

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.

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

- 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:
 - 1.1 **To enable economic growth** through releasing public land to deliver new homes and jobs.
 - 1.2 To support the delivery of integrated and customer focused public services such as integrated health and social care.
 - 1.3 **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)

- 7. 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.
- 8. 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.
- 9. 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.
- 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.
- 11. 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.
- 12. 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

- 13. 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.
- 14. In addition to a focus on housing, Phase 7 introduced two new elements:
- 15. 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.
- 16. 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.
- 17. 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.

- 18. 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**.
- 19. 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.
- 20. 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.
- 21. 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 Cross Hospital. 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.
- 22. 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.
- 23. **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

- 24. 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:
 - 24.1 An assessment the programmes performance to date against its objectives;
 - 24.2 Provision of advice and recommendations as to how OPE can further evolve and improve.



- 25. Findings from the evaluation were overall positive and concluded that its operational model of:
 - 25.1 **Mapping the Public Estate**: Knowing who owns what in a locality is vital to building the foundations of a relationship with public sector bodies
 - 25.2 **Forming a partnership**: Establishing a strong governance mechanism with representation across the public sector is essential in driving delivery
 - 25.3 **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
 - 25.4 **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)

- 26. 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.
- 27. 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.
- 28. 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.
- 29. 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.
- 30. 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

- 31. The programme is planning a number of actions in response to the evaluation.
- 32. 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.



- 33. 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.
- 34. 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
		Bracknell Forest Borough Council	
		Reading Borough Council	
Berkshire Property	West Berkshire	Royal Borough of Windsor & Maidenhead	£107,500
Partnership	Council	Slough Borough Council	
		West Berkshire Council	
		Wokingham Borough Council	
Brent Partnership	London Borough of Brent	London Borough of Brent*	£180,000
		Buckinghamshire County Council	
		Aylesbury Vale District Council	
Buckinghamshire Partnership	Buckinghamshire County Council	Wycombe District Council	£370,000
		Chiltern District Council	
		South Bucks Council	
Cambridgeshire & Peterborough	Cambridgeshire County Council	Cambridge City Council	£326,800



Combined Authority		Cambridgeshire County Council	
		East Cambridgeshire District Council	
		Fenland District Council	
		Huntingdonshire District Council	
		South Cambridgeshire District Council	
		Cheshire East Borough Council	
Cheshire and Warrington Partnership	Cheshire West and Chester Council	Cheshire West and Chester Council	£77,000
		Warrington Borough Council	
City and Hackney	London Borough of	London Borough Hackney	£150,000
Alliance	Hackney	City of London Corporation	2100,000
		North Warwickshire Borough Council	
Connecting Warwickshire Partnership	Warwickshire County Council	Rugby Borough Council	£315,000
		Warwickshire County Council	
		Allerdale Borough Council	
Cumbria	Carlisle City	Barrow-In-Furness Borough Council	£120,000
Partnership	Council	Carlisle City Council	2120,000
		Copeland Borough Council	



		Cumbria County Council	
		Eden District Council	
		South Lakeland District Council	
		Devon County Council	
		Exeter City Council	
		Mid Devon District Council	
		North Devon District Council	
Devon and Torbay Partnership	Devon County Council	South Hams District Council	£505,000
		Teignbridge District Council	
		Torbay Council	
		Torridge District Council	
		West Devon District Council	
		Christchurch Borough Council & East Dorset District Council	
		North Dorset District Council	
Dorset Partnership	Dorset County Council	Purbeck District Council	£285,000
		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 County Council	
		Basildon Borough Council	
		Braintree District Council	
		Brentwood Borough Council	
		Castlepoint Borough Council	
		Chelmsford Borough Council	
		Colchester Borough Council	
Essex Partnership	Essex County Council	Epping Forest District Council	£320,100
		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*	
		West Lindsey District Council	
		East Lindsey District Council	
		City of Lincoln Council	
		South Holland District Council	
Greater Lincolnshire One	Lincolnshire	Boston Borough Council	C100.000
Public Estate Partnership	County Council	North Kesteven District Council	£100,000
		South Kesteven District Council	
		North East Lincolnshire Council	
		North Lincolnshire Council	
		Lincolnshire County Council	
Greater Manchester	Greater Manchester	Oldham Metropolitan Borough Council	£400,000
Combined Authority	Combined Authority	Rochdale Metropolitan Borough Council	2-100,000



