

House Builders

CMA: 'fundamental concerns' in the UK housebuilder market, but who's to blame?

Industry Overview

Mixed messages from the investigation

After a year long study on the UK's housebuilding market, the Competition and Markets Authority (CMA) has published its final report, finding 'fundamental concerns' in the housing market. Having reviewed the c200 page report, our view is that most of the issues are stemming from the complex planning system, and that the developers are not at the root cause of the issues. We think this could be a positive for the sector if the government takes note of this and starts to reform the planning system. However, the CMA also launched an investigation into eight of the UK homebuilders over the sharing of non-public information between them. This sparks some near-term uncertainty.

Several issues in the UK housing market

The reported stated that overall, the housebuilding market is not delivering well for consumers. It found that too few houses are being built, especially in the areas in which they are most needed, which is having a negative effect on affordability. Furthermore, it states that a growing number of homeowners are reporting a higher number of snagging issues and identified a significant consumer detriment arising from the private management of public amenities on housing estates.

Several contributing factors for these outcomes

The study stated that lack of the number of houses being built and their affordability are being driven by two main factors, the nature and operation of the planning system and the limited amount of housing being built outside the speculative approach. Beyond this, several other factors are affecting the housing market. 1/ Planning rules: complex systems and under resourced departments. 2/ Land banks: practice of land banking a symptom of a complex planning system. 3/ Speculative private development: developers building houses towards a sales rate, rather than speculatively. 4/ Quality and innovation: housebuilders do not have strong incentives to compete on quality and consumers have unclear routes of redress. 5/ Private Estate management: growing trend of estates with privately managed public amenities.

A probe into anti-competitiveness between housebuilders

The CMA states they have seen evidence of the sharing of non-public information on sales prices, incentives, and rates of sale. This, they argue, has the potential to weaken competition between housebuilders. They have therefore launched an investigation into Barratt, Bellway, Berkeley, Bloor Homes, Persimmon, Redrow, Taylor Wimpey, and **Vistry**, to explore this conduct. We maintain our cautious view on the sector.

Recommendations from the CMA

The CMA has made several recommendations to the government, including streamlining the planning system, measures to increase the build-out of housing sites, and ensuring local authorities put in place local plans guided by clear targets, among others.

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27 February 2024

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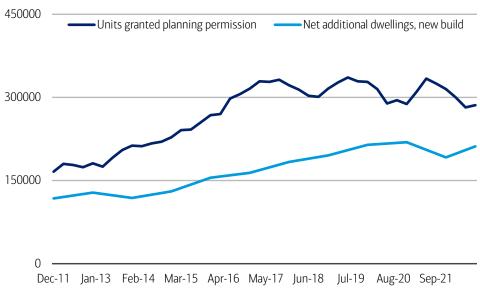
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Details on the drivers of the poor market outcomes

The planning systems: causing significant problems

A prior condition for building houses is having permission to build them. The CMA has found that the planning system is exerting a significant downward pressure on the overall number of planning permissions being granted. Over the long-term, the number of permissions being given has been insufficient to support housebuilding at the level required to meet government targets and measures of assessed need. The number of planning permissions granted needs to be sustained at a higher level than new builds coming to market, as a proportion of permissions will lapse or be re-applications relating to a previously permissioned project. The data suggests that this has not been the case.

Exhibit 1: Net additional new homes built and net additional planning permissions in EnglandNot enough planning permission has been granted



Source: Department for Levelling Up, Housing and Communities, BofA Global Research

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The CMA found several features of the planning system that are limiting the number of permissions they produce each year.

Lack of predictability

Firstly, governments frequently use the planning system as a means of implementing a range of new policies, most commonly environmental regulations, including Nutrient neutrality requirements and Biodiversity Net Gain rules. Where the introduction of such policies affects which developments can go ahead, this creates unpredictability for housebuilders. Secondly, there is a continuous revision of the planning process itself. Thirdly, there is a lack of up-to-date local plans, where <40% of Local Planning Authorities (LPA's) had in place a plan that was less than the suggested maximum age of five years old. Where plans are not up to date, there is more uncertainty for housebuilders on how likely applications are to be approved.

