One Public Estate Programme

**Purpose**

For noting.

**Summary**

This report updates the Board progress to date on the One Public Estate (OPE) and Land Release Fund (LRF) programmes, including details of funding awards made as part of OPE Phase 7.

Appendix 1 provides details of funding award amounts made though OPE Phase 7.

There will be a presentation from Joe Garrod, Director of Capital Delivery illustrating Waltham Forest’s OPE activity.

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| **Recommendation**  Members of the Improvement and Innovation Board are asked to:   1. Note the updates and progress on the OPE and LRF Programme. 2. Note the funding awards made as part of OPE Phase 7. 3. Note future plans for the programme.   **Actions**  The programme is planning a number of actions in response to the evaluation which are detailed in full in paragraphs 32 to 34 of the report. |

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**One Public Estate Programme**

**Background and progress update**

**One Public Estate**

1. The One Public Estate programme is delivered in partnership by the Office of Government Property (OGP), the Local Government Association (LGA) and the Ministry of Housing Communities and Local Government (MHCLG). It provides practical and technical support and funding to councils to deliver ambitious property-led programmes in collaboration with central government and other public sector partners. It has three primary objectives:
   1. **To enable economic growth** – through releasing public land to deliver new homes and jobs.
   2. **To support the delivery of integrated and customer focused public services** – such as integrated health and social care.
   3. **To generate efficiencies** – including generating capital receipts and reducing running costs through better use of the collective public estate.
2. As of January 2019, the programme has supported partnerships in the delivery of £163 million in capital receipts, £24 million in running cost savings, created 5,745 jobs and released land for more than 3,336 homes.
3. By 2020, OPE projects expect to deliver £615 million in capital receipts, £158 million in running cost savings, create 44,000 jobs and release land for 25,000 homes.
4. Since its inception in 2013/14, OPE has undergone a rapid expansion and the programme we see today is one of national prominence working with 95% (336) of English councils across 78 partnerships. Over seven rounds OPE has secured £60m of revenue funding which has been invested into councils to manage OPE partnerships and fund over 650 projects across England.
5. Awards for OPE’s seventh round were announced in February 2019. This saw £15 million funding awarded to 59 OPE partnerships, involving 308 councils.
6. The programme is also supporting government with the delivery of some of its headline policy issues. In 2018 The Naylor Review, an independent review on how the NHS can make best use of its estate, reported emerging evidence that high house prices, particularly in London, can make it difficult to recruit and retain staff, increasing reliance on expensive agency staff. In response, the ‘homes for NHS staff’ policy aims to benefit up to 3,000 staff by offering them a right of first refusal on land released for affordable housing. The DHSC, One Public Estate and the Greater London Authority have jointly developed a London pilot focusing on early win exemplar sites that can be brought forward to deliver new affordable homes for NHS staff.

**Land Release Fund (LRF)**

1. In 2017 OPE invited MHCLG to become part of the cross public sector team delivering OPE. The expanded partnership would see OPE lead the delivery of the LRF, a new £45 million capital programme which provided funding for small scale infrastructure and land remediation activity, enabling councils to release surplus land in their ownership for housing. The scheme currently supports 79 projects which aim to release land for 7,280 new homes by 2020.

1. As part of the agreement the LGA pledged its support to a Local Authority Land Ambition which aims to release surplus land with the capacity for 160,000 new homes by the end of March 2020. This sits alongside a central government target to release land for 160,000 homes on its own land.
2. Progress on LRF remains positive, as of January 2019 the 79 funded projects have already released land for 811 homes, and are expected to release land for 7,083 homes by March 2020. Longer term, projects aim to deliver 7,445 homes.
3. Councils reported on the Local Authority Land Ambition target for the first time in November 2018 with 145 (41 per cent) councils providing data on a) land they had released between April 2015 – 31 April 2018 and b) land they projected they could release 01 May 2018 – 31 March 2020.
4. Initial data, which requires further validation, is extremely positive with respondents advising that between 01 March 2015 – 31 April 2018, 1726 hectares of local authority land had been released with the capacity to deliver 64,500 homes.
5. Data also showed that between 01 May 2018 and 31 March 2020 councils have the potential to release 2,877 hectares of land capable of delivering 82,200 homes.