		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	Islington Council	London Borough of Haringey*	£500,000
Partnership		London Borough of Islington	2000,000
		Broxbourne Borough Council	
		Dacorum Borough Council	
		East Hertfordshire District Council	
Hertfordshire Property Partnership	Hertfordshire County Council (HCC)	Hertfordshire County Council	£250,000
		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 County	Ipswich Borough Council	0405.000
Suffolk Partnership	Council	Suffolk County Council*	£135,000
Island Futures Partnership - Isles of Scilly	Council of the Isles of Scilly	Council of the Isles of Scilly	£250,000
		Ashford Borough Council	
		Canterbury City Council	
		Dartford Borough Council	
Kent Estates	Kent County	Dover District Council	0005.000
Partnership	Council	Folkestone & Hythe District Council	£225,000
		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	
Royal Borough of Kensington & Chelsea	Royal Borough of Kensington and Chelsea*	£445,000
	Lancashire County Council	
	Blackpool Council	
	Fylde Borough Council	
	Preston City Council	
Blackburn with Darwen Borough	South Ribble Borough Council	£395,000
	Blackburn with Darwen Borough Council	
	Rossendale Borough Council	
	Burnley Borough Council	
	Lancaster City Council	
	Kensington & Chelsea Blackburn with	Sevenoaks Borough CouncilSwale Borough CouncilSwale Borough CouncilThanet District CouncilTonbridge & Malling Borough CouncilTunbridge Wells Borough CouncilRoyal Borough of Kensington & ChelseaRoyal Borough of Kensington & ChelseaBlackpool CouncilBlackpool CouncilPreston City CouncilBlackburn with Darwen Borough CouncilBlackburn with Darwen Borough CouncilBlackburn with Darwen Borough CouncilBlackburn with Darwen Borough CouncilBlackburn with Darwen



		West Lancashire Borough Council	
		Chorley Council	
		Pendle Borough Council	
		Hyndburn Borough Council	
		Leicester City Council	
		Oadby and Wigston Borough Council	
Leicestershire	Leicester City	North West Leicestershire Council	000 000
Partnership	Council	Hinckley & Bosworth	£60,000
		Harborough District Council	
		Charnwood Borough Council	
Lewisham OPE Partnership	London Borough of Lewisham	London Borough of Lewisham	£220,000
		Liverpool City Council	
		Halton Borough Council	
Liverpool City Region	Liverpool City Council	St Helens Borough Council	£150,000
		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 London Borough of Havering	£300,000
Luton Partnership	Luton Borough Council	Luton Council	£172,500
Medway	Modway Council	Medway Council*	6120.000
Partnership	Medway Council	Kent County Council	£130,000
Merton Partnership	London Borough of Merton	London Borough of Merton	£340,000
		Breckland District Council	
		Broadland District Council	
		Great Yarmouth Borough Council	6245.000
Norfolk Partnership	Norfolk County	Kings Lynn and West Norfolk Borough Council	£345,000
	Council	Norfolk County Council	2343,000
		North Norfolk District Council	
		Norwich City Council	
		South Norfolk District Council	
Northamptonshire	Northamptonshire	Corby Borough Council	£405,000
Partnership	County Council	Daventry District Council	



		Fast Northamptonshire	
		East Northamptonshire Council	
		Kettering Borough Council	
		Northampton Borough Council	
		Northamptonshire County Council	
		South Northamptonshire Council	
		Wellingborough Council	
		Durham County Council	
		Gateshead Council	
North East OPE	Newcastle City	Newcastle City Council	£60,000
Partnership	Council	North Tyneside Council	200,000
		Northumberland County Council	
		South Tyneside Council	
		Derbyshire County Council	
		Derby City Council	
North Midlands Partnership	Derbyshire County Council	Amber Valley Borough	£460,000
		Erewash Borough Council	
		Bolsover District Council	