Overall, the uncertainty about whether planning permission will be granted has led to housebuilders being more reluctant to pursue residential development at a site, due to the number of sunk costs they incur, and has hence deterred them from bringing forward planning applications.

Length, costs and complexity

In England, the share of applications reviewed within the statutory deadline of 13 weeks fell from 55% in 2009 to 12% in 2021 and the average time to make an



outline planning permission decision between 2020 and 2022 was well over a year. The main reasons for the added length include the increasing amount of policy impacting the planning system, LPA resourcing constraints, with expenditure on planning falling by c.40% over the past decade, delays in receiving responses from statutory consultees, and the negotiation of site-specific agreements to secure housebuilder contributions to funding of local infrastructure.

The planning process has become increasingly costly and complex to negotiate. In addition, there are substantial and increasing policy-related costs involved in the development process. Recent analysis by Lichfields suggests that since 1990 the volume of evidence that is required to support a planning application has increased dramatically, as has the cost associated with making a planning application.

The land market: operating relatively well

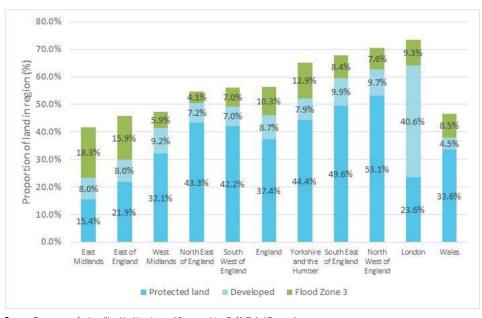
On the other hand, the CMA has concluded that operational nature of the land market is not a driver of negative outcomes in the housebuilding market.

Availability

The study found that approximately 43.6% of land in England assumed to be potentially developable. Except for London, developed land accounts for less than 10% of land in each region of England, meaning >30% remains potentially developable. This level is likely sufficient to meet future housing needs.

Exhibit 2: Proportion of land that is protected, developed or at risk of flooding, by region of England and by nation (England and Wales)

>30% of land remains potentially developable



 $\textbf{Source:} \ \mathsf{Department} \ \mathsf{for} \ \mathsf{Levelling} \ \mathsf{Up}, \mathsf{Housing} \ \mathsf{and} \ \mathsf{Communities}, \mathsf{BofA} \ \mathsf{Global} \ \mathsf{Research}$

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Competition for land

The CMA found that there was healthy competition for land purchases. Competitive bidding processes were used for the sale of 82% of sites included in the study, and limited tenders did not result in substantially lower bids for land. Furthermore, housebuilders exert a competitive constraint on each other based on their win rates.

Land banks

Housebuilders have previously been accused of 'land banking', where they may build up a large portfolio of land but choose not to develop on it. Opponents argue that this could reduce the amount of land available for development by other builders, thereby increasing scarcity and pushing up prices, slow the delivery of new homes, or hinder



small and medium-sized housebuilders from identifying and securing suitable land for development. The CMA therefore investigated whether housebuilders hold 'too much' land. As of 2022, they found that housebuilders had held short-term land for an average of 2.5 to 4.5 years, and 7 years for long term land. They state that these average time frames did not appear to be unreasonably long for land to remain in land banks.

Limited private speculative development

Housebuilders generally build-out to a sales rate on sites. This means that they can maintain prices, but results in them building homes at a slower pace than they otherwise could.

The extent to which housebuilders can expand their supply in a local area is inherently limited by the extent to which they can get hold of further land with planning permission in the area. As a result, the effect of lowering their prices is more likely to bring sales forward in time, rather than increase their overall sales over the medium term; therefore, doing this will rarely be a profit maximizing strategy for housebuilders. Given that it is costly for housebuilders to have capital tied up in partly finished or finished, unsold homes, they are incentivized to control their build-out rate to a level that maintains selling prices.

Builders' incentives to pursue the strategy of maximizing sales prices are reinforced by the way they compete to purchase developable land. Most land is bought under the residual valuation model, meaning that when housebuilders bid for land, they offer a price that is affordable based on their estimate of the value of the homes they can build on it. Given the competition observed for land, housebuilders must offer the highest possible price to secure it. With all housebuilders subject to the same market forces, this further incentivizes housebuilders to build out at a rate that supports high prices, rather than (outside of a housing market downturn) reducing prices to increase the volume they can sell. The land market and planning system again underpins the housebuilder's decision to not build speculatively.