**One Public Estate Phase 7**

1. With £15 million invested by MHCLG, OPE launched a new application round in September 2018 for Phase 7 of the programme. This funding round specifically focused on bringing housing projects forward, supporting the Government’s ambition to release local government land for 160,000 homes by 2020 and equivalent target of releasing land for 160,000 homes on central government land.
2. In addition to a focus on housing, Phase 7 introduced two new elements:
3. Firstly, a priority sites pilot which offered government departments the opportunity to put forward a number of sites they wanted to bring forward for housing but required assistance from local government. This included two pilot sites from the NHS and two from the Ministry of Defence (MoD), three of which were awarded funding.
4. Secondly, the programme rolled out a sustainable grant (piloted in Phase 6) which is offered on a repayable basis. This is part of OPE’s commitment to HM Treasury to support partnerships in a way that creates a self-sustaining element to the programme.
5. Applications totalling over £28 million (£23 million non-repayable grant and £5 million sustainable grant) were submitted by 61 OPE partnerships. After a robust assessment process, in which other government departments were consulted, Ministers agreed to award £15 million across 60 partnerships involving 308 councils. Of this, £3 million was offered as sustainable grant, which the programme will recycle into future schemes.
6. The funding awarded will support the delivery of over 100 new OPE schemes and continued programme management of OPE partnerships. A full list of areas awarded funding is set out in **Annex 1.**
7. The funded proposals expect to be able to support the release of land for 10,000 new homes, generate £260 million capital receipts, £37 million running cost savings, and to create 14,000 new jobs by 2024/25. Over ten years, we expect to be able to support the release of land for 19,000 new homes.
8. As part of a plan to develop a self-sustaining programme, Phase 7 supported two different models for attracting private investment to deliver major transformational projects in the LB Waltham Forest and Exeter City Council (via the Devon and Torbay Partnership). It is hoped that these will develop models or investment strategies which are replicable and transferrable to other areas in the future.
9. **London Borough of Waltham Forest:** Barts Health NHS Trust applied to the Department for Health and Social Care for c. £350 million to rebuild the Victorian-era Whipps CrossHospital. NHS Improvement (NHSI) and London Health Devolution leads are supportive of proposals to redevelop a new facility, given Whipps Cross has a c. £88 million maintenance backlog. The council and Trust continue to progress plans locally and the site is currently part of a wider public consultation for the council’s revised Local Plan.
10. OPE funding and support will help advance a positive outcome sooner than if capital funding is sought via more traditional NHS channels. It will help to explore a private investment strategy for the modernisation of the Hospital and how to increase the housing potential on the wider site. This will be a useful case study to progress HM Treasury thinking on private investment.
11. **Devon and Torbay:** With Exeter due to see a significant population and economic growth, the City Council is looking to use OPE to support the regeneration of Exeter St David’s Station, the gateway to the City. The area contains significant council and Network Rail land with the opportunity to deliver new homes and an improved public space. OPE will also work with the council to develop options for attracting private investment to undertake vital infrastructure works and housing development. If successful, OPE hopes to develop a model that could work in other areas going forward.

**Programme Evaluation**

1. In 2018 OPE commissioned an external evaluation of the programme undertaken by the consultancy CBRE, Steer Group and Newcastle University. This was in two parts:
   1. An assessment the programmes performance to date against its objectives;
   2. Provision of advice and recommendations as to how OPE can further evolve and improve.
2. Findings from the evaluation were overall positive and concluded that its operational model of:
   1. **Mapping the Public Estate**: Knowing who owns what in a locality is vital to building the foundations of a relationship with public sector bodies
   2. **Forming a partnership**: Establishing a strong governance mechanism with representation across the public sector is essential in driving delivery
   3. **Generating a shared vision**: Engaging with public sector partners at the earliest possible stage to jointly develop a vision that meets the needs of local communities
   4. **Securing funding**: The availability of revenue funding to support the early stages of project activity or dedicated programme management capacity.

remains as relevant today as it did when the programme commenced over five years ago. OPE was also recognised as public sector best practice by industry membership bodies including the Royal Institute for Chartered Surveyors (RICS) and The Chartered Institute of Public Finance and Accountancy (CIPFA)

