

Public Land for Housing Programme 2015-20 Data Release

Build out data as at March 2019

Land release data as at June 2019

Coverage: England

Scope of Data Release:

This data release outlines:

- progress made by departments on disposing land for housing up to end June 2019.
- data on progress on delivering homes on 1,370 sites sold for housing through both the 2011-15 and 2015-20 Public Land for Housing programmes to end March 2019.

Headlines:

- Land with capacity for c48,000 homes has been sold by all departments as of June 2019 through the Public Land for Housing Programme 2015-20.
- As of March 2019, over 51,000 homes have been brought to market on former public sector land sites released through both the 2011-15 and 2015-20 programmes. This is up from c40,000 homes delivered at end March 2018.

Note:

This data is gathered for management purposes to track programme performance and monitor the number of homes brought to market on former public sector land sites. It is being released as management information and is in voluntary compliance with the Code of Practice for Statistics (see Annex C).

Annexes D, E and F contain the data behind this document and are published separately as an excel spreadsheet.

Public Land for Housing Programme 2015-20

Data Release 6 February 2020

Introduction	2
Programme	3
Performance to the end	
of June 2019	
Monitoring homes built	4
on land released	
Homes brought to	5
market	
Progress of sites from	8
disposal through the	
planning process to	
completion	
Affordable homes	9
Annex A- Quality	10
assurance and detailed	
experimental	
methodology	
Annex B- Sites	14
disposed of by	
departments between	
April 2019 and June	
2019	
Annex C- Voluntary	16
compliance with the	
Code of Practice for	
Statistics	
Annexes D, E and F –	-
data tables	
(published separately)	

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Introduction

The government's aim to release land for 160,000 homes by the end of March 2020 builds on the 2011–15 Public Land for Housing Programme (PLHP), which released surplus government land for 109,000 homes.

The programme forms an important part of the government's plans to boost the supply of homes and deliver a million homes by the end of this Parliament, as well as to ensure that the government estate is used efficiently.

In 2015, the five largest land-owning departments agreed a contribution towards the Public Land for Housing target, which they are responsible for delivering. The agreed contributions are:

Department	Agreed contribution (housing units)
Ministry of Defence	55,000
Department for Transport	38,000
Ministry of Housing Communities and Local Government/Homes England	36,000
Department for Health and Social Care	26,000
Ministry of Justice	5,000
Total	160,000

Other government departments (OGDs) contributing to the programme include the Department for the Environment, Food and Rural Affairs (Defra); Department for Education (DfE); Department for Business, Energy and Industrial Strategy (BEIS); and the Cabinet Office (CO).

This data release is an update to the management information published in the Public Land for Housing 2015-20 Progress Report in May 2019. This noted that departments reported a high probability of releasing land with capacity for c69,000 homes by end March 2020 and that although departments had identified sufficient land for over 160,000 homes, it would be released to a longer timeframe. ¹

2

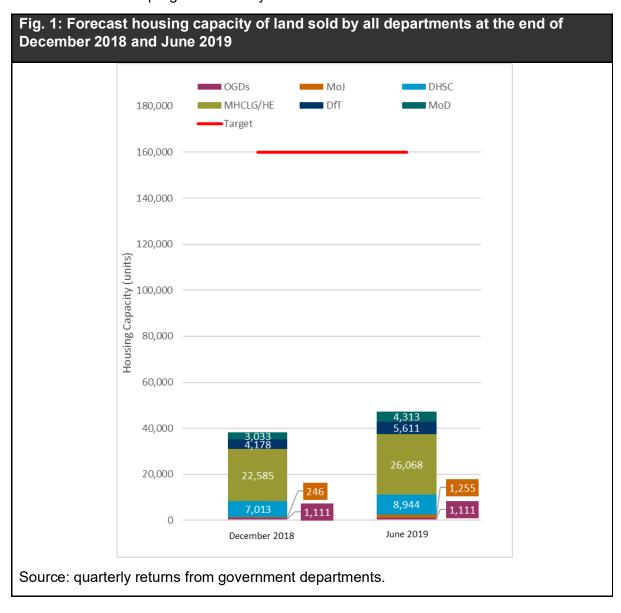
¹ Forecast figures are subject to change as risks to delivery are mitigated and new ones identified.

