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1. PURPOSE

- 1.1 The Department for Communities and Local Government (the “Authority”) is seeking a Supplier to collect robust monitoring data to show the progress through the planning system of all sites released by government (in England) under the Public Land for Housing Programme, including the number of homes started and completed, so that this data can be published annually.
- 1.2 It is also important for government to understand the types of homes that are being built on land released under this Programme, and which developers are building on former government land.

2. BACKGROUND TO THE CONTRACTING AUTHORITY

- 2.1 The Authority's job is to create great places to live and work, and to give more power to local people to shape what happens in their area. The Authority's responsibilities are:
- 2.1.1 driving up housing supply;
 - 2.1.2 increasing home ownership;
 - 2.1.3 devolving powers and budgets to boost local growth in England; and
 - 2.1.4 supporting strong communities with excellent public services

3. BACKGROUND TO REQUIREMENT/OVERVIEW OF REQUIREMENT

- 3.1 The Authority has made a commitment to Parliament (the Public Accounts Committee (PAC)) to monitor the number of homes built on land released by government under the Public Land for Housing Programme (PLHP), and publish an annual report on the Programme. The Authority has committed to “monitor the broad progress developers are making on land released by the public sector in this parliament, including build out.”
- 3.2 The first programme (hereafter referred to as “PLHP 1”) ran from 2011-2015, and also included land released before 2011 back to 1997. In total, nearly 950 parcels of land were released by central government departments and their arm's length bodies. (A full list of these sites has been published and can be found [here](#)¹)
- 3.3 The second programme (hereafter referred to as “PLHP 2”) began in May 2015, and ends in March 2020, by which time it is estimated that across both programmes land with capacity for 269,000 homes will have been released by government across more than 2000 sites. A large proportion of sites have capacity for fewer than 20 homes. There are also sites with capacity for many thousands of homes where construction will take many years; sites may be sub-divided and developed in phases, complicating the task of tracking development.
- 3.4 Details of the scope of PLHP 2 are contained in the Programme Handbook published on 16 December <https://www.gov.uk/government/publications/public-land-for-housing-programme-2015-to-2020-handbook>. The Authority will publish an Annual Report shortly, which will list all those sites released from May 2015 until 30 September 2016.

¹ <http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/public-accounts-committee/disposal-of-public-land-for-new-homes-progress-review/written/30160.html#link>

- 3.5 As the programmes pre-dated the Authority's commitment to monitor progress, neither were designed to track house building at an individual site level. There is limited information available to enable data to be collected on the number of homes built (the key output).
- 3.6 A summary of the type, quality and extent of data currently held by DCLG/HCA (or being collected) is summarised in Annex B.
- 3.7 References:
- 3.8 [NAO report – June 2015](#)²
- 3.9 [NAO report – July 2016](#)³
- 3.10 [Report September 2015](#)⁴
- 3.11 [Report October 2016](#)⁵

4. DEFINITIONS

Expression or Acronym	Definition
DCLG	means the Department for Communities and Local Government
HCA	means Homes and Communities Agency
PAC	means Public Accounts Committee
PLHP	means Public Land Housing Programme
Programme	means the entire Public Land Housing Programme 2011-2020, comprised of both PHLP 1 and PHLP 2.
PSL	means Public Sector Land
Site level	land is released by departments in parcels. Each parcel is recorded separately. The parcel of land scored towards the Programme is the site (site level) that is subject to monitoring.
Started on site	means 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/phase

² <https://www.nao.org.uk/report/disposal-of-public-land-for-new-homes/>

³ <https://www.nao.org.uk/report/disposal-of-public-land-for-new-homes-a-progress-report/>

⁴ <https://www.parliament.uk/business/committees/committees-a-z/commons-select/public-accounts-committee/inquiries/parliament-2015/disposal-of-public-land-for-new-homes/>

⁵ <https://www.parliament.uk/business/committees/committees-a-z/commons-select/public-accounts-committee/inquiries/parliament-2015/public-land-new-homes-further-progress-review-16-17/>

