated and therefore the commitment from stakeholders is less than if everyone had signed up to the project and its output from the beginning.

6.2 Leadership

Often associated with a clear vision is the need for leadership to drive the redevelopment programme. This allows stakeholders to sign up to the same agenda and become fully engaged in the project. When leadership is lacking, the redevelopment process is at a greater risk of delay, as protracted discussions and negotiations take place at irregular intervals. Any delay means that housing supply is delayed. Poor communication and a lack of leadership can also mean that the local community and interest groups are not engaged in the redevelopment process from the beginning. This can lead to protracted consultation events much later in the development process. This in turn can lead to work being 'back-tracked' on. Among the case studies, the redevelopment of the Craylands/Fryerns site demonstrates what can be achieved if a project has an appropriate leader responsible for delivery. English Partnerships was able to bring a higher level of expertise and resources to the project and, as the project leader, could manage the project and mobilise resources in a way that the local authority could not have done.

The Luneside East case study demonstrates the benefits of leadership of a different form, wherein various stakeholders lead on different aspects of the project. In this case Lancaster City Council acted as the promoter, producer of the planning brief, and land assembler; the Northwest Development Agency (NWDA) acted as the funder of investigations and

other studies; and EP acted as a funder, enabler and provider of regeneration experience.

Ian Whittaker, NWDA Area Manager for Lancashire, said: *'The NWDA has been working closely with our partners on this important project for Lancaster and we are pleased to be contributing to it.'*

English Partnerships (2005) 'A major step forward for redevelopment of Luneside East'. Press release, 16 November 2005

This local leadership meant that national and regional resources could be brought to the project.

6.3 Stakeholder Management

In addition to effective leadership, the Royal Military Academy (RMA) case study in Woolwich demonstrates the importance of stakeholder management and engagement. London Borough of Greenwich Council and English Heritage adopted a collaborative approach which meant that they could help bidders to understand the conservation opportunities and constraints and what this would mean in practical and risk terms. Defence Estates also committed itself to extensive, proactive stakeholder engagement early on in the redevelopment process. It made every effort to engage with the local planning authority, arranging visits for officers and members so that they could see and understand the planning and conservation issues at first hand.

This effective management of stakeholders, early on in the redevelopment process, meant that disappointment and abortive time could be avoided later on. Had this approach been taken for all projects, problems of unexpected changes to corporate policies and priorities could have been avoided.

6.4 Inter-Agency Collaboration and Consistency of Purpose

As with those projects that ran successfully because of effective leadership, those projects where stakeholders collaborated and communicated the key purpose of the project throughout the redevelopment process were better delivered. The Lawley case study in Telford is a very good example of where clear and ambitious development objectives were set out early on. Consistency in communications meant that

stakeholders did not lose sight of these objectives; the site was actively marketed and a collaborative design process helped to carry the objectives forward.

As mentioned above, the RMA site has important lessons for effective stakeholder management, but it also offers lessons on inter-agency collaboration. The high-level relationship between Defence Estates and English Heritage helped to guide relationships at the local level, primarily with local authority officers and members. This collaboration between agents meant that the redevelopment process was transparent and rigorous, with information well documented and communicated.

6.5 Availability of Information

Many sites in public sector ownership have remained undeveloped because developers and other stakeholders have not been aware of the potential to redevelop the site in the first place. The poor availability of information, as discussed in Section 5.2 above, means that information on public sector sites is not readily available, nor is it used as a reliable source in seeking out redevelopment opportunities. Furthermore, while schemes such as EP's Hospital Sites Programme²⁰ have taken a proactive approach to redeveloping public sector sites, this approach is not sufficiently widespread to be contributing to the urgent need to redevelop such land for housing.

It is evident from our research that where vacant sites are poorly advertised, the redevelopment opportunities go unnoticed. This is particularly the case for sites where the market does not readily bring them forward for redevelopment and where a potential developer may need more convincing about the site's potential than relying solely on market signals.

6.6 Marketing and Promotion of Re-Use Opportunities

The benefit of getting information up-front and working proactively has been demonstrated at the South Shirebrook site. Developer interest in redeveloping the former colliery site was limited, but EP and others put great emphasis on advertising the regeneration benefits of the site and demonstrating that the plan was part of an integrated regeneration package

within the wider area and sub-region. This meant that the investment opportunity was maximised and the market fully tested.

'It is vital that the coalfield regeneration projects seek to achieve wider outcomes. It means taking the sites and looking at them in their wider context.'

Rob Pearson, National Coalfields Programme, English Partnerships (2001) *EP News*

Marketing and promoting re-use opportunities clearly helps to speed up disposals and achieve better values. On the Staff College site in Bracknell, this was achieved through EP. Believing that the land could be used more efficiently, EP promoted the site's redevelopment opportunities through a competition, seeking a developer that could design a scheme for a greater density of units compared with that originally granted permission in an outline planning consent.

Redevelopment of the South Shirebrook site was improved once perceptions were changed and the site was marketed differently.

6.7 Land Assembly

Perhaps one of the most difficult and yet most common constraints concerns land assembly. Many sites require Compulsory Purchase Orders (CPOs) to provide access or to fulfill related planning policies and thus to facilitate redevelopment generally. Developers often see this as difficult and costly. Land can sit undeveloped for some time unless stakeholders are prepared to share the initial risks of compulsory purchase. The case studies highlighted several problems with the current system of compulsory purchase. In the case of Bede Island North, protracted discussions over compulsory purchase meant that the site was only ready for redevelopment five years after it received City Challenge²¹ approval. Piecemeal ownership of the Luneside East site in Lancaster meant that land assembly, led by the City Council, was time consuming, with CPO action culminating in a public inquiry in February 2006 and confirmation of the Order from the Secretary of State in June 2006.

Case Study

Lancaster City Council supported its land assembly with a Compulsory Purchase Order. Compulsory purchase of the land is required to facilitate the redevelopment of Luneside East into a high-quality, mixed-use scheme. To achieve this, the site needs to be redeveloped comprehensively. This comprehensive approach is particularly important so that local residents and potential investors can be confident in the scheme. A public inquiry into the CPO was held in February 2006, and the Council received a decision from the Secretary of State confirming the CPO in full in June 2006.

CPOs should be used as a positive tool to assist the regeneration process, and further work is required to make this possible.

6.8 Infrastructure and Land Quality

Infrastructure and land quality issues are often the two most common factors that endanger the successful redevelopment of land. In the case of the former Renny Lodge Hospital site, it was the provision of a link road (as well as wranglings over a legal agreement) that delayed the redevelopment of the northern site. In other cases when infrastructure and land quality issues emerge late in the redevelopment process, last-minute negotiations can often put project completion at risk.

It is important that infrastructure and land quality issues are addressed early on in the redevelopment process. On the Midlands Quarry site in Nuneaton, Warwickshire County Council and the Advantage West Midlands Regional Development Agency were proactive in funding and building improved highway access to the site, which in turn increased the site's viability. Furthermore, attention paid early on to land quality issues meant that a development company carried out site investigations so that the development opportunity could be seen beyond the initial remediation works required.

7

Conclusions and Recommendations

Comments and recommendations were first prepared prior to publication by English Partnerships of The Brownfield Guide and a related discussion document in December 2006; they have therefore been updated to take account of these publications. The EP publications reinforce the majority of this report's findings and conclusions, while the case studies and reviews of the databases are in sympathy with the general thrust of Government and English Partnerships policy on re-use of public sector land. It is hoped that the early launch in 2007 of a purposeful National Brownfield Strategy will soon address recommendation 2 below.

7.1 Recommendation 1: A More Comprehensive Database

The National Land Use Database and English Partnerships' Register of Surplus Public Sector Land should be consolidated to provide comprehensive information in relation to both greenfield and brownfield land, including an indication of development potential on a site-by-site basis.

There needs to be greater consistency and completeness of information on public sector land available for redevelopment. At the moment England lacks a reliable, comprehensive database that can be used as a tool and a main information point for seeking out redevelopment opportunities.

The amalgamation of NLUD and EP's Register of Surplus Public Sector Land could be a useful starting point. This could then be usefully developed further, into a more detailed database that accurately records how much of England's previously-developed land is owned by the public sector; the potential contribution that the redevelopment of each site could make to satisfying local housing demand; and what work is needed to bring each site into use for housing.

It is recommended that EP, as the national regeneration agency, manage this database. EP should be responsible for a more reliable and

systematic process of data collection. The Government should make it compulsory for local authorities to provide the necessary information within a stipulated time so that the records depict the current situation as closely as possible. The database should be advertised as an essential tool in the redevelopment of public sector land and made widely available to all stakeholders.

7.2 Recommendation 2: An Effective National Brownfield Strategy

A national strategy should be finalised soon, consistent with the Government's priorities for greenfield and brownfield development, which focuses on re-using surplus public sector land with the greatest opportunity to meet Government housing and Sustainable Communities objectives.

Much of the redevelopment of public sector land currently takes place reactively, often in response to market conditions, as opposed to proactively to best meet the demand for housing. Consequently the redevelopment of public sector land is done with little consideration for the wider picture of brownfield redevelopment in England.