Programme Performance on the 2015-20 Public Land for Housing Programme to the end of June 2019:

By the end of June 2019:

- 508 sites with capacity for c48,000 homes have been sold by all departments²;
- of this, land for c47,000 homes comes from the top five land owning departments.

Figure 1 below shows the housing capacity of land sold by all departments at the end of December 2018 and progress made by the end of June 2019.³



² Criteria for land sold through the programme is explained in the technical handbook https://www.gov.uk/government/publications/public-land-for-housing-programme-2015-to-2020-handbook

³ The quality assurance process followed to collate this data is provided in Annex A.

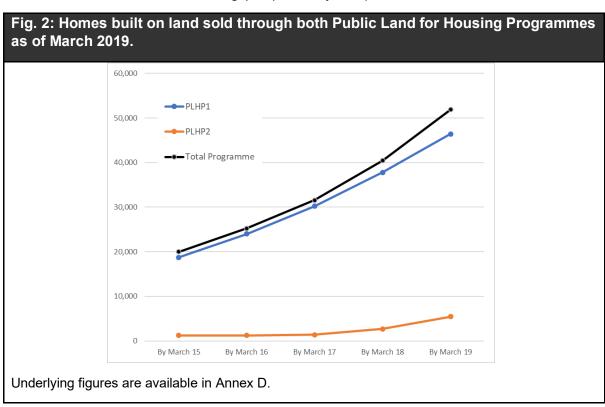
Monitoring homes built on land released:

In April 2017, MHCLG began to monitor the progress of sites sold through both the 2011-15 and 2015-20 Public Land for Housing programmes, in order to estimate the number of homes under construction and completed.

An experimental methodology has been developed by Ordnance Survey (OS) to monitor sites through the planning system to completion. This is explained in more detail in Annex A.

The figures reported are based on activity on 96% of sites sold through the 2011-15 and 2015-20 programmes covering 1,410 sites⁴ with forecast capacity for 149,662 homes released by departments up to the end of March 2019; of these, 40 sites have since been developed for commercial use, leaving 1,370 sites (with forecast capacity for 143,822 homes) being developed for housing. OS is continuing to investigate the remaining 4% of sites to ensure figures are robust. Key findings show that at the end of March 2019:

- over 51,000 homes (51,897 homes) have been brought to market on former public sector land sites, up from c40,000 homes delivered at end March 2018;
- homes have been built on public sector land sites across England; 24% (12,244 homes) in London, 20% (10,372 homes) in the South East, 15% (7,627 homes) in the Midlands and 14% (7,447 homes) in the North;
- homes were completed or are underway on over 900 sites across England, up from 700 sites at end March 2018; and
- 37% of sites sold for housing (513) are fully completed.



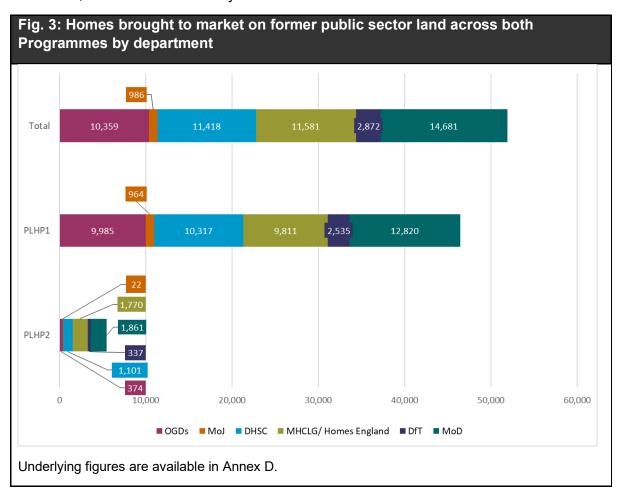
⁴ A total of 1,473 sites are listed in the final data because the method deployed by Ordnance Survey required some sites to be separated out for monitoring purposes.