5. SCOPE OF REQUIREMENT

- 5.1 The key aim of this research is to develop robust data and information on the number of homes started and completed on each site released by central government under the Public Land for Housing Programme (2011-2020). Specifically:
- 5.1.1 To devise a methodology that is robust and replicable, (creating an open data source) and includes as many of the sites as possible;
 - 5.1.2 To have clear evidence to show the number of homes that are being started and completed on land released by government. The data will not be national statistics but may be classified as official statistics (see UKSA's [Code of Practice](#)⁶);
 - 5.1.3 To establish and validate the correct location of sites released under PLHP 1; and
 - 5.1.4 To deliver an annual report each year (mainly as an Excel spreadsheet) on all sites released under the Programme. (PLHP 1 & PLHP 2).
- 5.2 It is a requirement for the Supplier to report information on all sites released under the Programme (which cover sites released by central government departments and their arm's length bodies across England) showing their progress through the planning system, and report the number of homes built. This Programme does not include sites released by local councils.
- 5.3 Monitoring and tracking of all sites is expected to be undertaken annually and continue until all the homes on the site have been completed. The Contract will run for an initial period of two years and three months and produce reports for 2016/17, 2017/18 and 2018/19, with the option of extension for a further year until 2020 (the end of the Parliament.) Any extensions will be undertaken at the Authority's discretion and cannot be guaranteed.
- 5.4 There are some disposals that are counted towards the Programme, but these sites do not enter the planning system. These sites are excluded from this Contract, and will be identified as such in any data provided by the Authority.

6. THE REQUIREMENT

- 6.1 **Accuracy and coverage**
It is important that the Supplier is able to report on ALL sites released under the Programme. Up to 10% of the annual Contract fee will be withheld until an update has been provided for all sites (or the Authority is satisfied that the data is not available) and the Supplier has taken all reasonable steps to secure the required data (i.e. by searching the Land Registry and local planning records).
- 6.2 There are four parts (in order of priority) to the requirement for which separate costs (and methodology) are required:
- 6.2.1 accurately establish a full database of all sites released under PLHP 1 (see below);

⁶ <https://www.statisticsauthority.gov.uk/monitoring-and-assessment/code-of-practice/>