As previously discussed, over the past three years EP has been developing a National Brownfield Strategy

that promotes a more proactive approach to developing brownfield land. This report welcomes this approach; indeed, the successful redevelopment of public land for housing will need the Government and associated stakeholders and agencies to work more closely together, relying less heavily on market conditions to dictate progress. However, this approach could be improved further if the National Brownfield Strategy helped to form better links between the public land available for redevelopment and the demand for housing. Figure 3 proposes a revised National Brownfield Strategy, further developing the systems already in place but making sure that the strategy helps with the ultimate stage of project delivery. EP, in its role as the national regeneration agency, but also because of its ability to work closely with public and private partners, would be the appropriate body to manage this strategy, making sure it was regularly updated and disseminated and that the agents and stakeholders involved in delivering it were appropriately equipped with the skills, knowledge and tools to deliver.

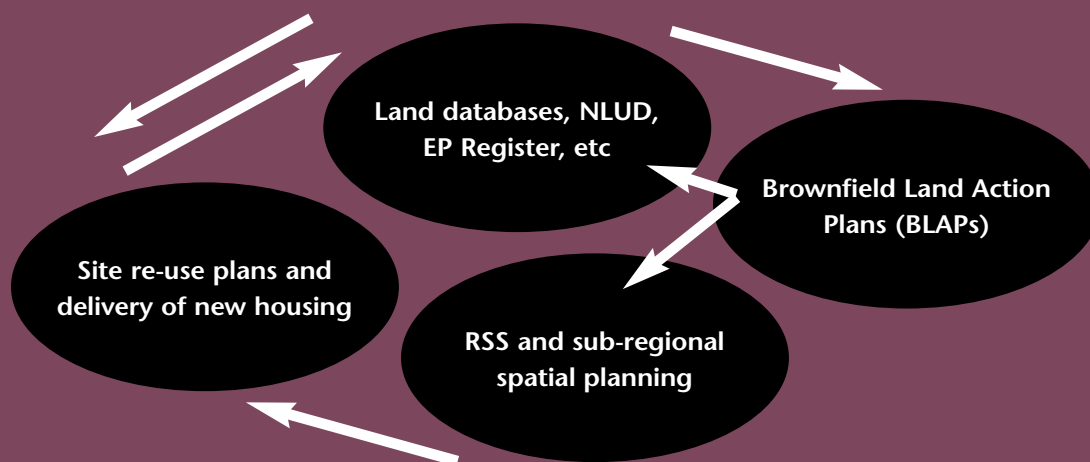
The strategy would effectively operate as a virtuous circle, dependent on a transparent and collaborative process of data collection and implementation. The first element of the circle begins with a database as recommended in Section 5. This would give stakeholders an up-to-date, accurate and detailed

record of all previously-developed land in England and would be an important tool to help planners, developers and other such agents to find appropriate sites for redevelopment, especially within areas of high demand for housing. This database should be far more accessible than the existing databases are at present. As public land becomes available for redevelopment, the database should be updated accordingly.

The second element of the circle is the process for making better links between the database and the planning system, in particular matching the publicly-owned sites with the demand for housing. Forward planners responsible for drafting policies and strategies at the regional level should use the database as an essential tool, helping them to prioritise sites for redevelopment and so help meet the region’s housing demand. The regional body concerned should consult key stakeholders, particularly the private sector, during the Regional Spatial Strategy process to agree on the strategic vision for public sector land redevelopment in the region concerned. Regional policies should seek to deliver this vision and help facilitate the actions required to bring these sites forward for redevelopment.

As well as using the database as a useful tool, regional planning bodies and other regional organisations

Figure 3 A National Brownfield Strategy



involved in housing matters could usefully help EP to update the database. Essentially, the future requirements for housing should drive the quest for information on publicly-owned, previously-developed land.

The third element of the circle concerns Brownfield Land Action Plans (BLAPs). These will help to accelerate the pace at which brownfield land is redeveloped by identifying the roles of different actors and the broad needs for action. In so doing they could usefully help to develop the strategic development opportunities of an area and help to bridge the link between the amount of public sector land recorded as available for redevelopment and the demands for housing made on the ground.

As well as by BLAPs, the National Brownfield Strategy should be supported by a network of methods and tools to assist in its delivery. At the moment local authorities are being tasked with producing local brownfield action plans without the appropriate skills or indeed knowledge as to what this could entail. It was apparent across the case studies that redevelopment projects could have been developed more effectively had agents been equipped with appropriate delivery tools. It is recommended that the Government and EP be proactive in providing a set of workshops, manuals and toolkits to the regional and local levels, to help agents to get the best from the system and therefore deliver projects most effectively. For example, a workshop could help to give agents the skills required to use BLAPs and also an understanding of the important aspects of project delivery, as discussed above.

Manuals could recommend initiatives such as Brownfield Land Assembly Trusts (BLATs). The Regional Development Agency could set up a BLAT in partnership with public sector and other partners. The objective of the BLAT would be to help the public sector bring land forward for redevelopment in areas where housing demand may be greatest but where the housing market is so buoyant that high land values make it impossible for the public sector alone to develop the land – SEEDA (South East England Development Agency) has achieved this in partnership with the Housing Corporation and others.

A BLAT could help generate economies of scale by assembling clusters of sites in priority areas and so bring land forward for redevelopment.

Case Study: Brownfield Land Assembly Trust (BLAT)

The objective of the BLAT is to specifically identify and acquire small, derelict sites in urban regeneration areas for recycling into the housing land market. These sites are often not deliverable by Housing Associations or developers by conventional methods in the residential market. By generating economies of scale, the Trust can help to redevelop sites in priority areas of housing need. The Trust is committed, with its partners, to target priority sites in England’s regeneration and growth areas and in areas where it is particularly difficult for a mobile workforce to find a reasonable home.

South East England Development Agency
<http://www.seeda.co.uk>

7.3 Recommendation 3: A Good Practice Guide

A motivational and ambitious National Brownfield Strategy should be issued and implemented without further delay, supported by a good practice programme disseminating methods and tools to assist in its delivery.

A clear conclusion from the review of the case studies was that many stakeholders and organisations were grappling with the same issues when redeveloping land but were doing so independently of each other. In fact, it seemed that a single solution could have helped a number of projects at the same time. For example, had the stakeholders involved in the Luneside East redevelopment known in advance about some of the best practice case studies (such as South Shirebrook) that demonstrated good local leadership, some of the initial obstacles could perhaps have been overcome.

There is therefore an evident need both for a National Brownfield Strategy and for this to be supported by the new EP *Brownfield Guide*. This EP guide draws together important case study lessons exposed by this report in its early stages for the benefit of practitioners. Case studies in this report highlighted examples of good practice in the same way that the 14 pilot projects being overseen by EP aim to provide lessons for good practice in returning brownfield land to beneficial use.

The EP *Brownfield Guide* should be disseminated as widely as possible and in such a way as to bring together out of their 'silos' practitioners and stakeholders involved in the redevelopment of land. It is recommended that the guide be disseminated through a series of workshops aimed at the regional and local level. This would help to ensure that the practical implications of the guide are disseminated to the appropriate level, thus equipping practitioners with the appropriate tools.

7.4 Recommendation 4: Effective Project Delivery

Key good practice lessons emerging from case studies of projects to release public sector land should be included in the dissemination of any good practice guidance.

The case studies provide a wealth of information about effective project delivery – both good and less good experiences. This information provides helpful lessons applicable to a wide range of site re-use projects.

7.4.1 Land Assembly

Land assembly emerges as one of the hardest issues to deal with. This is especially so for sites in multiple ownership: Bede Island and Luneside East are good examples. In both cases it took strong leadership by the local authority to see through a challenging land assembly process backed by CPO powers. This work was expensive and took a lot of time – years, rather than months. This is not the place to explore alternative approaches to CPOs, but we can detect from some of the organisations involved in the case studies a reluctance to tackle such complexity and concerns about costs and essential expertise.

As with both of these case study examples, it usually falls to the local authority to take the lead and use the CPO process; other agencies that also had CPO powers appeared much more diffident. The message from the case studies is that if there is a sound case to proceed with a CPO, the work should be taken on with enthusiasm, seeing it as a means to an early end – while also ensuring that proper funding and expertise is available. This may involve seeking

developer involvement earlier in the project, and sharing risks and later rewards. There may well be scope for a strong lead from EP and the Regional Development Agencies (RDAs), along the lines of the EP major planning applications team, bringing expertise and funds to priority projects rather than relying on hard-pressed local authorities to shoulder the burden.

EP is already playing an important role in land assembly, working with local authorities and RDAs to assemble and redevelop brownfield land. However, public bodies could benefit from a similar authority to work more effectively with other agents responsible for delivery – for example, housebuilders, planners and architects. Public bodies should therefore be smarter and more strategic, empowered to take a lead role in enabling development. And there should be a greater willingness on the part of the public sector to use available CPO powers. The provisions within the Planning and Compulsory Purchase Act 2004, making the compulsory purchase regime simpler, fairer and quicker, should assist in this respect.

7.4.2 Infrastructure and Land Quality

A common theme in the lessons emerging from the case studies was the need to understand early in the project the basic issues and liabilities left when the sites became non-operational. This requires the funding of studies and investigations to decide on re-use intentions, and technical work to define and cost essential changes and improvements. There is evidence of both good and bad experience. In some instances there were costly surprises late in the project; in others exemplary attention to these matters meant that developers could be confident.