Homes brought to market

Figure 3 (below) illustrates homes brought to market on former public sector land sites to the end of March 2019, broken down by department including contributions by other government departments.

Of the 51,897 homes brought to market:

- 14,681 are on former MOD land;
- 2,872 are on former DfT land;
- 11,581 are on former MHCLG/Homes England land;
- 11,418 are on former DHSC land;
- 986 are on former MoJ land; and
- 10,359 are on land sold by OGDs.

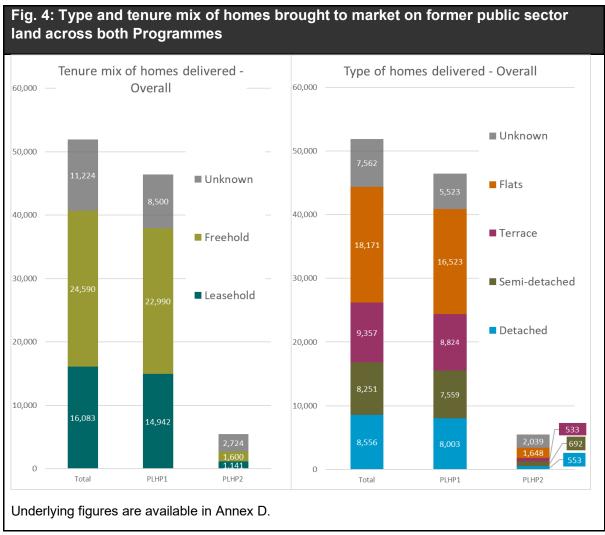


Charts in figure 4 below show the construction of new homes completed by end of March 2019 by type and tenure⁵. In some cases, property type and tenure are unknown due to the completions being made up of residential sales/built residential development (see Annex D for further details). Departments sell their sites as freehold; once land has been disposed and sale completed, developers may subsequently decide to release homes to market under leasehold.

Of the 51,897 homes brought to market; the tenure chart on the left (below) shows that 31% (16,083 homes) are leasehold, 47% (24,590 homes) are freehold and the tenure type of 22% (11,224 homes) is unknown.

The type distribution across the 51,897 homes brought to market shown in the chart to the right (below) is as follows:

- Detached homes contribute 16% (8,556 homes);
- Semi-detached homes contribute 16% (8,251 homes);
- Terrace homes contribute 18% (9,357 homes);
- Flats contribute 35% (18,171 homes); and
- The type of 15% (7,562 homes) is unknown.

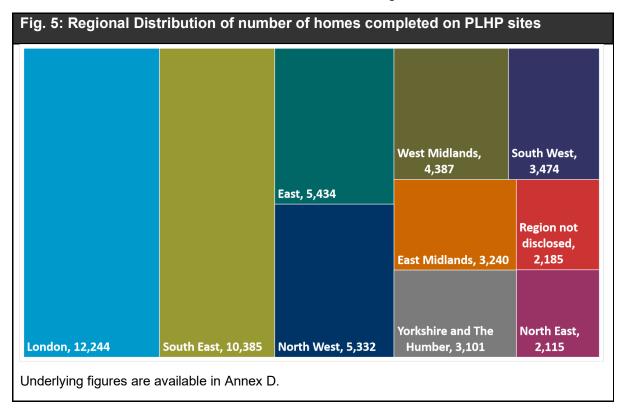


⁵ Tenure information has been obtained from the Land Registry.