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- 6.2.2 provide full data at site level on an annual basis, for inclusion in an annual report and analysis of all sites released under the Programme, including as a minimum the data specified in Annex A;
 - 6.2.3 identify the type and tenure (and number) of homes being built on former public sector land, at individual site level;
 - 6.2.4 identify the current developer/owner of the land; and
 - 6.2.5 identify the reasons for significant delays in the building of homes (pace of delivery).
 - 6.3 The methodology to collect the required data should include a credible and replicable quality assurance process.
 - 6.4 **Establishing a database**
The quality of the historic data (i.e. for sites disposed prior to 2015) is poor, with many sites having only a brief description and postcode. In order to provide the level of assurance needed to publish the data it is likely, given the data quality issues, that significant validation will be required to identify the right site.
 - 6.5 The Authority anticipates that around 30% (300 sites) of PLHP 1, and 10% (150 sites) of PLHP 2, will not have “shape files” (polygons) or planning references. However, red line paper-based plans will be available for many of these sites. In order to accurately track development on all sites released under the Programme it will be necessary for the Supplier to accurately identify all the sites released under PLHP 1, by undertaking this further work (if this approach forms part of the Supplier’s methodology.)
 - 6.6 The Supplier may be required to create shape files for the Authority. The Supplier should specify the additional unit cost of creating “shape files” (polygons) per site for:
 - 6.6.1 up to 99 sites;
 - 6.6.2 100 – 199; and
 - 6.6.3 Over 200.
 - 6.7 There are also sites where government will not be able to provide historic data beyond that in the list published for the Public Accounts Committee (postcode), as some organisations have left the public sector and their records are not available. These sites remain in scope of this Contract.
 - 6.8 Given the volume of sites involved it would not be cost effective for this research to involve significant fieldwork such as site inspections. The Authority expects that the data will be collected using technological solutions, for example using existing planning databases, GIS mapping, and establishing relationships with local planning authorities and developers.
 - 6.9 **Annual report**
The Authority has committed to publishing an annual report each year (Summer) showing at site level progress through the planning system, including the completion of all homes. The report will include all those sites released in the previous financial year. Information on the new sites released each year will be provided quarterly by DCLG/HCA.
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- 6.10 The Supplier will report on all sites each year; the number of sites included in the report will increase incrementally. The data to be collected will be the position as at 31 March of the previous financial year (e.g. the report submitted to the Authority in June 2017 will contain data up to 31 March 2017).
- 6.11 The Annual Reports must contain:
- 6.11.1 site level information, in an Excel spreadsheet – as at 31 March each year – for all the data fields listed in Annex A for all sites in the Programme;
 - 6.11.2 methodology, assurance process and standards applied and level of confidence in results, which will be published by the Authority as part of the Annual Report;
 - 6.11.3 a list of the sites where all the homes have been completed;
 - 6.11.4 high level analysis of the data (e.g. annual total of homes built, number of sites completed); and
 - 6.11.5 a summary of anomalies including (not exhaustive):
 - 6.11.5.1 where sites have been split or merged with other sites;
 - 6.11.5.2 where sites are not delivering homes (use has changed); and
 - 6.11.5.3 sites not matched.
- 6.12 **Tenure**
Land released by government can be used to deliver a range of housing types: starter homes, affordable, private rented, shared ownership etc. The Authority may require the Supplier to capture this more detailed information for the number of homes completed. The Authority will, on the basis of the methodology and costs for this element, decide whether this work will form part of this Contract.
- 6.13 **Land ownership**
PHLP 2 records the name of the purchaser of government land, but this information was only recorded under PHLP 1 from 2013/14, or may have changed since the site was released by government. The Authority will, on the basis of the methodology and costs for this element, decide whether this work will form part of this Contract.
- 6.14 **Pace of delivery**
The Authority wants to understand the pace of delivery of new homes on land released by government under this programme, as the pace of development is often too slow. The data required under this Contract will show where delays are occurring but may not explain why the delays have occurred. The Authority may require the Supplier to gather detailed information where:
- 6.14.1 planning consent has not been secured within 2 years of being scored towards the programme, and
 - 6.14.2 where construction of new homes has not started within 2 years of planning consent being granted.
- The Authority will, on the basis of the methodology and costs for this element, decide whether this work will form part of this Contract.
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- 6.15 **Working with public land holders and the Government Property Unit**
A range of public bodies are contributing the release of their land to meet government's commitment to dispose of land with capacity for 160,000 homes by 2020.
- 6.16 The Authority will ensure that the Supplier has access to relevant data in these departments for sites released and scored towards the Programme, and support the Supplier by signposting them to other useful resources.
- 6.17 The Government Property Unit are key partners in the Programme and collect data to support government's ambition to generate up to £5bn from the sale of land and property. The GPU also operates the [Government Property website](#)⁷.
- 6.18 The Authority currently has a contract with ABI Barbour to provide planning pipeline data. This includes a monthly snapshot covering all, live development projects in England with planning reference number, approximate address/postcode, site capacity and latest planning status. Information is at a site-level basis. The number of individual homes started/completed is not provided. The Supplier will be able to make use of this pipeline data at no charge if this forms part of their proposed methodology.
- 6.19 At the end of the Contract Term the Supplier may be required to provide to another Supplier a directory of contacts established for the purposes of this Contract. The directory will consist of the contact(s) responsible for providing data on each site (e.g. developers, local councils, land owners, NHBC).
- 6.20 **Potential for the scope of services to change**
As this is the first contract to monitor the sites released under this Programme there is potential for the requirement to change in a number of ways (not exhaustive):
- 6.20.1 more frequent reporting;
 - 6.20.2 undertaking place based analysis, developing case studies;
 - 6.20.3 reducing the scope if it is decided that some data has limited value;
 - 6.20.4 tracking sites that are delivering other government programmes (e.g. Accelerated Construction);
 - 6.20.5 The Authority may decide to exclude from the Contract the additional work to identify the type and tenure of homes built; and
 - 6.20.6 The Authority may decide to exclude from the Contract the additional work to identify the name of the developer and reasons for slow delivery.
- 6.21 The Supplier will provide feedback on the accuracy of data provided by the Authority and suggestions for improvement. This may include providing training for the Authority and other departments on how improve the data that they provide to the Supplier.

⁷ <https://www.gov.uk/find-government-property>

7. KEY MILESTONES

- 7.1 The Potential Provider should note the following project milestones that the Authority will measure the quality of delivery against:

Milestone	Description	Timeframe
1	Provide a draft report on the PHLP 1 sites (1997- May 2015)	31 st May 2017
2	Provide a final report on the PHLP 1 sites (1997- May 2015)	30 th June 2017
3	Provide a draft report on PHLP 2 sites (May 2015 – March 2017)	31 st May 2017
2	Provide a final report on PHLP 2 sites (May 2015 – March 2017)	30 th June 2017
3	2018 full annual report on both programmes	6 weeks after being supplied with 2017 Q4 data for relevant year by the HCA
4	2019 full annual report on both programmes	6 weeks after being supplied with 2018 Q4 data for relevant year by the HCA
5	2020 full annual report on both programmes	6 weeks after being supplied with 2019 Q4 data for relevant year by the HCA

8. AUTHORITY'S RESPONSIBILITIES

- 8.1 The Authority will provide validated data for land released under the Programme on a quarterly basis, with the data for Q4 being provided in mid-May. The final annual report to include an Excel spreadsheet and report on quality assurance and methodology will be required from the Supplier within 6 weeks of that date.