1. The report highlighted that OPE’s flexible framework around delivering economic growth, integrated services and efficiencies has enabled the programme to respond to changing priorities within both local authorities, local OPE partnerships and central government.
2. Case studies in the report highlighted the importance of OPE as a scarce source of revenue funding to enable feasibility work. This funding has been critical in seeding and unlocking projects that would not have otherwise taken off.
3. Being engaged in the programme has also had a ‘badge effect’ in several localities, adding credibility to projects that might otherwise have been deemed as too risky or non-priorities. This ‘badge effect’ has helped to smooth decision-making processes and lever in partner resources.
4. It was noted that the early stage feasibility role played by OPE means that the overwhelming majority of the projects it has supported have not yet been delivered and remain ‘in the pipeline’. The programme has delivered only a small proportion of its forecast outputs, to date; however, this aligns with anticipated delivery timelines of the programme.
5. The report concluded that OPE’s targets for 2020 appear to be a realistic estimate of likely outputs. But, successfully meeting these targets will require a step change in the scale of output delivery relative to what has been achieved to date.

**Next steps**

1. The programme is planning a number of actions in response to the evaluation.
2. A restructure of the programme team is currently underway which will place more resource in regional delivery teams, who are essential to securing 2020 and longer term targets. It is anticipated that the restructure will be finalised in April 2019.
3. As well as pilot schemes in LB Waltham Forest and Devon, the programme is in ongoing discussions with institutional investors to gauge their interest in offering capital investment to the programme. The programmes ambition is to provide a broader offer of support which builds on its current revenue offer, providing funds of feasibility activity, with a capital offer, supporting delivery of schemes.
4. The OPE team are currently working with MHCLG officials to explore opportunities to further assist local authorities with the release of land they own for new homes. Initial discussions are exploring building a case for providing capital funding for small sites. A verbal update on future opportunities will be provided at the meeting.