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Figure 5 below shows the regional distribution of completions on both the previous and current Public Land for Housing programmes. Of the 51,897 homes delivered in every English region:

- 44% (over 22,000 homes) delivered are in London and the South East;
- 29% (over 15,000 homes) have been delivered in the Midlands and the North;
- 23% (c12,000 homes) in other regions; and
- 4% 2,185 homes have been built in undisclosed regions.⁶

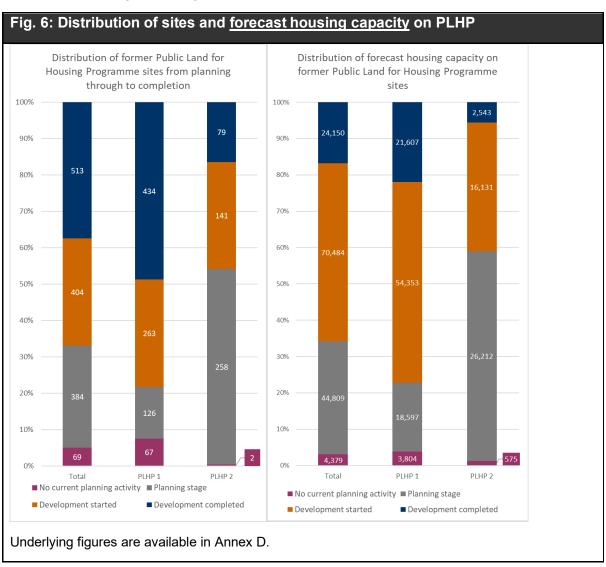


7

⁶ This is due to the site location being sensitive (e.g. service accommodation)

Progress of sites from disposal through the planning process to completion

Charts in figure 6 below show distribution of 96% of former government-owned sites from the point at which departments have handed over sites to developers or made them available for development through planning to completion.



The chart on the left (above) shows that of the 1,370 sites sold across both programmes for which full data is available, development is underway on 404 sites (30%) with a further 513 sites (37%) fully completed. There are 384 sites (28%) that are at planning stage and 69 sites (5%) currently have no planning activity.

To note, housing capacity on sites can change from forecast figures to those agreed in planning applications. Therefore, the completion figures are different from the forecast figures indicated in the chart to the right (above).

Annex D provides more details on progress on all sites across both Public Land for Housing programmes.

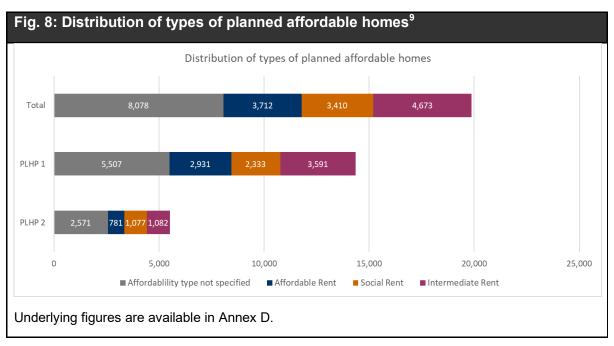
Affordable Homes

The data provides insight into the affordable housing capacity of sites sold through both programmes.⁷

On the 1,370 sites, the planned housing capacity amounts to 178,188 homes. Of these, 145 sites with capacity for 47,158 homes have been excluded from the figures in this section as these sites include private sector land as part of the planning applications. This is because it is not possible to determine how many of the planned affordable homes are to be built on the former public sector land parts of these developments. Therefore, the figures do not reflect performance across the programmes as a whole and report the likely minimum that are expected to be delivered. The data shows that:

 Across the remaining 1,225 sites with a planned capacity for c131,000 homes, 19,873 homes are expected to be affordable.

The data also shows the distribution of the type of planned affordable homes, presented in Figure 8 below.



⁷ Current data is on the number of planned affordable homes only, explained further in annex A. A process for monitoring affordable homes built is being explored.

⁸ The planned housing capacity is taken from the planning application. This differs from the total forecast housing capacity which amounts to 143,822. The site forecast number is determined by departments upon disposal.

⁹ Affordable Home Ownership is also a type that is monitored, however there were no planned homes for this category in the data set used for this chart.