9. REPORTING

- 9.1 The Supplier will report to the Authority's Contract Manager in the Public Sector Land Team and a steering group which draws membership from the Authority's Analytical team and HCA's data management team.
- 9.2 The Authority may require the Supplier to present the final reports to the Authority's Contract Manager at the Authority's premises, 2 Marsham Street, London, SW1P 4DF.
- 9.3 Between Contract inception and prior to the publication of the first report (July 2017) the Authority require the Supplier to attend fortnightly meetings. These will be by teleconference where possible, but the Supplier may be required to visit the Authority's premises, 2 Marsham Street, London, SW1P 4DF and the HCA 110 Birchwood Blvd, Birchwood, Warrington WA3 7QH.

9.4 There will be regular meetings (frequency to be determined) at least quarterly to coincide with the release of the regular quarterly monitoring information.

9.5 The Supplier will provide the Authority with a weekly written status update throughout the course of the Contract.

10. CONTINUOUS IMPROVEMENT

10.1 The Supplier will be expected to continually improve the way in which the required Services are to be delivered throughout the Contract duration.

10.2 The Supplier should present new ways of working to the Authority during quarterly Contract review meetings.

10.3 Changes to the way in which the Services are to be delivered must be brought to the Authority's attention and agreed prior to any changes being implemented.

11. PRICE

11.1 Prices are to be submitted via the Appendix E excluding VAT.

12. STAFF AND CUSTOMER SERVICE

12.1 The Authority requires the Supplier to appoint a Project Manager, who will oversee the running of the Contract and be the Authority's principal point of contact.

12.2 The Authority requires the Supplier to provide a sufficient level of resource throughout the duration of the Contract in order to consistently deliver a quality service to all Parties.

12.3 The Supplier's staff assigned to the Contract shall have the relevant qualifications and experience to deliver the Contract.

12.4 The Supplier shall ensure that staff understand the Authority's vision and objectives and will provide excellent customer service to the Authority throughout the duration of the Contract.

13. SERVICE LEVELS AND PERFORMANCE

13.1 The Authority will measure the quality of the Supplier's delivery by:

13.1.1

KPI/SLA	Service Area	KPI/SLA description	Target
1	Annual Report	Supplier reports information on each site, or evidence demonstrating why that information is not available.	100%
2	Annual Report	Supplier delivers the final Annual Report to the Authority by the end of June each year.	100%
3	Customer Service	The Supplier will respond to all Authority communications within 2 Working Days.	95%

4	Key Personnel	The Supplier will ensure that Key Personnel are assigned to the Contract throughout its duration, or provide equivalent personnel where this is not possible.	100%
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- 13.2 Up to 10% of the annual fee will be withheld until an update has been provided for all sites (or the Authority is satisfied that the data is not available) and the supplier has taken all reasonable steps to secure the required data (i.e. by searching the Land Registry and local planning records).

14. SECURITY REQUIREMENTS

- 14.1 The Authority and HCA will share with the Supplier data received as part of the quarterly monitoring process. This may contain information that is commercially sensitive. The Supplier should protect this information, and not use it to gain any commercial/financial or personal advantage. All such information received by the Supplier shall be treated as Confidential Information and shall be covered by clause A17 of Appendix C – Part A Conditions of Contract.

15. INTELLECTUAL PROPERTY RIGHTS (IPR)

- 15.1 All the data collected as part of the Contract and its IPR will be retained by the Authority. The database and any digitised layer (maps etc.) created by the Supplier, and all IPR will rest with the Authority.

16. PAYMENT

- 16.1 Payment can only be made following satisfactory delivery of pre-agreed certified products and deliverables.
- 16.2 Before payment can be considered, each invoice must include a detailed elemental breakdown of work completed and the associated costs.