The point is that the legal, technical and policy aspects of land quality and infrastructure are fairly well understood: there are no excuses for not dealing with these matters routinely. More attention, paid earlier, and with proper funding will pay off later. If projects do not have the necessary and early funding (the Midland Quarry case being a good example), the public sector should gap-fund as required to get the facts accurately established and so avoid unwelcome surprises later over previously-unknown major services in the ground (as at Luneside East) or land remediation costs (as at Midland Quarry).

7.4.3 Leadership

Effective leadership is a key to the success of early consultation. Several of the case study projects impressed in this respect, notably the longer-term projects at South Shirebrook and Luneside East. In both cases a local authority championed the project, albeit with sound support from the respective RDA. Many stakeholders were engaged, and the project teams made persistent progress through some tricky times and issues. In these cases political will and good leadership created stakeholder confidence, shared objectives and motivation. Key to this was a certain resolve at crucial stages such as land assembly, planning permission, and sorting out land quality or enabling infrastructure issues. This effective leadership spanned many skills and professions and held together difficult and costly aspects of the projects. While effective leadership often came from the public sector, it was also found in the private sector – for example the motivational role played by the landowner at Midland Quarry. There was also evidence of weaker leadership, notably when the purpose of participating in a project shifted for a key stakeholder, or when the project itself became wider and more nebulous, as at Barking Reach. In conclusion, it is important to combine public and private sector expertise, and to ensure that a durable project plan is in place that will withstand changes in the expectation placed upon the project.

7.4.4 Stakeholder Management

All the projects showed the need for high-quality co-ordination among many stakeholders. Some cases had a public sector landowner working to a clear project framework and process over the medium term, say two or three years. Lawley in Telford and RMA, Woolwich are fine examples which had at their heart impressive stakeholder management such that all involved were carried along in meeting the project vision and objectives. This was supported by clear objectives, established working guidelines to follow, a very transparent and well-publicised approach, and a strong desire to press on and achieve a brisk programme.

7.4.5 Inter-Agency Collaboration

The case study projects showed mixed results on inter-agency collaboration. Most did achieve what was intended, but several of the case studies show

that it was very hard work and that results were a long time in coming. The main message is that long-term projects involving several agencies and organisations will inevitably come up against changes to corporate policies and priorities, new staffing, and possibly changes in organisational structure. This was certainly the case for Luneside East, Barking Reach and South Shirebrook, which have all been running for well over five years. A good approach is to expect this factor, and to plan for it from the outset by putting the project leadership in the hands of the most durable agency in the project team – usually a local authority or a motivated private sector landowner, as at Midland Quarry. It does not follow that the ‘durable agency’ is the one putting in the most funding. Continuity and consistency are more important.

7.4.6 Clarity of Project Objectives

All the case study projects had at the outset some clear site re-use visions and objectives. The issue is whether the vision was durable and realistic, was kept up-to-date, and was communicated well – particularly for the long-term projects running over many years.

Shorter-term projects such as Lawley in Telford and RMA, Woolwich, showed a good focus and method – perhaps understandable for projects that sought to sell a site fairly quickly and transfer the re-use actions to the private sector, while ensuring that good design and planning objectives would be met. There is evidence that the scope of longer-term projects shifted significantly, as new stakeholders came into play or existing stakeholders changed or became less clear about their reasons for involvement. Thus the project vision and objectives will need re-stating or updating to ensure that all parties remain committed and stay true to the agreed course. Luneside East and Midland Quarry showed this; the projects did indeed move slowly ahead, but momentum was lost at key stages. The message is that a periodic review of objectives and progress is essential. A successful project needs strong project governance and direction.

7.4.7 Early Consultation

Several case studies, including the Craylands/Fryerns site and Bede Island, showed the benefits of

consulting the local community early on in the development process. To help a project run smoothly from the start, it is essential that the local community and key stakeholders are involved in the early planning and development stages, contributing to the project's vision and signing up to the proposed scheme. Combined with effective communication procedures during the course of the redevelopment process, this early consultation should help divert major objections that could later jeopardise progress. A visioning event held on the Craylands site helped to achieve a broad consensus early on over the redevelopment of the site, and developers were not faced with late opposition at the planning application stage.

7.4.8 Marketing and Promotion

Most of the case studies involved projects where the objective was to define the re-use potential, get the planning and technical requirements in place, and then attract a developer to implement the re-use proposals. Some projects ended at that point; others went beyond, with the developer leading a partnership style of delivery. What is crystal clear from the case studies is that the most rapid progress and best site re-use value was achieved where significant effort, enthusiasm and method went into marketing the site at a reasonably early time. An excellent example was set by Defence Estates and EP in this respect. Well-conducted and adequately-funded planning, technical and marketing work on surplus sites communicated that planning, land quality and

infrastructure issues had been defined, and that the costs of requirements had been accurately estimated. This boosted developer bidder confidence. This good practice should be emulated more widely, since the sites were disposed of quickly, at good values, and with appropriate developer commitments to good design and conservation best practice.

7.5 Recommendation 5: A Cross-Departmental Government Committee

A cross-departmental Government committee should be established and given greater 'search and acquire' authority.

To address the need for cross-departmental collaboration and leadership, a cross-departmental Government committee, supported by the Department for Communities and Local Government/English Partnerships (or any new agency emerging from Government review), should be established and given a range of land release targets for differing land uses and greater 'search and acquire' authority (particularly in areas of high housing demand). It should identify potentially surplus public sector land, review its operational necessity, and acquire appropriate sites from public sector bodies with the aim of using this asset (i.e. the land value) to provide, for example, rent-free or low-rent shared-equity housing.

Appendix 1

Methodology

Literature Review

The literature review provided the background for the selection of the case studies. Particular attention was paid to:

- public land availability – who owns what and where; this review focused on the use of four data sources: the National Land Use Database (NLUD), English Partnerships' Register of Surplus Public Sector Land, Government Departments (through the National Asset Register), and local authorities (through urban capacity studies);
- processes for identifying and releasing public land;
- what land potentially can enter the pipeline; and
- what is currently in, and coming out of, the pipeline.

In addition, the review considered the influence or role of three distinct but related elements:

- broad constraints and opportunities associated with previously-developed land (quality, location, technical issues, etc);
- market function (public sector interventions); and
- policy contexts (planning, sustainable development, etc).

Case Study Selection

Given an initial target of ten case studies, a three-stage approach to selection was used:

Stage 1

Trawl for a long-list of potential cases for examination (say around 30) using two sources: *a*) existing networks of TCPA, BURA, RICS and RTPI contacts by

e-mail, and *b*) the datasets analysed as part of the literature review.

Stage 2

Screen potential cases using an analysis which uses a list of criteria:

- *According to the current state of the land:*
 - *Developed sites* – i.e. public land that has come forward for housing development. Such sites can be used as examples to illustrate how constraints and issues were overcome.
 - *Sites identified with housing potential* – i.e. public land that is identified as having potential for housing through NLUD, local plans and urban capacity studies (NLUD being the primary source of information in the first instance). These are sites that are 'identified' in the planning process. Some of the sites are allocations, and some benefit from outline or full planning consent.
 - *Unidentified sites* – i.e. public land that has not been identified as suitable or with potential for housing in NLUD, a local plan or urban capacity study (and therefore not identified in the planning process). These primarily include sites on EP's Register of Surplus Public Sector Land and other land identified by public bodies as possibly available for development. These were the most difficult sites to select since by their very nature they are unidentified in terms of their housing potential.

These three categories pick up a site at any stage of the development process – from an unidentified site that could come forward for housing, through to a fully-developed site of public sector land.

- *According to the previous use of the land:*
 - institutional and community;
 - utilities and energy;

- transport and distribution; or
- industry

■ *According to the following:*

- to reflect different North/South agendas;
- to cover scenarios of how land becomes available;
- to recognise the spectrum of post-operational land, 'banked' greenfield land (for example, 'agricultural' in new towns), amenity land;
- to include 'good' and 'bad' experiences and results; and
- to include different ownerships of land.

Stage 3

Hold a Steering Group review of candidate case study sites and agree a short list.

Developing Case Study Profiles

Once the shortlist of case studies had been drawn up, each was subject to investigation. The landowner, public body, local planning authority, developer and other agent/stakeholder, as relevant, was interviewed to help complete a standardised pro-forma for each case study. The emphasis in the pro-forma was to

identify the constraints on and opportunities for bringing surplus public land back into use.

The data gathered included simple information such as site name, address, size and ownership, along with more detailed information in terms of site characteristics, history and any constraints faced in the development process. Overall conclusions on the delivery of the particular site were then drawn.

The outputs of this stage were case study profiles to help to answer the questions set out in the project brief.

Case Study Analysis

The results of this pro-forma assessment were summarised in the main report, noting common themes, issues and constraints. Analysis of the pro-forma assessments helped us to draw conclusions.

Recommendations

Recommendations were drawn up for ways of bringing public land forward for redevelopment more efficiently and effectively than at present and in a way that helps meet the demand for housing.

Appendix 2

Literature Review

Introduction

This Appendix gives a summary of the scope of current information sources that can be used to determine the status of publicly-owned land in the UK. Current data sources relating to public land include:

- the National Land Use Database;
- English Partnerships' Register of Surplus Public Sector Land;
- Government Departments (through the National Asset Register); and
- local authorities (through their urban capacity studies).

A summary of each of the datasets is provided, along with a summary of their respective strengths and weaknesses.