<u>Annex A- Quality Assurance and Detailed Experimental</u> Methodology

Part one- Quality assurance on land release data:

Departments provide MHCLG with data on a site by site basis every quarter. It then goes through a thorough validation process undertaken by MHCLG/Homes England and Office of Government Property by scrutinising site-by-site the basis on which departments are scoring sites for the programme. This includes examining planning applications and boundary plan documents provided by departments, discussing and resolving any discrepancies, and then finalising the numbers to provide a programme-wide master-sheet that is used to report quarterly performance to the programme board.

Part two- Detailed experimental methodology for Public Land for Housing Programme monitoring information:

Establishing the site boundary and extracting planning application data

The monitoring information collected aims to ascertain the number of homes forecast, planned, under construction or built on central government land sold for housing. Ordnance Survey (OS), working with GeoPlace, was provided with the following information to help locate sites sold under both programmes:

- PLHP Programme number
- Site Name
- Address
- Site Postcode
- Local Authority
- Sold by (Department)
- Disposal Year (date)
- Forecast Housing Capacity at point of disposal
- Site boundary where provided by department

The planning portals of local authorities were queried to obtain further information about the sites. From the planning applications, details were then extracted on attributes such as planning permission dates and housing capacity in the planning application. Amendments to full planning applications may not have been captured for every site.

Where government land only makes up part of a larger development, the planning information captured refers to the larger development in the majority of cases. Completions were captured for the entire site covered by planning and a subset created for just the government land.

Detailed site information is not provided where ambiguity existed around the exact extent of the public sector site boundary (these sites are listed in Annex E), for example where;

• The complex nature of the way sites are parcelled up and sold off means there is potential for listed sites to overlap and be double counted, or

Identification of all relevant planning application documents, historic mapping, and Land Registry records, for a given site proved difficult.¹⁰

Planned affordable homes

The planning documents for each site were reviewed in order to determine whether the developer addressed affordable housing in their proposal and whether it formed part of the legal agreement between the local authority and developer via a Section 106.11

If affordable housing was included in the planning agreement, further investigation was carried out to determine the type of affordable housing being provided. Where the application did not specify the type of affordable housing being provided, data was categorised as 'Affordable Unknown' in a further column.

If the affordable housing provision was specified as a percentage, this was calculated from the total number of housing units provided by the application and rounded to the nearest whole number. If several types of affordable housing were covered by a single count or percentage in an application, this was split evenly between the types of housing and rounded to the nearest whole number.

Where a site has been flagged as part of a larger development and the remainder of the site is not included in the programme, the affordable housing figures included are for the whole development - not just the public sector land site that was sold but flagged as being partly built on government land. However, if all the land within the application boundary is included in the programme the affordable housing breakdown has been split evenly between the sites. However, if there are multiple government land sites within one application and all the land within the application boundary is included in the programme the affordable housing breakdown has been split evenly between the sites.

There are sites which do not have sufficient planning documents uploaded to the planning portal; on these sites affordable housing data was not collated.

Monitoring progress on homes built

An innovative automated process was developed to monitor the progress of development within each site boundary. This process detects when building on each site began by using changes depicted in Ordnance Survey's Master Map of Great Britain (OS MasterMap Topography Layer). This gives an indication of which sites have started and when.

Work started on site and construction of homes

Using OS MasterMap Topography Layer, the first building created on the site after the planning permission was secured is identified. This could be a garage or commercial building (not necessarily a house) but provides a strong indication of substantial work beginning on the site. If such a building is found, then the start date is set to the date on which the building was added to the map. To monitor housing starts and completions, residential addresses within AddressBase¹² associated with the new buildings created on

¹⁰ Disposing departments and local authorities have been contacted on a site-by-site basis in instances where uncertainty as to correct site boundary or planning application exists. In many cases, but not all, this has led to a resolution.

¹¹ https://www.legislation.gov.uk/ukpga/1990/8/section/106 ¹² ADDRESSBASE® is the most comprehensive national geospatial address dataset collected by local authorities,

the site were counted. Information relating to these addresses were gathered together, including:

- when the address was originally added to AddressBase;
- the date its associated building was created in OS MasterMap Topography Layer;
- the date the address was matched against Royal Mail's Postcode Address File; and
- the date the address was matched against Valuation Office Council Tax records.