17. LOCATION

- 17.1 The Services will be carried out at the Supplier's premises, except where the Authority requires it (e.g. meetings).

ANNEX A

Data fields to be reported (in Excel) for each site released and scored as part of the Public Land for Housing Programmes (2011-2020).

Items 1-9 (for PHLP 2) are either provided by Departments to the Homes and Communities Agency as part of their quarterly returns for the Programme, or the Homes and Communities Agency add the information. (For the PHLP 1 this information (items 1-7) has already been [published](#)⁸).

Items 10, 11, 12, and 14 may be provided by the Department selling the site if it has been sold with planning permission, and is recorded by HCA. Otherwise this data will need to be provided under this Contract.

Items 15 – 19 will be provided by the Supplier.

All of the data provided by HCA/DCLG will require validation by the Supplier.

1. Sold by (Department)
2. Site Name
3. Site Address
4. Site Postcode
5. Local Authority (HCA add this to the database)
6. Disposal Year (date)
7. Forecast Housing Capacity at point of disposal
8. Allocated in Local Plan? (Y/N) (HCA report current planning status which may include whether allocated in local plan)
9. Name of purchaser/current owner (developer) (- this will not be published in the Annual Report).
10. Latest Planning Status (inc not required)
11. Date Planning Permission secured (available if a site has planning consent)
12. Housing Capacity in Planning Permission
13. Planning Reference Number

⁸ <http://data.parliament.uk/writtenevidence/committeeevidence.svc/evidencedocument/public-accounts-committee/disposal-of-public-land-for-new-homes-progress-review/written/30160.html>

14. GIS reference/eastings and northings/polygon (to allow mapping)
15. Started on site* (infrastructure/groundworks) (Y/N)
16. Number of homes built
 - a. Starts each year
 - b. Completions each year
 - c. Total completions to date
17. Date of completion of whole site
18. Type and tenure of homes completed at site level
19. Reasons for delay in delivery, where site has not secured planning consent within 2 years of being released by government, or where construction has not started within 2 years of planning permission being granted.

ANNEX B

KEY	RED	Data not held by HCA/DCLG		
		Data may be held but not complete, and will be provided where available		
	GREEN	Data held and will be provided		
Data	PHLP 1	Comments	PHLP 2	Comments
Sold by (Department)		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency
Site Name		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency
Site Address		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency
Site Postcode		May not be completely accurate		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency
Local Authority		Homes and Communities Agency add this to the database		Homes and Communities Agency add this to the database
Electronic shape file (polygon)		The key landholding departments have been commissioned to provide these for all sites sold under the PHLP 1. As an alternative they may provide a planning reference. In some cases there may be a “redline” boundary plan. For some sites released by smaller departments or those		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency

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		no longer in the public sector these may not be available in any form		
Disposal Year (date)		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency
Forecast Housing Capacity at point of disposal		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency
Allocated in Local Plan? (Y/N)		The planning status of sites at the point of disposal will be recorded for some sites. Current planning status will not be known		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency
Name of purchaser/current owner(developer) (For internal management purposes only. Will not be published until disposal is unconditional)		Partial records for PHLP 1 from 2013/14. Has been requested from departments, but may not be available or changed. HCA have records for the sites they released		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency
Latest Planning Status (inc not required)		Sites have not been tracked. HCA have information for most of their sites		Planning status at the point of disposal only. Part of the regular quarterly monitoring return managed by the Homes and Communities Agency
Date Planning Permission secured		Sites have not been tracked. HCA have information for most of their sites		Partial. Not routinely collected as part of the regular quarterly monitoring return managed by the Homes and Communities Agency where planning permission secured before disposal
Housing Capacity in Planning Permission		Sites have not been tracked. HCA have information for most of their sites		Partial. Not routinely collected as part of the regular quarterly monitoring return managed by the Homes and

				Communities Agency where planning permission secured before disposal
Planning Reference Number		Sites have not been tracked. HCA have information for most of their sites		Part of the regular quarterly monitoring return managed by the Homes and Communities Agency where planning permission secured before disposal
Started on site* (infrastructure/groundworks)		Sites have not been tracked. HCA have information for most of their sites		
Number of homes built <ul style="list-style-type: none"> Starts each year Completions each year Total completions to date 		HCA have some information on some of their sites (see February 2017 interim Annual Report)		
Date of completion of whole site				
Type and tenure of homes built				
Reasons for delay in delivery				

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