**Annex 1 – List of OPE phase 7 funding awards**

|  |  |  |  |
| --- | --- | --- | --- |
|  | | | |
| **OPE Partnership Name** | **Lead Authority** | **Local Authorities** | **Total Funding Awarded** |
| Berkshire Property Partnership | West Berkshire Council | Bracknell Forest Borough Council | £107,500 |
| Reading Borough Council |
| Royal Borough of Windsor & Maidenhead |
| Slough Borough Council |
| West Berkshire Council |
| Wokingham Borough Council |
| Brent Partnership | London Borough of Brent | London Borough of Brent\* | £180,000 |
| Buckinghamshire Partnership | Buckinghamshire County Council | Buckinghamshire County Council | £370,000 |
| Aylesbury Vale District Council |
| Wycombe District Council |
| Chiltern District Council |
| South Bucks Council |
| Cambridgeshire & Peterborough Combined Authority | Cambridgeshire County Council | Cambridge City Council | £326,800 |
| Cambridgeshire County Council |
| East Cambridgeshire District Council |
| Fenland District Council |
| Huntingdonshire District Council |
| South Cambridgeshire District Council |
| Cheshire and Warrington Partnership | Cheshire West and Chester Council | Cheshire East Borough Council | £77,000 |
| Cheshire West and Chester Council |
| Warrington Borough Council |
| City and Hackney Alliance | London Borough of Hackney | London Borough Hackney | £150,000 |
| City of London Corporation |
| Connecting Warwickshire Partnership | Warwickshire County Council | North Warwickshire Borough Council | £315,000 |
| Rugby Borough Council |
| Warwickshire County Council |
| Cumbria Partnership | Carlisle City Council | Allerdale Borough Council | £120,000 |
| Barrow-In-Furness Borough Council |
| Carlisle City Council |
| Copeland Borough Council |
| Cumbria County Council |
| Eden District Council |
| South Lakeland District Council |
| Devon and Torbay Partnership | Devon County Council | Devon County Council | £505,000 |
| Exeter City Council |
| Mid Devon District Council |
| North Devon District Council |
| South Hams District Council |
| Teignbridge District Council |
| Torbay Council |
| Torridge District Council |
| West Devon District Council |
| Dorset Partnership | Dorset County Council | Christchurch Borough Council & East Dorset District Council | £285,000 |
| North Dorset District Council |
| Purbeck District Council |
| West Dorset District Council |
| Weymouth and Portland Borough Council |
| East Riding Partnership | East Riding of Yorkshire Council | East Riding of Yorkshire Council | £275,000 |
| Essex Partnership | Essex County Council | Essex County Council | £320,100 |
| Basildon Borough Council |
| Braintree District Council |
| Brentwood Borough Council |
| Castlepoint Borough Council |
| Chelmsford Borough Council |
| Colchester Borough Council |
| Epping Forest District Council |
| Harlow Council |
| Maldon District Council |
| Rochford District Council |
| Southend-on-Sea Borough Council |
| Tendring District Council |
| Thurrock Council |
| Uttlesford Council |
| Greater Brighton Partnership | Brighton & Hove City Council | Brighton & Hove City Council\* | £208,000 |
| Crawley Borough Council |
| Adur District Council\* |
| Lewes District Council |
| Mid Sussex District Council\* |
| Worthing Borough Council\* |
| Greater Lincolnshire One Public Estate Partnership | Lincolnshire County Council | West Lindsey District Council | £100,000 |
| East Lindsey District Council |
| City of Lincoln Council |
| South Holland District Council |
| Boston Borough Council |
| North Kesteven District Council |
| South Kesteven District Council |
| North East Lincolnshire Council |
| North Lincolnshire Council |
| Lincolnshire County Council |
| Greater Manchester Combined Authority | Greater Manchester Combined Authority | Oldham Metropolitan Borough Council | £400,000 |
| Rochdale Metropolitan Borough Council |
| Bolton Metropolitan Borough Council |
| Trafford Metropolitan Borough Council |
| Wigan Metropolitan Borough Council |
| Manchester City Council |
| Salford City Council |
| Stockport Metropolitan Borough Council |
| Bury Metropolitan Borough Council |
| Tameside Metropolitan Borough Council |
| Haringey & Islington Wellbeing Partnership | Islington Council | London Borough of Haringey\* | £500,000 |
| London Borough of Islington |
| Hertfordshire Property Partnership | Hertfordshire County Council (HCC) | Broxbourne Borough Council | £250,000 |
| Dacorum Borough Council |
| East Hertfordshire District Council |
| Hertfordshire County Council |
| Hertsmere Borough Council |
| North Hertfordshire District Council |
| St Albans & City District Council |
| Stevenage Borough Council |
| Three Rivers District Council |
| Watford Borough Council |
| Welwyn and Hatfield Borough Council |
| Herefordshire Partnership | Herefordshire Council | Herefordshire Council | £335,000 |