National Land Use Database (NLUD)

Background and Use

NLUD was initiated in 1998, with the Government placing a requirement on local authorities to compile and update a list of sites of previously-developed land in their respective areas on an annual basis. This is seen as an important database for identifying and monitoring the national supply of previously-developed land and its suitability for housing. NLUD replaced the Derelict Land Survey, with derelict land being just one of the categories now included in NLUD. NLUD is a more comprehensive survey of all types of brownfield site, not just derelict land. It is freely accessible to the public from the NLUD website (<http://www.nlud.org.uk>), and the Office of the Deputy Prime Minister/Department for Communities and Local Government has provided summary reports on an annual basis since 2002.

Table A1 Selection of NLUD Categories

Site reference
 Address and grid reference
 Town
 Administrative area
 Local authority
 Site area
 Land type (NLUD classifications A-F)
 Site ownership: public, private, not known
 Planning status: for example, planning consent, outline consent, allocation
 Suitable use: housing, employment, etc.
 Estimated housing capacity – based on local authority judgement
 Policy constraints
 Physical development constraints
 General comments – contamination, neighbouring uses, etc. (the level of detail can vary)

Note: There are 31 categories in all – this is just a selection of the key categories

NLUD is essentially the major database from which Government monitoring on brownfield land supply is published. It is the only 'national' database of its kind. Usefully, it includes a category on 'ownership', distinguishing between public, private and unknown. While it does distinguish between 'local authority' and other 'public body', more detail would be useful on which particular public body owns a site. However, it is recognised that this would require more work from the respective local authorities. NLUD states that most of the sites categorised as 'ownership unknown' are likely to be in private ownership.

In terms of the National Brownfield Strategy and Brownfield Land Action Plans, the pilot BLAP prepared

by Entec for the East of England Development Agency suggested that '*NLUD source data can be translated by the BLAP tool into a site-specific re-use agenda for action in regional and sub-regional priority locations for growth*'. However, it was also noted that there are imperfections in NLUD in terms of inconsistent or incomplete returns by local authorities and because of the time lags between the submission of data and the availability of results. This is a common criticism of NLUD; it is essentially dependent on the resources that local authorities are able to expend on monitoring and updating their respective databases.

NLUD is not a complete list of all sites owing to the incompleteness of the database. However, it is the only national database of its kind, and it is an important starting point for this study. It is important to note, however, that because it is a database solely of previously-developed (brownfield) land, greenfield public land will not show up here.

Land Supply from NLUD

NLUD figures state that for 2005 there were 63,500 hectares of previously-developed land available for development in England. Of this, 36,600 hectares were derelict and 26,900 in use but with the potential for redevelopment. This is a reduction of approximately 600 hectares on the figure for previously-developed land available for development reported for 2004 and a reduction of 2,500 hectares compared with the figure for 2001.

Out of the total supply of previously-developed land, 27,600 hectares were identified by the respective local authorities as suitable for housing, with a potential dwelling supply of approximately 981,000.

Critically for the purposes of this project, 28 per cent of this land area was in public ownership (owned by a local authority or other public body).

English Partnerships' Register of Surplus Public Sector Land

Background and Use

English Partnerships administers and manages a Register of Surplus Public Sector Land on behalf of the DCLG and in collaboration with other Government

Departments, their sponsored bodies and other public sector organisations. The current database holds information on more than 740 sites, totalling 4,600 hectares of land. Over 320 of these sites are within the wider South East. Currently 40 public bodies have submitted returns to this database. It is intended to cover all Government Departments and their sponsored bodies, but only at such time as they have surplus land for disposal. EP has considered a roll-out including local authorities, but this has not yet been approved.

Essentially this is a tool to assist in marketing surplus publicly-owned sites. The respective public authorities identify surplus land for disposal to be put on the EP Register. The full database is not accessible to the public, but a sample is provided on EP's website (<http://www.englishpartnerships.co.uk>). The full database includes a much greater level of detail than is provided in the website sample. It includes more detailed location information and a map, plus descriptive comments on planning and/or the market status of the site. The Register has little information regarding the onward development of sites post-disposal. Further analysis of particular sites would be needed to determine what use was made of them, i.e. if they were developed for housing.

Regarding its relationship to NLUD, there is no direct link in terms of reference numbers, for example, but sites included on both databases could be matched up through their detailed grid references. A critical point to note here, however, is that the EP Register could potentially include 'greenfield' sites, which would not show up on NLUD since it solely covers brownfield land. The EP Register includes all sites identified as 'surplus', which could therefore be brownfield or greenfield. However, it is assumed that a significant proportion of sites will be brownfield. Only through access to the database can this issue be examined in more detail.

Government Departments

The National Asset Register contains information on the land and holdings of all of the main Government Departments. The National Asset Register 2001 (published by HM Treasury in 2005) is the latest version. Although it is thus five years out-of-date, it does contain some potentially useful data in terms of

the total assets, acquisitions and disposals held by these Departments.

The report includes information on the following sectors:

- Department for Education and Employment;
- Department of Health;
- Environment and Transport;
- Home Office;
- The Lord Chancellor's Departments;
- Law Officers' Departments;
- Ministry of Defence;
- Foreign and Commonwealth Office;
- International Development;
- Trade and Industry;
- Agriculture, Fisheries and Food;
- Culture, Media and Sport;
- Department of Social Security;
- Chancellor of the Exchequer's Departments;
- Cabinet Office;
- Scotland;
- Wales; and
- Northern Ireland.

In terms of potential sites, these should come to light through the EP Register of Surplus Public Sector Land, given the Departments' involvement in identifying surplus land to include in the Register. It could be useful to reconcile the results of the next update of the National Asset Register with the EP Register.

Local Authorities

Local authorities should have records of potential housing sites from their urban capacity studies. Typically, these examine brownfield sites that have development potential, and therefore strongly relate to NLUD. Greenfield sites in public ownership are therefore unlikely to show up in such studies.

In terms of brownfield sites, the ownership category is typically left fairly general. It may extend to the level of NLUD (i.e. public, private or unknown), but may not go beyond this to record the particular public body that owns a particular site. However, this further level of detail would be useful, and would benefit both NLUD and the local authority itself. The section of the annual NLUD reports on ownership could be greatly enhanced by more analysis in this area. Urban

capacity studies could be used positively to inform further detail on NLUD.

Summary of Data Source Strengths and Weaknesses

Table A2 summarises the strengths and weaknesses associated with each of the four sources of data on previously-developed land.

Key Datasets for this Project

The initial scoping identified four main potential sources of information. Of these, NLUD and EP's Register of Surplus Public Land are the most useful. NLUD is important since it is the most comprehensive database in terms of national coverage, and it is also a key source of information used by the Government. However, the EP Register is also useful, since it includes 'surplus' sites. Essentially, NLUD includes all brownfield sites; but being on NLUD does not necessarily mean that a site will be available for development. The EP Register offers a further stage, with the respective public bodies having identified the sites as surplus and therefore available to be marketed to potential developers.

Thus the two databases could therefore be reconciled to build up a complete picture of the current situation regarding public land in England.

The Development Process: Opportunities and Constraints

The effectiveness of the development process in bringing forward sites of publicly-owned land was examined through current literature, research and policy on the subject. The key Government document relating to this is the Final Report of the Barker Review of Housing Supply.^{A1} With reference to housing development constraints, it states (Box 3.2: Challenges facing brownfield development) that:

'Residential development on greenfield sites is generally more straightforward than on brownfield. Greenfield land is usually in single ownership, does not require decontamination or remediation and site logistics are usually straightforward.'

'In contrast, using previously developed land for residential build offers particular challenges. The

Interim Report identified a number of barriers to achieving brownfield development, including:

- *higher costs of land assembly due to multiple ownership of sites;*
- *additional costs of decontamination and remediation, as well as increased construction costs due to on-site logistical constraints;*
- *high alternative or existing use values that may prevent land coming forward for residential development;*
- *the location of brownfield land may not be consistent with current patterns of housing demand; and*

- *regulatory constraints, such as greenbelt designation, which can prevent the release of brownfield land for development.'*

The extract from the Barker Review was used as the framework for assessing the constraints and barriers to unlocking public land for housing. Although the issues raised relate to housing development in its broadest sense and not specifically to development on publicly-owned land, the impact that the particular constraints have on bringing forward public land for housing may be examined through case study

Table A2 Strengths and Weaknesses of Data Sources

Dataset	Strengths	Weaknesses
NLUD	<ul style="list-style-type: none"> ■ The key database used by EP and the DCLG ■ Contains ownership information on previously-developed land sites at a national level ■ Provides information on the suitability of sites for housing ■ Provides information on constraints ■ Provides information on planning status ■ Provides information on the quality of the land ■ Publicly available via the website 	<ul style="list-style-type: none"> ■ Quality heavily dependent on local authority returns ■ Not as comprehensive as it could be ■ Public ownership not broken down by body (specific Government Department, public body, etc.) ■ Does not include greenfield sites – publicly-owned greenfield sites also need to be examined
EP's Register of Surplus Public Sector Land	<ul style="list-style-type: none"> ■ Identifies surplus sites that the public body wishes to see disposed – i.e. that should enter the pipeline ■ Identifies the specific body that owns the site (for example, the Highways Agency) ■ Potentially includes both brownfield and greenfield sites 	<ul style="list-style-type: none"> ■ Restricted access – not publicly accessible ■ Only 40 public bodies out of potentially 800 have responded ■ No detailed results published ■ No direct links with NLUD
National Asset Register	<ul style="list-style-type: none"> ■ Good information on assets, acquisitions and disposals for 18 Government Departments, with past trends identified ■ Can be used to investigate the assets of a particular Department 	<ul style="list-style-type: none"> ■ Five years out of date ■ Site-by-site information restricted to those valued at over £1 million
Urban capacity studies	<ul style="list-style-type: none"> ■ Local level information on sites and delivery constraints ■ Previously-developed land is one of the key categories and NLUD sites should be assessed in these studies ■ Potential for greater integration with NLUD and links with EP's Register of Surplus Public Land 	<ul style="list-style-type: none"> ■ Can vary in terms of the level of detail included in a study, especially in terms of ownership ■ Link with NLUD not always transparent

analysis and stakeholder consultation. The constraints that Barker describes can be categorised as follows:

- ownership and land assembly;
- physical constraints;
- the economics of development; and
- planning frameworks.