The resulting data was then analysed in order to create the dwelling counts for each site. Housing starts were counted when a residential address record is first observed within a site boundary in OS MasterMap Topography Layer. The date the building was added to the map is used as the start date for the home¹³. Any addresses without a completion date and younger than two years, or a completion date after 31 April 2018, are classed as incomplete and therefore amount to the number of homes started but not completed.

Given the unavoidable time lag between change in the real world and changes appearing on the map, OS aims to capture all change relating to new residential properties within six months of that change occurring.

Conversion/change of use method

Following the quality assurance process, a number of sites were found to be possible conversions/change of use rather than new built development. Sites that potentially had conversions/change of use development were verified by using the planning application description and then processed for completions. This was done by analysing all residential addresses within the site regardless of the date the building footprint was captured. The date that the first full complete address appears in the AddressBase database, verified with a postal address and/or a VOA reference is taken as the start date on site. However, in some cases the start date and completion date are the same.

Completion of homes

Homes were considered to be complete if the address matched against either Royal Mail or Council Tax records. The earliest match date was used as the completion date for the home. If an address has no Royal Mail or Council Tax match, but both its building and its address were added to OS databases more than two years ago, then it was deemed to be complete and its completion date will be the latest date it was added to either database. In these instances, which apply to approximately 3% of all housing completions, because the address was capable of receiving mail in the opinion of the local authority, it remains sufficiently likely that the home is complete.¹⁴

A bespoke approach to counting completions is taken in the case of 'residential sales/ built residential development', which involve previously held public sector accommodation being sold off directly as private housing or where new residential development for military personnel is already built. This includes:

¹³ Note that Homes England define a start as an excavation for strip or trench foundations or for pad footings; digging out and preparation of ground for raft foundations; vibroflotation, piling, boring for piles or pile driving; or drainage work specific to the scheme.

¹⁴ Note that Homes England uses a different methodology when counting completions. They obtain evidence from the local authority or from the relevant partner under the Single Land Programme every quarter.

- New Service Family Accommodation (SFA), which is new housing built on Ministry of Defence land for service personnel and their families;
- New Single Living Accommodation (SLA), which is new housing built on Ministry of Defence land for single service personnel comprising accommodation with communal living space and shared facilities; and
- A home previously leased to the Ministry of Defence by Anningtons and sold back to the market.

On these sites completions have been counted in line with forecast housing capacity.

Where the planned use of the site is identified as student accommodation and only the bedroom number is provided in the planning application, the number of completed bedrooms is captured unless addresses are grouped by unit rather than bedrooms. This figure is then dived by 4 based on 1 unit per 4 bedrooms in line with the technical handbook.

Sites are not included in the count towards completions totals where:

- It appears likely that government land formed only a proportion of a larger development, but the extent of the government land is unknown. 15
- Complex relationships exist between the original site boundary sold by Government which cannot now be accurately determined and the planning applications that relate to that site. This may come to exist because of amalgamation of sites, phased approaches to development, or a mixture of the two.

Type and tenure of homes built

Each address has a unique identifier called a UPRN (Unique Property Reference Number). This is used as a link to Land Registry data, from which OS was able to find the tenure of the home. In addition, ADDRESSBASE® contains a classification for each address, which usually provides the detailed property type for a given address (e.g. a detached house, terraced house, etc.). The count of homes within each of these different tenures and property types was used to populate as far as possible the relevant attributes in the dataset.

MHCLG checks on OS data

Once data has been received from OS, MHCLG performs a further list of checks to ensure that the data provided is as robust as can be and any errors are either amended or flagged to be amended for future delivery. Checks are done across all categories of data provided and the data set is reviewed by MHCLG economists and statisticians before the final numbers are finalised and published.