| Hull OPE Partnership | Kingston Upon Hull City Council | Kingston Upon Hull City Council | £100,000 |
| Ipswich & Central Suffolk Partnership | Suffolk County Council | Ipswich Borough Council | £135,000 |
| Suffolk County Council\* |
| Island Futures Partnership - Isles of Scilly | Council of the Isles of Scilly | Council of the Isles of Scilly | £250,000 |
| Kent Estates Partnership | Kent County Council | Ashford Borough Council | £225,000 |
| Canterbury City Council |
| Dartford Borough Council |
| Dover District Council |
| Folkestone & Hythe District Council |
| Gravesham Borough Council |
| Kent County Council |
| Maidstone Borough Council |
| Medway Council\* |
| Sevenoaks Borough Council |
| Swale Borough Council |
| Thanet District Council |
| Tonbridge & Malling Borough Council |
| Tunbridge Wells Borough Council |
| Kensington and Chelsea One Public Estate Partnership | Royal Borough of Kensington & Chelsea | Royal Borough of Kensington and Chelsea\* | £445,000 |
| Lancashire One Public Estate Partnership | Blackburn with Darwen Borough Council | Lancashire County Council | £395,000 |
| Blackpool Council |
| Fylde Borough Council |
| Preston City Council |
| South Ribble Borough Council |
| Blackburn with Darwen Borough Council |
| Rossendale Borough Council |
| Burnley Borough Council |
| Lancaster City Council |
| West Lancashire Borough Council |
| Chorley Council |
| Pendle Borough Council |
| Hyndburn Borough Council |
| Leicestershire Partnership | Leicester City Council | Leicester City Council | £60,000 |
| Oadby and Wigston Borough Council |
| North West Leicestershire Council |
| Hinckley & Bosworth |
| Harborough District Council |
| Charnwood Borough Council |
| Lewisham OPE Partnership | London Borough of Lewisham | London Borough of Lewisham | £220,000 |
| Liverpool City Region | Liverpool City Council | Liverpool City Council | £150,000 |
| Halton Borough Council |
| St Helens Borough Council |
| Sefton Borough Council |
| Wirral Borough Council |
| London Borough of Tower Hamlets Partnership | London Borough of Tower Hamlets | London Borough of Tower Hamlets | £150,000 |
| London Borough of Havering and Barking & Dagenham Partnership | London Borough of Barking and Dagenham | London Borough of Barking and Dagenham | £300,000 |
| London Borough of Havering |
| Luton Partnership | Luton Borough Council | Luton Council | £172,500 |
| Medway Partnership | Medway Council | Medway Council\* | £130,000 |
| Kent County Council |
| Merton Partnership | London Borough of Merton | London Borough of Merton | £340,000 |
|
| Norfolk Partnership | Norfolk County Council | Breckland District Council | £345,000 |
| Broadland District Council |
| Great Yarmouth Borough Council |
| Kings Lynn and West Norfolk Borough Council |
| Norfolk County Council |
| North Norfolk District Council |
| Norwich City Council |
| South Norfolk District Council |
| Northamptonshire Partnership | Northamptonshire County Council | Corby Borough Council | £405,000 |
| Daventry District Council |
| East Northamptonshire Council |
| Kettering Borough Council |
| Northampton Borough Council |
| Northamptonshire County Council |
| South Northamptonshire Council |
| Wellingborough Council |
| North East OPE Partnership | Newcastle City Council | Durham County Council | £60,000 |
| Gateshead Council |
| Newcastle City Council |
| North Tyneside Council |
| Northumberland County Council |
| South Tyneside Council |
| North Midlands Partnership | Derbyshire County Council | Derbyshire County Council | £460,000 |
| Derby City Council |
| Amber Valley Borough |
| Erewash Borough Council |
| Bolsover District Council |
| Chesterfield Borough Council |
| North East Derbyshire Council |
| High Peak Borough |
| Derbyshire Dales District Council |
| South Derbyshire District Council |
| Nottinghamshire County Council |
| Nottingham City Council |
| Rushcliffe Borough Council |
| Mansfield District Council |
| Broxtowe Borough Council |
| Newark and Sherwood District Council |
| Gedling Borough Council |
| Bassetlaw District Council |
| Ashfield District Council |
| North Yorkshire Authorities Property OPE Partnership | North Yorkshire County Council | City of York Council\* | £285,000 |
| Craven DC\* |
| Hambleton DC |
| Harrogate BC\* |
| North Yorkshire County Council |
| Richmondshire DC |
| Ryedale DC |
| Scarborough BC |
| Selby DC\* |
| Oxfordshire Public Estate Delivery Partnership | Oxfordshire County Council | Cherwell District Council | £205,000 |
| Oxford City Council |
| Oxfordshire County Council |
| South Oxfordshire District Council |
| Vale of White Horse District Council |
| West Oxfordshire District Council |
| Portsmouth and Gosport Partnership | Portsmouth City Council | Gosport Borough Council\* | £290,000 |