The main issues within these ‘headline’ constraints were examined in turn. Note that this review is not exhaustive, but seeks merely to provide examples of the types of constraint faced in developing sites for housing. Only through the case studies and consultations could the impact of these constraints and any linked issues and subtleties in the development process be identified with respect to developing on publicly-owned land.

Ownership Constraints

The Barker Report’s first constraint is the ‘higher costs of land assembly due to multiple ownership of sites’. Multiple ownership of a site is therefore seen as a major constraint, but there are further issues associated with ‘ownership’ more generally. Adams *et al.*^{A2} describe five types of ownership constraint:

- Ownership itself may be unknown or unclear.
- Ownership rights may be divided: the power of freehold owners to sell development land with immediate vacant possession may be restricted by lesser development rights in the same land.
- Ownership assembly may be required for development.
- Owners may be willing to sell but not in terms acceptable to potential purchasers.
- Owners may be unwilling to sell.

In a study of 80 redevelopment sites in four British cities, Adams *et al.*^{A2} found that ownership

constraints as described above disrupted plans to use, market, develop or purchase 64 of the sites between 1991 and 1995, with a total of 146 individual ownership constraints or 1.8 per site.

Use of Compulsory Purchase Orders (CPOs) is one of the ways that a local authority can facilitate development where negotiations between a developer and landowner are unsuccessful. PPS3: *Housing*, states (para. 44) that:

‘In developing their previously-developed land strategies, Local Planning Authorities should consider a range of incentives or interventions that could help to ensure that previously-developed land is developed in line with the trajectory/ies. This should include:

- *Planning to address obstacles to the development of vacant and derelict sites and buildings, for example, use of compulsory purchase powers where that would help resolve land ownership or assembly issues.*
- *Considering whether sites that are currently allocated for industrial or commercial use could be more appropriately re-allocated for housing development.*
- *Encouraging innovative housing schemes that make effective use of public sector previously-developed land.’*

There are, however, problems with the implementation of CPO powers, described by the Urban Task Force Report *Towards an Urban Renaissance* in 1999^{A3} and presented in Table A3. The use of CPO powers to assist in land assembly is the major tool available to local authorities to overcome ownership constraints, but it is recognised that there are problems with the CPO process, as highlighted by the Urban Task Force. The use of CPO

Table A3 Issues with CPO Powers

Bureaucracy	The bureaucratic nature of the CPO process is reflected in the time it takes to operate the procedures. The whole process, taking into account the acquiring authority’s ‘lead-in time’, can take over five years, even before development begins
Powers	A local authority’s powers to effect a CPO are set out in a mix of legislation, guidance and case law. Within this there are concerns about the adequacy of the authority’s powers
Skills	Many local authorities are not experienced at using their CPO powers. Use of CPOs is more common in connection with the development of new highways than with regeneration schemes or housing developments
Compensation	One of the major problems with CPOs concerns the level of compensation paid to the owners of the land or property

powers needs to be examined in greater detail, since the 'acquiring authority' is typically a local authority or other public body.

Physical Constraints

The Barker Report's second constraining factor is the physical constraints affecting housing development – 'additional costs of decontamination and remediation, as well as increased construction costs due to on-site logistical constraints'.

Physical constraints to achieving development on brownfield sites are well documented and relate to a site's 'legacy' in terms of its former use or uses. The major focus concerns contamination (as highlighted by Barker), but can also relate to access and ransom strips, site size, layout and configuration, and topography and relief.^{A2, A4}

Contamination is a major issue, and a whole chapter (Chapter 10 'Cleaning up the land') is devoted to it in the Urban Task Force's report *Towards an Urban Renaissance*, in which it notes that 'In almost all cases it is essentially a problem of finance and/or perceived legal risk.' Syms^{A4} describes five key categories of reasons why a developer may be unwilling to develop brownfield land, relating predominantly to contamination:

- fear of the unknown;
- regulatory controls;
- delays;
- increased costs; and
- stigma.

Fear of the unknown relates to determining the level of contamination on a site at the outset. This can only be determined through comprehensive survey work. Regulatory controls relate to consulting with the Environment Agency, local authority environmental health and planning departments, PPS23: *Planning and Pollution Control* and Part IIA of the Environmental Protection Act 1990. In terms of delays and increased cost, Syms states that 'environmental liabilities and risks have jeopardised many property and land transactions over the last few years, and may justifiably be perceived as barriers to redevelopment. However, with careful thought, many of these can be provided for in the development appraisal.' Stigma relates to the value of the land and subsequent development. An example of one of the issues here concerns a developer being

unwilling to communicate information on the site's history of contamination and remediation to potential purchasers, tenants and investors.

Consideration of the site's relationship to the surrounding locality is important, particularly in relation to infrastructure. In general, infrastructure costs are seen as greater for greenfield sites, but infrastructure is still an important element to enabling development on brownfield sites. A lack of infrastructure such as a road, junction or public transport link will mean that a site is not attractive to a developer, and obtaining planning permission would be unlikely without spending on infrastructure. On a much wider level, BURA argues that the lack of commitment to infrastructure investment is one of the main concerns in delivering the Sustainable Communities Plan in the four South East Growth Areas.

The Economics of Development

The economics of development relates to the third and fourth constraints mentioned by Barker – 'high alternative or existing use values that may prevent land coming forward for residential development' and 'the location of brownfield land may not be consistent with current patterns of housing demand'.

The two issues are inextricably linked and are therefore considered under one heading. The value of alternative or existing land use values is a constraint in terms of viability for a developer pursuing housing development. However, this would not be considered in isolation and would also relate to the pattern of housing demand within the particular locality. Economic viability also depends on land assembly factors (multiple ownership, for example) and physical constraints such as contamination. A developer will only pursue residential development on a site if it is profitable.

At a high level, regional and sub-regional housing markets will have an effect on site viability. In areas of low demand for housing, for example, a brownfield site needing significant remediation works is unlikely to attract a developer and therefore come forward for housing.

Planning Frameworks

The question of planning frameworks relates to the final constraint described by Barker, 'regulatory

constraints, such as greenbelt designation, which can prevent the release of brownfield land for development’.

Planning frameworks encompass a broad remit, from national to local policy objectives. Targets for high housing densities can be seen as one constraint, for example. While such targets may be viable in the South East, they may not be necessary in some of the northern housing markets suffering from low demand, where building at lower densities may make sites and developments more attractive to local people. The new PPS3 helpfully stresses the need for housing density policies appropriate to the areas concerned, with the national minimum (30 dwellings per hectare net) no longer enforced through Government Directions. (PPS3 explains in para. 74 that The Town and Country Planning (Residential Density) (London, South East England, South West England, East of England and Northamptonshire) Direction 2005 will be cancelled with effect from 1 April 2007.)

The Home Builders Federation (HBF) is one of the key critics of the planning system in terms of the ability of housebuilders to develop marketable brownfield sites in urban areas. The main constraints identified by the HBF are:

- no automatic presumption in favour of developing suitable brownfield sites (some 11 per cent of brownfield land in the UK is within areas designated as green belt);
- unrealistic protection of potential housing sites for future employment use;
- outdated development plans, particularly in urban areas;
- inappropriate planning gain requirements;
- local resident opposition to development, which can exceed that provoked by development on greenfield sites; and
- delay and inconsistency in planning appeal decisions.

A new direction to the planning system emerged through revisions to PPG3 encouraging local authorities to understand and respond to demand and need for housing expressed through, among other things, market demand for housing. This theme was developed in the ODPM Consultation Paper *Planning for Housing Provision*,^{A5} which preceded PPS3: *Housing* and was based on the recommendations of the Barker Review. This gave the

market greater significance in land use planning decisions. The re-allocation of industrial and commercial sites in response to housing need and demand is a theme of the new PPS3.

Local opposition is also perceived as one of the major ‘planning’ constraints, particularly in already high-density areas, which may be seen as overdeveloped and overcrowded. The NIMBY (not-in-my-back-yard) agenda is seen as a common problem facing housing developers.

Politics and leadership can also have an effect on the delivery of brownfield sites and are considered here since leadership in particular is an important issue in terms of how policies or strategies are implemented at the local level. Without effective leadership, there is seen to be little direction and focus for what a development project is trying to achieve. This issue merits examination.

Summary of Constraints

Figure A1 shows the development pipeline in relation to the four constraints.