¹⁵ The approach taken aims to only count homes built on public sector land itself, but it should be noted that public land released may have facilitated a wider development (for example sites released under the Programme may have undergone subsequent masterplan revisions after they were sold. Therefore, public sector land could have been used for a non-residential use and new homes developed on adjacent land).

Annex B- Sites disposed of by departments between April 2019 and June 2019

The sites below were sold after 1 April 2019 and are therefore not included in the OS data monitoring build out (set out in Annexes D-E). These sites contribute to the land released figures included in this report and are set out here for transparency.

Department	Land/ property name	Address	Forecast number of housing units
MoD	Holcombe Moor Training Camp-Holcombe Moor Training Camp	Hawkshaw, BL8 4JJ	1
DHSC	Rushden Ambulance Station	Station Road NN10 9SJ	11
DHSC	Part of land adjacent to 7a Woodfield Road used as a car park	7a Woodfield Road, London W9 2BA	74
DHSC	DRI London Road Derby	Derbyshire Royal Infirmary N H S Trust, London Road, Derby (DE1 2QY)	796
MoD	Arborfield & Lyneham SFA	Various Locations	29
MoD	Ludgershall & Bulford SFA	Various Locations	193
MoD	Huntingdon Sla	Various Locations	165
DHSC	Carnegie Centre	Hunters Road, Hockley, Birmingham, B19 1DR	16
DfT	Salford, land adjacent to 48 Chapel Street	48-50 Chapel Street, Salford, M3 7AA	40
DHSC	Coburg Court	Maud Road, Dorchester, DT1 2NZ	7
DHSC		Moorcroft Road, Manchester, M23 0AT	9
DHSC	The Gate Lodge	43 High Street, Amblecote, DY8 4DG	1
DfT	2&4 Ellison Road	1 & 4 Ellison Road, Lambeth, London SW16 5BY	9

MoJ	Stroud, The Firs	The Firs, 118 Cainscross Road, Stroud, Gloucestershire GL5 4HN	9
HE	Eastbourne Magistrates' Court	BN211DD	35
HE	Halifax Magistrates' Court	HX1 2AN	5
DfT	Chobham Farm North Zone 3	Leyton Road, Stratford, London, E15 1DH	36
DfT	Air Space over Stratford Bus layover	Adjacent to Stratford International Station, International Way, Stratford, London, E20 1YY	369
DHSC	296 Drayton High Road	296 Drayton High Road Norwich NR6 5BJ	1
MoD	Merseyside Volunteer Estate-Alexandra Court	Alexandra Court, 28 Alexandra Road, L178YE	53
MoD	JSCS Ashchurch-JSCS Ashchurch	A.46, GL20 8LZ	350
MoD	DIO Aldershot-Blandford House	Shoe Lane, GU11 2HA	160

Annex C- Voluntary compliance with the Code of Practice for Statistics

The <u>Code of Practice for Statistics</u> was published by the UK Statistics Authority in February 2018 to set standards for organisations in producing and publishing official statistics and ensure that statistics serve the public good.

Whilst the statistics in MHCLG's Public Land for Housing Programme Data Release are not designated as official statistics, the principles of transparency of high-quality analytical outputs to inform decision making and the public underpin this data release.