| Portsmouth City Council |
| SHAPE (Surrey) Partnership | Surrey Heath Borough Council | Elmbridge Borough Council | £635,000 |
| Epsom & Ewell Borough Council |
| Guildford Borough Council |
| Mole Valley Borough Council |
| Reigate and Banstead Borough Council |
| Runnymede Borough Council |
| Spelthorne Borough Council |
| Surrey County Council |
| Surrey Heath Borough Council |
| Tandridge District Council |
| Waverley Borough Council |
| Woking Borough Council |
| Shropshire and Telford & Wrekin Estates Partnership | Shropshire Council | Shropshire Council | £305,000 |
| Telford & Wrekin Council\* |
| Staffordshire Partnership | Staffordshire County Council | Cannock Chase District Council | £110,000 |
| East Staffordshire Borough Council |
| Lichfiled District Council |
| Newcastle-Under-Lyme Borough Council |
| South Staffordshire District Council |
| Stafford Borough Council |
| Staffordshire County Council |
| Staffordshire Moorlands District Council |
| Stoke on Trent City Council |
| Tamworth Borough Council |
| Telford and Wrekin Council\* |
| Somerset Shared Asset Programme Partnership | Somerset County Council | Mendip District Council | £112,500 |
| Taunton Deane Borough & West Somerset Councils |
| Sedgemoor District Council |
| Somerset County Council |
| South Somerset District Council |
| SPACES (East Sussex) Partnership | East Sussex County Council | Brighton & Hove City Council\* | £450,000 |
| East Sussex County Council |
| Eastbourne and Lewes Council |
| Hastings Borough Council |
| Rother District Council |
| Wealden District Council |
| The Barnet Partnership | London Borough of Barnet | London Borough of Barnet\* | £241,737 |
| London Borough of Brent\* |
| London Borough of Haringey\* |
| London Borough of Harrow\* |
| Transforming Bedfordshire Partnership | Bedford Borough Council | Central Bedfordshire Council | £155,000 |
| Bedford Borough Council |
| Tees Valley OPE Partnership | Tees Valley Combined Authority | Hartlepool Borough Council | £145,000 |
| Middlesbrough Borough Council |
| Darlington Borough Council |
| Stockton Borough Council |
| Redcar and Cleveland Borough Council |
| Waltham Forest One Public Estate Partnership | London Borough of Waltham Forest | London Borough of Waltham Forest | £680,000 |
| West of England Combined Authority | Bristol City Council | Bath and North East Somerset Council (BANES) | £275,000 |
| Bristol City Council |
| North Somerset Council |
| South Gloucestershire Council |
| West London OPE Partnership | London Borough of Harrow | London Borough of Ealing | £450,000 |
| London Borough of Harrow\* |
| London Borough of Hounslow |
| London Borough of Hammersmith and Fulham |
| London Borough of Brent\* |
| London Borough of Barnet\* |
| Royal Borough of Kensington and Chelsea\* |
| West Midlands Combined Authority | Sandwell Borough Council | Birmingham City Council | £320,000 |
| City of Wolverhampton Council |
| Coventry City Council |
| Dudley Metropolitan Borough Council |
| Sandwell Metropolitan Borough Council |
| Solihull Metropolitan Borough Council |
| Walsall Council |
| West Suffolk Partnership | St Edmundsbury Borough Council | Forest Heath District Council | £142,862 |
| St Edmundsbury Borough Council |
| Suffolk County Council\* |
| West Sussex Partnership | West Sussex County Council | Adur District Council\* | £205,000 |
| Arun District Council |
| Chichester District Council |
| Crawley Borough Council |
| Horsham District Council |
| Mid Sussex District Council\* |
| West Sussex County Council |
| Worthing Borough Council\* |
| West Yorkshire Combined Authority One Public Estate Partnership | West Yorkshire Combined Authority | City of Bradford Metropolitan District Council | £189,000 |
| Calderdale Metropolitan Borough Council |
| Craven District Council\* |
| Harrogate Borough Council\* |
| Kirklees Council |
| Leeds City Council |
| Selby District Council\* |
| City of Wakefield Metropolitan District Council |
| City of York Council\* |
| Wider Hampshire Partnership | Hampshire County Council | Basingstoke and Deane Borough Council | £57,000 |
| Eastleigh Borough Council |
| Fareham Borough Council |
| Havant Borough and East Hampshire District Councils |
| Hampshire County Council |
| New Forest District Council |
| Test Valley Borough Council |
| Winchester City Council |
| Rushmoor Borough Council |
| Gosport Borough Council\* |
| Worcestershire One Public Estate Partnership | Worcestershire District  Council | Bromsgrove District Council | £410,000 |
| Malvern Hills District Council |
| Redditch Borough Council |
| Worcester City Council |
| Worcestershire County Council |
| Wychavon District Council |
| Wyre Forest District Council |
| \* Denotes councils that are part of more than one OPE partnership | |  |  |