The four broad categories cover a range of issues. The development process is not straightforward, and it is likely that constraints are interlinked. Table A4

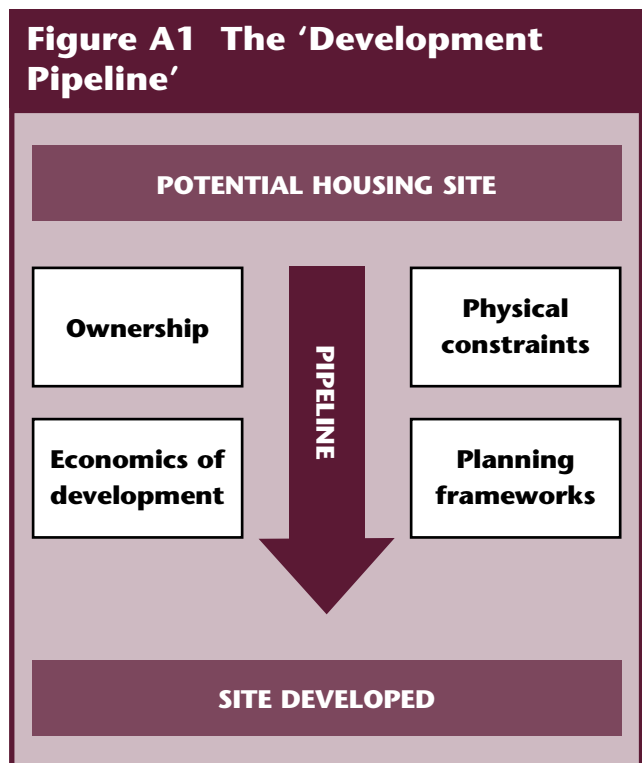


Table A4 Summary of Constraints

Ownership	Physical constraints	Economics of development	Planning frameworks
<ul style="list-style-type: none"> ■ Impacts on land assembly, particularly multiple ownership of a site ■ Use of CPO powers can overcome the constraints, but this has its own problems in terms of implementation 	<ul style="list-style-type: none"> ■ Relates to the ‘legacy’ of former use. Major focus on contamination, but other issues include site characteristics such as shape, size, topography and access ■ Provision of infrastructure is also important 	<ul style="list-style-type: none"> ■ The viability of developing a site may be constrained by physical constraints and ownership ■ Low-demand housing areas compound other constraints, reducing the attractiveness of a site to a developer 	<ul style="list-style-type: none"> ■ The planning process as a whole as is time consuming and inefficient ■ Lack of certainty for developers ■ NIMBYs ■ Designations such as green belt restricting sites from coming forward ■ Politics and leadership

summarises the types of issue that may be faced, based on the Barker Report’s overall assessment of development constraints.

One of the Barker Report’s key assumptions is that brownfield sites will face more constraints than greenfield sites, which makes sense. However the

possibility of physical constraints such as contamination and multiple ownership should not be ruled out automatically. The balance of public land is assumed to be significantly brownfield, but there may be some greenfield sites and therefore capacity from this source too, and the development issues raised will also need to be examined.

Appendix 3

The Databases

National Land Use Database

The National Land Use Database was initiated by the Government and announced in the *Planning for the Communities of the Future* policy statement in 1998. Local authorities submit annual returns on previously-developed land. The main objective is monitoring the previously-developed land supply and the rate and nature of re-use. The information it records is not particularly detailed, the purpose being to understand generally what land is becoming available and is being re-used, as opposed to exposing development opportunities. The database usefully records derelict/vacant land and buildings, and for each site holds data under a variety of categories (31 in total), including site area, land type, site ownership details, planning status, suitable use and estimated housing capacity. It broadly distinguishes between local authority and other public ownerships, but does not specify particular owners. The site level information does give a helpful overview of conditions and re-use potential – for example, for housing, or employment.

The NLUD database is usefully managed by the Department for Communities and Local Government and English Partnerships at the national level. It is publicly available and contains more detailed information than the other databases considered. Nevertheless, a weakness of NLUD is that it is incomplete and depends on local authority diligence and resources. Also, there is often a substantial time-lag between the submission of data and the availability of results. The database does not record greenfield land in public ownership as it is only concerned with previously-developed land, and the database could be made more useful if further detail was given in the ownership category, i.e. if information was given on who the public and private stakeholders are.

What NLUD does achieve well is a clear picture at regional and sub-regional levels of what previously-developed land is in the re-use pipeline. As a general policy tool it is useful and an undoubted improvement on the patchy information that preceded it. As a tool for finding out about local opportunities and what needs to happen to make progress, it is less useful.

English Partnerships' Register of Surplus Public Sector Land

English Partnerships administers and manages the Register of Surplus Public Sector Land on behalf of the Department for Communities and Local Government, and in collaboration with other Government Departments, their sponsored bodies and other public sector organisations. Currently 40 public bodies have submitted returns to the database. EP has considered a roll-out to include local authorities, but this has yet to be approved. But potentially it will be extended to local authorities. The Register is essentially a tool to assist in marketing surplus publicly-owned sites. Public authorities identify surplus land for disposal to be put on the EP Register. The database is more detailed than NLUD. In particular, it holds more detailed information on site location, and it goes beyond the categorisation of ownership that NLUD uses by naming the public body concerned. It is odd, given the database's purpose, that the full database is not accessible to the public, but a sample is provided on EP's website (at <http://www.englishpartnerships.co.uk>).

The current records cover more than 740 sites, totalling 4,600 hectares in 40 different owner categories. This is a small proportion of the potential total, and there is a noticeable bias towards small sites in the South East, and a few owners account for most of the entries. There is little information on the

potential of sites – for example, on the suitability for new housing. The Register does include greenfield sites – an advantage over NLUD. The Register is a useful start; the format and information is fairly helpful.

Government Departments

The National Asset Register 2001 – the latest version of the National Asset Register available – contains information on the land and holdings of all the main Government Departments, including the Department of Health, the Home Office and the Ministry of Defence. The publication is five years out of date, but it does contain some potentially useful data in terms of these Departments' total assets, acquisitions and disposals. In theory, when these assets are available for disposal the EP Register will identify them. As most disposals are previously-developed sites, NLUD may well record them too.

Local Authorities

PPG3: *Housing* placed a requirement on local planning authorities to prepare urban capacity studies and, within these, to ensure that priority was given to re-using previously-developed land within urban areas. Local authorities should therefore have records

of sites at the local level, typically identifying and examining brownfield sites with re-use potential.

While the Government produced best practice guidance for assessing urban capacity,^{A6} the detail of these studies varied from one local authority to another. The level of detail was often limited, and details on ownership rarely extended beyond the categorisation of 'public', 'private' or 'unknown'. The level of detail typically extended little beyond that held in NLUD. Studies were undertaken at different times, and represented only a snap-shot of developable sites and were not therefore reliable sources of information.

In PPS3 the focus on bringing forward brownfield sites is maintained, but rather than demanding urban capacity assessments PPS3 requires local authorities instead to have regard to Strategic Housing Market and Strategic Housing Land Availability Assessments.

Given the continuing focus on brownfields, greenfield sites in public ownership remain less likely to figure, but under the new arrangements such land, particularly sites that present a sustainable option for development (perhaps because they are of low value agriculturally and exhibit strong public transport accessibility), should more easily be brought forward within the total allocation for development.

Appendix 4

Case Study Summaries

In some cases, events may have moved on since the case studies were finally reported to the project.

Case Study 1

Site: Craylands/Fryerns site, Basildon

Owner: Primarily Basildon District Council, Essex County Council and English Partnerships

Area: 38 hectares in total

Summary

The site to be redeveloped is composed of two smaller sites: *a)* the Craylands site, and *b)* the Fryerns site. The former site is a 1960s/1970s Radburn-style housing estate. There is an existing strong community; 46.4 per cent of the properties are owner-occupied and 53.6 per cent are rented. The latter site is that of the former Fryerns School, which closed in 1994, and an Adult Community College. English Partnerships has a right of pre-emption on the site.

In July 2003 the Office of the Deputy Prime Minister awarded £18.5 million for the renewal of the area under the Government's first round of Sustainable Communities Funding and announced a preference for EP to lead the project. The Sustainable Communities Fund has also given £670,000 towards new pitches and changing rooms (as a supplement for the loss of the playing fields on the Fryerns site).

Both sites were allocated in the Replacement Deposit Basildon Local Plan (July 2005) for housing, subject to a comprehensive approach and masterplan. It is possible that the site did not come forward for redevelopment quicker because the local authority was slow in realising its assets and therefore the potential improvements that could be made to the site.

In September 2004 a visioning event was held as part of ongoing public consultation. Broad consensus was reached on general demolition and redevelopment of the sites. A Development Framework based on this vision is currently being prepared. A registered social landlord and a developer partner were selected in February 2006, the Craylands community were consulted on a masterplan in June 2006, and an outline planning application for the regeneration of the Craylands Estate was submitted to Basildon District Council in July 2006.

Main messages

Ensure that local authorities accurately record their assets and manage them effectively. This may help sites to come forward for redevelopment more readily.

English Partnerships can bring additional resources and expertise to a project that other stakeholders may not have.

The importance of allocating appropriate sites in the local plan and seeking to deliver these through the useful tools offered by the planning system – such as masterplans.

Involve the local community from the very beginning of the redevelopment project.

Case Study 2

Site: Lawley, Telford

Owner: English Partnerships

Area: 100 hectares (70 hectares net developable)

Summary

Around 65 per cent of the site is previously-developed land, having formerly been worked for coal. The remainder is farmland.