TRUSTWORTHINESS		
T1 Honesty and Integrity People in organisations that release statistics should be truthful, impartial and independent, and meet consistent standards of behaviour that reflect the wider public good.	The data that underpin the Public Land for Housing Programme are provided by Civil Servants from all of the Government Departments involved, all of whom comply with the Civil Service Code and the Seven Principles of Public Life. Further data are gathered by Ordnance Survey a public corporation sponsored by the Department for Business, Energy & Industrial Strategy.	
T2 Independent decision making and leadership Organisations should assign a Chief Statistician/Head of Profession for Statistics who upholds and advocates the standards of the Code strives to improve statistics and data for the public good, and challenges their inappropriate use.	The contents of this release have been reviewed by statisticians and economists within the Housing and Planning Analysis Division within MHCLG who work under the supervision of MHCLG's Head of Profession for Statistics.	
T3 Orderly release Organisations should commit to releasing their statistics in an open and transparent manner that promotes public confidence	These data releases have been, and will continue to be, published as soon as the department are confident that their contents are fit for purpose. We intend to move to an orderly release cycle for upcoming data releases.	
T4 Transparent processes and	The methodology for monitoring is published	
management Organisations should have effective business processes and appropriate resources to support their statistical functions and be open about their plans, priorities and progress.	alongside the data to ensure the process is transparent. All data regarding land release is initially provided by departments and supplemented with further information taken from local authority planning portals.	
T5 Professional Capability People producing statistics should be appropriately skilled, trained and supported in their roles and professional development	The teams providing both the land release data and the buildout data are both skilled, trained and supported in their own areas of expertise. The final analysis of their data is checked by professional statisticians.	
T6 Data Governance Organisations should look after people's information securely and manage data in ways that are consistent with relevant legislation and serve the public good. QUALITY	The data are processed in accordance with the requirements of the Data Protection Act 2018. MHCLG has put in place a thorough governance process to ensure that the data are securely managed and reviewed before release.	
Q1 Suitable data sources Statistics should be based on the most appropriate data to meet intended uses. The impact of any data limitations for use should be assessed, minimised and explained	The data in this release is verified at source and originate primarily from the following providers: Local Authorities, Other Government Departments, Ordnance Survey (OS AddressBase and OS MasterMap) and the Land Registry (tenure data). Where the quality of	

Q2 Sound methods Producers of statistics and data should use the best available methods and recognised standards, and be open about their decisions Q3 Assured quality Producers of statistics and data should explain	the data is unclear, it is published separately with quality issues highlighted and any sites where the data quality is not sufficient are not included in the final numbers. Our data collection tools and processes have been tailored and refined to suit the requirements of this programme. Where there are issues with the data, we publish the data separately as an annex, flag the issues and provide an explanation on the efforts made to resolve them. All data are quality-assured prior to publication. MHCLG have a series of checks that are
clearly how they assure themselves that statistics and data are accurate, reliable, coherent and timely.	performed on the data prior to analysis. It is always MHCLG's objective to make sure that the quality of data improves and there are fewer sites where issues are outstanding at publication.
VALUE	
V1 Relevance to users Users of statistics and data should be at the centre of statistical production; their needs should be understood, their views sought and acted on, and their use of statistics supported.	Understanding what has happened to public sector land once it has been disposed of is important to central government, local authorities and attracts public interest. We have listened to suggestions made by the Public Accounts Committee and other stakeholders and ensured that the data release meets their needs as far as possible.
V2 Accessibility Statistics and data should be equally available to all, not given to some people before others. They should be published at a sufficient level of detail and remain publicly available.	We publish the compiled results as soon as the underlying data has been through all assurance processes. Because the data are categorised as management information this release is not subject to the statutory rules governing prerelease access.
V3 Clarity and insight Statistics and data should be presented clearly, explained meaningfully and provide authoritative insights that serve the public good	Data are clearly presented and explained, with suitable visualisations. Methodology and definitions are made available at the start of the document.
V4 Innovation and improvement Statistics producers should be creative and motivated to improve statistics and data, recognising the potential to harness technological advances for the development of all parts of the production and dissemination process.	This data release series started in February 2017 and has been progressively refined to provide greater clarity. In future, we intend to publish the data on a 6-monthly basis.
V5 Efficiency and proportionality Statistics and data should be published in forms that enable their reuse. Producers should use existing data wherever possible and only ask for more where justified.	The burden placed on data providers has been considered in the context of the Government's 'New Burdens Doctrine', and MHCLG has worked to minimise the burden by using an approach which largely draws on data from Local Authority Planning Portals, thus, minimising the need for requesting data directly from Local Authorities. The OS process for monitoring data uses site codes for matching data, and data releases follow a consistent format with previous releases. As data on build out changes regularly over several years it has to be kept up to date. For purposes of efficiency once a site has been built-out according to programme guidelines it is no longer monitored.