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		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 Vortabire		City of York Council*	
North Yorkshire Authorities Property OPE Partnership	North Yorkshire County Council	Craven DC*	£285,000
		Hambleton DC	



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		Harrogate BC*	
		North Yorkshire County Council	
		Richmondshire DC	
		Ryedale DC	
		Scarborough BC	
		Selby DC*	
		Cherwell District Council	
	Oxfordshire County Council	Oxford City Council	£205,000
Oxfordshire Public		Oxfordshire County Council	
Estate Delivery Partnership		South Oxfordshire District Council	
		Vale of White Horse District Council	
		West Oxfordshire District Council	
Portsmouth and	Portsmouth City	Gosport Borough Council*	
Gosport Partnership	Council	Portsmouth City Council	£290,000
		Elmbridge Borough Council	
SHAPE (Surrey) Partnership	Surrey Heath Borough Council	Epsom & Ewell Borough Council	£635,000
		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	Shropshire Council	Shropshire Council	£305,000
Estates Partnership		Telford & Wrekin Council*	2000,000
		Cannock Chase District Council	
		East Staffordshire Borough Council	
Staffordshire	Staffordshire	Lichfiled District Council	0110.000
Partnership	County Council	Newcastle-Under-Lyme Borough Council	£110,000
		South Staffordshire District Council	
		Stafford Borough Council	



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		Staffordshire County Council	
		Staffordshire Moorlands District Council	
		Stoke on Trent City Council	
		Tamworth Borough Council	
		Telford and Wrekin Council*	
		Mendip District Council	
		Taunton Deane Borough & West Somerset Councils	
Somerset Shared Asset Programme Partnership	Somerset County Council	Sedgemoor District Council	£112,500
		Somerset County Council	
		South Somerset District Council	
		Brighton & Hove City Council*	
	East Sussex County Council	East Sussex County Council	£450,000
SPACES (East Sussex) Partnership		Eastbourne and Lewes Council	
		Hastings Borough Council	2-00,000
		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	Bedford Borough	Central Bedfordshire Council	£155.000
Partnership	Council	Bedford Borough Council	£155,000
		Hartlepool Borough Council	
		Middlesbrough Borough Council	
Tees Valley OPE Partnership	Tees Valley Combined Authority	Darlington Borough Council	£145,000
		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
		Bath and North East Somerset Council (BANES)	
West of England		Bristol City Council	
Combined Authority	Bristol City Council	North Somerset Council	£275,000
		South Gloucestershire Council	
West London OPE	London Borough of	London Borough of Ealing	6450.000
Partnership	Harrow	London Borough of Harrow*	£450,000
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		London Borough of Hounslow	
		London Borough of Hammersmith and Fulham	
		London Borough of Brent*	
		London Borough of Barnet*	
		Royal Borough of Kensington and Chelsea*	
		Birmingham City Council	
	Sandwell Borough Council	City of Wolverhampton Council	
		Coventry City Council	
West Midlands Combined Authority		Dudley Metropolitan Borough Council	£320,000
		Sandwell Metropolitan Borough Council	
		Solihull Metropolitan Borough Council	
		Walsall Council	
		Forest Heath District Council	
West Suffolk Partnership	St Edmundsbury Borough Council	St Edmundsbury Borough Council	£142,862
		Suffolk County Council*	
West Sussex Partnership	West Sussex	Adur District Council*	6205.000
	County Council	Arun District Council	£205,000



		Chichester District Council	
		Crawley Borough Council	
		Horsham District Council	
		Mid Sussex District Council*	
		West Sussex County Council	
		Worthing Borough Council*	
		City of Bradford Metropolitan District Council	
	West Yorkshire Combined Authority	Calderdale Metropolitan Borough Council	
		Craven District Council*	
West Yorkshire		Harrogate Borough Council*	
Combined Authority One Public Estate		Kirklees Council	£189,000
Partnership		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	201,000



		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*	
		Bromsgrove District Council	
		Malvern Hills District Council	
	Worcestershire District Council	Redditch Borough Council	
Worcestershire One Public Estate Partnership		Worcester City Council	£410,000
		Worcestershire County Council	
		Wychavon District Council	
		Wyre Forest District Council	

* Denotes councils that are part of more than one OPE partnership