Lawley was first promoted as a redevelopment site in 2002. In 2003 an Enquiry by Design process engaged local people and businesses in helping to design the development. EP had been seeking an exemplary design for a sustainable urban extension and therefore much thought went into the early design stages of the scheme. Bidders packs were produced, emphasising the importance of the scheme's design codes and how these fitted into the development process. Importantly, the packs also advertised the buoyancy of the local housing market and the opportunities offered by the long-term growth of Telford new town, as well as details on what needed to be done to the site to bring development to fruition. Early detailed discussions on design enabled

EP to proceed with marketing and developer selection while an outline planning application was being decided upon by Telford and Wrekin Council. Following a rigorous selection process, a consortium of three housebuilders was chosen in October 2005 to redevelop the site.

Main messages

There are considerable benefits to setting the goals early on (in this case to make the redevelopment an exemplary project). This helps to facilitate a high-level commitment to best practice and delivery.

The considerable benefit to all concerned, particularly the stakeholders, of providing and properly communicating good-quality, detailed information on the proposals.

It is possible to carry out a collaborative design process quickly and to good effect.

Case Study 3

Site: Luneside East, Lancaster

Owner: Lancaster City Council and several private owners

Area: 6.5 hectares

Summary

Luneside East is a largely brownfield site in Lancaster with a long history of low-rent general industry and storage, including scrap metal storage and battery-breaking operations.

The re-use and regeneration potential was first identified by Lancaster City Council in the mid-1990s. The local planning process helped drive the process forward. As the Council lacked funding, it approached the Northwest Development Agency (NWDA), which thus became an influential partner and stakeholder in the project. A planning brief had been prepared and adopted by the Council, and it had further been decided to take the potential development through outline planning, so an Environmental Impact Assessment was carried out.

The reclamation and redevelopment of this important site is the City Council's main regeneration priority. Work is, nevertheless, heavily dependent on funding and through a protracted process the Council eventually secured funding from English Partnerships, NWDA and the European Regional Development Fund. Following a competition in 2004/2005, the developers CTP Ltd and Development Securities plc will remediate and develop the site for new housing, a hotel, small shops, cafés and bars.

Piecemeal ownership of the site has to date been a key constraint. There have been around 30 different interests, including 12 freeholds. Land assembly, led

by the City Council, has thus been complex and time consuming. CPO action culminated in a public inquiry in February 2006 and confirmation of the Order from the Secretary of State in June 2006, with the Council taking full possession of the site in November 2006.

Despite a strong demand for housing in the area, it appears that the project appeared too daunting given factors such as fragmented land ownership and environmental liabilities. In hindsight, better communication between stakeholders and a stronger vision from the beginning could have helped the process. EP, having clear strategic objectives and priorities, helped to focus minds to produce a delivery model.

Main messages

The importance of local leadership to help realise the opportunities identified by the planning process and to gain the support of stakeholders. A proactive approach can help to sell the redevelopment opportunity to developers.

The more effective communications can be between stakeholders, the easier it is to deliver the regeneration project. Poor communications can cause delays, confusion and ultimately poor delivery. Local authorities could be better skilled in leading regeneration projects.

The process for seeking funds needs to be less protracted and more timely.

Case Study 4

Site: Midland Quarry, Nuneaton

Owner: Mineral Investments plc (originally British Coal)

Area: 15 hectares

Summary

The site is an old derelict stone quarry, last used in the 1960s, located about 1 kilometre from the centre of Nuneaton. The site was bought by British Coal with a view to disposing colliery spoil, but this never took place. After coal industry privatisation the site was bought in 1997 as part of a portfolio by development company Mineral Investments plc. After investing in site investigations and taking the site through outline planning, Mineral Investments has sold on the site to two purchasers – a local commercial developer and a housebuilder. Imagination was needed to market the site well, particularly to convince stakeholders that there was a good development opportunity despite the extensive necessary remediation works.

The project has been driven mainly by the technical challenge of partly infilling the quarry to add to the net developable area. The cost of engineering works is very significant relative the value of the developable area.

The site is within the Pride in Camp Hill (PinCH) regeneration area. A development framework, adopted as Supplementary Planning Guidance by Nuneaton and Bedworth Borough Council, envisaged the site as mainly for employment development, with a few houses. However, to make the site viable, the developer applied for planning permission for more

housing on the site than was stated in the brief and included some adjoining derelict land in the ownership of the Borough Council, adding public open space and increasing the developable area available for housing. The site's viability was also helped by improved highways access, funded and built by Warwickshire County Council with assistance from Advantage West Midlands, the RDA.

Main messages

A technically very challenging site can be re-used if there is sufficient resolve and engagement by the main stakeholders. The benefits of having an adopted development framework for a wider area are clear. This sets out the vision and purpose and shared objectives.

There is considerable benefit in thinking through the proposed redevelopment of the site as early as possible and in partnership with stakeholders. This can help overcome technical issues more easily and help to speed up the delivery of the project.

There are considerable gains to be made if the planning system, together with the stakeholders, can be flexible. In this case, adding in the adjacent council-owned land helped improve the viability of the site.

Case Study 5

Site: Former Renny Lodge Hospital site, Newport Pagnell

Owner: NHS

Area: 1.5 hectares

Summary

The site is that of an old urban hospital. The former hospital and ambulance station have been demolished to leave a site with a mixture of scrubland and hard-standing. The site is in two parts. The north of the site is owned by the Secretary of State for Health; the southern part by a private developer. Both originally had planning permission for employment use, in accordance with the local plan at the time (adopted in 1995). A legal agreement associated with this permission permitted a link road alongside both sites. A dispute over the legal agreement meant that both sites lay derelict and the agreement was never implemented.

The revised local plan designated both sites for residential use (90 units) with a graded link road running alongside. A developer was awarded planning permission for housing (72 residential units) on the southern part of the site. The southern site was developed for housing, together with a link road, but only up to the boundary with the northern part of the site. However, the northern part of the site remained undeveloped until the Government undertook a review of available sites for development and decided to transfer the northern site from the NHS to English Partnerships. EP therefore bought the site from a portfolio of properties that the NHS wanted to dispose of and offered the site to developers through the Design for Manufacture (£60,000 house) competition. A brief was issued by EP for the competition that set standards for sustainability, procurement, etc.

To help bring the site forward for development, and because it was a requirement of the allocated site in the local plan, EP completed the development of the link road from the south to the north of the site (at the end of 2005).

Consultants formed a partnership with a housebuilder to win stage two of the Design for Manufacture competition. The tight timetable for the competition process focused minds on developing the land quickly

(and helped to meet the Government's objective of speeding up planning and development processes). Nevertheless, there is concern that the timescales are too tight, which could lead to inefficient and ineffective working partnerships as miscommunications occur. Furthermore, the stipulation that the units will be developed for £60,000, combined with the development brief that was agreed in advance, add additional constraints that can deter a developer from wishing to redevelop a site. In this case, both meant that the eventual scheme was less in keeping with the surrounding area than if the brief, in particular, had been developed with all stakeholders on board.

A planning application for 68 houses and apartments was submitted in February 2006 (at a density of 68 dwellings per hectare).

Main messages

The important role that English Partnerships can play in promoting and assisting with the redevelopment of a site.

The site could have been better developed (i.e. developed more comprehensively) if it had been identified proactively for redevelopment, rather than awaiting changes to the local plan and in market forces. The local authority could assist this process if it had alternative powers to those of compulsory purchase.

There can be a fine balance between meeting the need to redevelop the land quickly and meeting the need for stakeholders to communicate effectively. Programmes for delivery could be best agreed with all stakeholders present rather than by enforcing a timetable and development brief upon them.

The £60,000 house competition does have implications for the site's viability. Its success relies quite heavily on the local housing market being buoyant.

Case Study 6

Site: Royal Military Academy, Woolwich, London

Owner: Ministry of Defence

Area: 9 hectares with historic buildings and landscape

Summary

The Royal Military Academy is an historic military site declared surplus to requirements in 2003 and then quickly released for re-use and sold to a developer in early 2006. Planning and conservation issues were thoroughly addressed, reducing the risks for bidders. The case shows that rapid disposal of tricky sites is possible, and that a focused and enthusiastic marketing effort will generate strong developer interest and value.

The site was originally used as an Army training school, opening in 1804 (the precursor to Sandhurst). After the Second World War the facility was part of the Ministry of Defence's Woolwich Station, and was used as offices and storage space for various units. Increasingly the space became unsuited to needs; and the cost of maintaining historic buildings was considerable. The last unit moved out in 2003. The site is of high conservation and heritage value, with fine buildings in a formal landscaped setting. English Heritage and Greenwich Council were key stakeholders during the disposal process.

The site is well located, near to Woolwich town centre on the A205 South Circular Road. Woolwich and the surrounding areas are being regenerated under flagship projects such as Royal Arsenal and Thamesmead; and the wider Thames Gateway initiative is bringing serious interest and investment.

Clear disposal and re-use objectives were set. Defence Estates has a tried-and-tested process for site disposals. This was applied and used very successfully to engage stakeholders; to clarify and mitigate risks; and to raise awareness and enthusiasm among prospective developers. Crucial documents were: *a*) a detailed technical pack of important information on site conditions, and *b*) a Development Guidelines document to show what re-use approaches would be endorsed by the planning authority and English Heritage.

Main messages

The benefits of a sound and documented process that can be enthusiastically applied by the disposal team.

The value of good stakeholder engagement, with, for example, high-level relationships between Defence Estates and English Heritage helping significantly. These relationships proved highly effective in guiding site visits for local authority officers and members.

The benefits of de-risking an opportunity – providing good-quality and transparent information on difficult issues, such as the condition of buildings.

Overall, this is a heartening story as it shows how a complex re-use opportunity can be handled quickly and well; and the enthusiasm created is likely to last into the design and construction phases.

Case Study 7

Site: South Shirebrook, Residential Zone 1, Shirebrook

Owner: English Partnerships

Area: 24 hectares gross, 18 hectares net developable

Summary

Operations at Shirebrook Colliery ended in 1993. The landowner, British Coal, undertook some essential decommissioning work, and Bolsover District Council sub-let some of the commercial buildings as business units. There was considerable local and national pressure for coalfield regeneration at that time. Locally, working with the Coalfield Communities Campaign and other action groups, Bolsover District Council exerted strong political pressure. Dennis Skinner MP was involved and influential.

In the late 1990s, after coal privatisation, the site ownership was taken over by English Partnerships, within its National Coalfields Programme. This case study concerns 'Residential Zone 1', which is greenfield land that was within the original colliery curtilage but never developed or used in connection with mining operations.

Since 2000 Residential Zone 1 has been identified in the masterplan and implemented by the East Midlands Development Agency (EMDA) and EP, with strong inputs from Bolsover District Council and Derbyshire County Council, under the South Shirebrook Regeneration project. In 2003 EMDA funded the essential advance infrastructure works. In August 2005 Residential Zone 1 was sold to a developer. The bidding

process for a developer was slow; in part this may have been because of the poor perceptions of Shirebrook and the local area in general. Great emphasis has been placed on connecting the regenerated colliery site with the Shirebrook community, both through physical connections to the adjacent town centre and through social connections in terms of skills and training and new community facilities. There has been and continues to be local input from the community and local representatives and political leaders, which has helped with the delivery of the project.

Main messages

The benefits of getting strong political and funding commitment behind a long-term vision and plan for the regeneration of a site.

The importance of a hands-on approach from EMDA and other stakeholders and of embedding the project in the local community.

The importance of demonstrating that the plan is part of an integrated regeneration package within the wider area and sub-region.

The importance of marketing the proposed development site well to fully test the market and maximise the investment opportunity.

Case Study 8

Site: Staff College, Bracknell

Owner: Defence Estates

Area: 44 hectares

Summary

The site is that of a former Royal Air Force/Ministry of Defence Staff College. Two-thirds of the site is home to now-vacant buildings, and the remainder is woodland and open space. The site was originally owned by Defence Estates but during its rationalisation of sites, Defence Estates was approached by English Partnerships, who bought the land in February 2004.

The site has outline consent for 730 units – largely luxury market homes, but 20 per cent of them ‘affordable’. EP felt that the land could be used more efficiently by getting consent for a higher number of units, and it increased the affordable housing on the site to help address the shortage of affordable housing in Bracknell.

Following a competition, the developer was announced in February 2005. The public were consulted on the proposed development between June and August 2005. EP is awaiting to hear from Bracknell Forest Borough Council if a detailed

planning application for 730 units has been granted. A requirement of the outline consent is that reserved matters must be approved for the whole site. For some, this has been considered as a constraint, given that it restricts the developer to gaining planning permission in one stage rather than several.

If EP is successful in gaining consent for the reserved matters, it intends to make an amended application for 900 units, with at least 38 per cent of these affordable.

There is a possibility that the project could be delayed while stakeholders decide how to develop around part of the site that was designated a Special Protection Area (SPA) by English Nature.

Main messages

The important role that English Partnerships can play in intervening and getting the best possible use from land, rather than allowing a site to be subject to market forces which would not necessarily result in its most efficient use.

Case Study 9

Site: Bede Island, Leicester

Owner: Previously owned by Great Central Railway

Area: 32 hectares

Summary

Bede Island is located in the built-up area of Leicester. The site is split into two parts – Bede Island North and Bede Island South, forming a 32 hectare site in total. Bede Island North was previously occupied by scrap metal merchants, heavy-engineering firms and companies occupying old warehouses. Bede Island South was predominantly used as railway land, including the main line, sidings and a steam locomotive depot, owned by Great Central Railway.

Bede Island North

The impetus for the site's development came from a fire early in 1990 and from a drive to see the regeneration of a key waterside site. The scheme started in 1992 with City Challenge approval, with Leicester City Council successfully bidding for City Challenge funding in 1993. Land assembly was the key issue to be overcome, as there were over 28 different land interests on the site. City Challenge attempted to negotiate private agreements with these interests – in a process that took about a year – but without success. Private negotiations failed because it was such a high-profile regeneration scheme. City Challenge did not have the required compulsory purchase powers, which led to the City Council becoming involved. The compulsory purchase process did not start until 1994, and the CPO was confirmed a year later. The site was ready for development in 1997, and the first business unit for a NatWest call-centre was completed in 1998, along with the first 70 housing association units and the Quay public house in the former pumping station. This signalled the start

of a massive programme of regeneration for the city's West End.

English Partnerships assisted with the problem of contamination through funding of £12 million to reclaim land for development.

Bede Island South

The southern part of the site is now coming forward for redevelopment. Land assembly problems were overcome through a comprehensive CPO process led by the City Council. Land reclamation was managed with EP assistance.

In *Towns and Cities – Partners in Urban Renaissance*, (ODPM, 2003) it is stated that the site represents the challenge of developing mixed-use schemes on sites that have been derelict for years: 'A comprehensive mixed-use scheme was only made possible by City Challenge, which pump-primed the whole development through an investment of £8 million.'

Main messages

The importance of a clear vision, needed to mobilise resources. This needs to be backed up where land values are low and risks are high by a public-private partnership to assemble the land and prepare it for development.

Where land assembly is needed, the public sector has to take the lead. Urban designers can help to raise the quality of development, thus attracting demand into previously neglected areas.

Case Study 10

Site: Barking Riverside, Barking, London

Owner: Originally National Power. Barking Riverside Ltd now owns the site

Area: 180 hectares

Summary

The site, originally owned by National Power, is one of the biggest urban development areas in London, and is a strategic growth point within the Thames Gateway. It features a huge Thames-side former power station near a Ford plant. Because of restructuring, National Power sold the site to Bellway Homes, who formed a partnership with London Borough of Barking and Dagenham Council.

A planning application was almost at the point of submission when a revised London Plan was adopted, allocating Barking Reach/Riverside the potential for more homes than previously. This coincided with the Office of the Deputy Prime Minister's recommendation that English Partnerships should get involved in the regeneration of the site. The Council sold some of its land to EP to help facilitate its involvement, and Barking Riverside Ltd was formed (a partnership of EP, Bellway Homes and the London Borough of Barking and Dagenham). Maxwan, a Dutch consultancy, has been developing a masterplan for the entire site. In December 2004, Barking Riverside Ltd submitted an application to the London Borough of Barking and Dagenham for outline planning permission to develop the site. There will be a need to raise the profile of the borough to make sure that the housing sells.

The success of the planning application was dependent on the provision of infrastructure. The Council refused to grant planning permission until it

could be demonstrated that the proposed development could be supported by an appropriate level of infrastructure and funded accordingly. The Council did not wish for the site to be car dependent. The site is particularly dependent on the proposed Docklands Light Railway extension (and as yet there is no financial commitment to this – an announcement on the proposed extension is expected soon). Discussions on these issues slowed down progress. There was concern over the lack of commitment to social infrastructure and over how the development of the site will be phased. The fact that the developer has options on only part of the site means that its development may be less comprehensive, with an increased risk that the provision of infrastructure could easily fall between those responsible.

However, the planning application for the project was approved by Barking and Dagenham's development control board in November 2006. The proposals will be submitted to the Mayor of London for his approval, and it is hoped that work will begin on site in 2008.

Main messages

The important role that the provision of infrastructure can play in helping to bring forward a site for redevelopment.

The important facilitatory role that English Partnerships can play, as can partnership working.

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- 12 These include 'high costs of land assembly due to multiple ownership of sites', 'additional costs of decontamination and remediation' or the fact that 'the location of brownfield land may not be consistent with current patterns of housing demand'. Barker (2004)
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- 14 Adams D. *et al.* (2002) 'Vacant urban land: exploring ownership strategies and actions'. *Town Planning Review*, Vol. 73, No. 4, pp.395-416
- 15 Urban Task Force (1999) *Towards an Urban Renaissance*. London: E &F Spon
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- 17 English Partnerships (undated) *Making Best Use of Surplus Public Sector Assets*. London: English Partnerships, p.2
- 18 It could be argued that urban capacity studies are more of a tool to help local authorities identify and allocate appropriate sites for redevelopment, but as a result of the process, local authorities will have a record of all local sites with re-use potential
- 19 At <http://www.nlud.org.uk>
- 20 An initiative whereby a large portfolio of former NHS hospital sites transfers to English Partnerships for redevelopment. The Hospital Sites Programme will provide 96 sites across England to help meet the Government's policy to create sustainable communities and make best use of surplus public sector land
- 21 The City Challenge initiative aimed to bring sustainable and integrated regeneration to areas of widespread and multiple deprivation

References and Notes in the Appendices

- A1 Barker (2004)
- A2 Adams (2002)
- A3 Urban Task Force (1999)
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