Quality and innovation limitations

On quality outcomes, the CMA concluded that there are a range of limitations in how far competition drives quality. Specifically, they stated that consumers are limited in the attention they give to quality over other factors, such as location, availability, and price, and that they only have limited information available on quality when making purchase decisions. They argue that redress routes are not sufficiently clear and comprehensive to offer effective consumer protection. In terms of innovation, evidence indicates that the take-up of modern construction methods has been slow, largely due to high upfront costs, and that the implementation of energy efficiency measure sis the result of government intervention rather than competition.

Private management of amenities on housing estates adding trouble

The CMA has observed a growing trend towards private management of public amenities on housing estates. These arrangements often come with inadequate protections for consumers and create significant detriment for households over an extended period. As a result, homebuyers may be poorly informed about important details about those arrangements and their long-term implications.

Unadopted amenities may not be constructed to an acceptable quality or may not be maintained to a satisfactory standard by the management company. Furthermore, it is often very difficult for households to switch management companies and, in some cases, there appears to be no feasible way for them to do this. Finally, bills can be large, with a high proportion relating to administration or management fees, and future bills unpredictable and potentially very high as amenities degrade over time.

A probe into anti-competitiveness between housebuilders

Evidence from housebuilders' internal documents suggests that some have been sharing non-public information on sales prices, incentives, and rates of sale with each other. The sharing of commercially sensitive information has the potential to weaken competition between housebuilders by reducing strategic uncertainty in the market and influencing housebuilders' commercial decisions, potentially including on output or prices. Housebuilders may find it mutually beneficial to share this information because it helps to provide greater certainty about rivals' current market prices (including any incentives they provide) and sales rates and this potentially could influence the prices at which they bid for land and/or their own decisions about the current levels of pricing, sales rates, and build-out rates. As a result, the CMA has decided to launch an investigation into this suspected conduct under the Competition Act 1998, and is specifically investigating Barratt, Bellway, Berkeley, Bloor Homes, Persimmon, Redrow, Taylor Wimpey, And Vistry.

However, the CMA has 'not found conclusive evidence that law has been broken' and does not believe that the conduct is driving the fundamental outcomes in market, however, they still believe that it could be a contributing factor.



CMA's recommendations

Overall, it seems that the majority of the issues observed in the housing market stem from a complex planning system, rather than through malpractices among the housebuilders. This is reducing the supply on the market, resulting in higher prices and less homes. The CMA has as such made several recommendations to the government.

Reforming the planning system

- More objective and effective use of targets to ensure housing need is met.
- Effective monitoring and enforcement of local plans to encourage housebuilders to bring forward successful planning applications and build new houses.
- Streamlining the planning system to significantly increase the ability of
 housebuilders to begin work on new projects sooner and bring forward marginal
 projects which may have previously been non-viable due to the costs of taking them
 forward.
- Clearly defining and rationalizing statutory consultees to reduce the delay caused by the statutory consultation process.
- Effective monitoring and enforcement of deadlines for statutory consultees so as not to unnecessarily delay the planning process.
- Improving LPA capacity and resource by raising planning fees to a cost reflective level and ringfencing those fees.

Measures to support a higher build-out rate

- LPAs could require greater diversity of housing tenure for larger sites to be granted planning permission.
- LPAs could be incentivized by governments to increase the number of homes that are delivered through smaller sites.
- LPAs could require housebuilders to increase the diversity of the types of homes they build on larger sites.

Measures to improve quality

- A single mandatory consumer code.
- Activation of the New Homes Ombudsman Scheme.
- A specific banned practice on the drip pricing of all mandatory elements of a new home, as well as other charges that are presented as 'optional' but which it is reasonably foreseeable that most consumers would have to pay, even if others could avoid them.
- Where housebuilders present consumers with genuinely optional extras as a part of the purchasing process, these optional extras and their prices are prominently and fully disclosed alongside the headline price.
- Have an independent body to develop, maintain and undertake a single consumer satisfaction survey on the quality of new homes and the service provided by all housebuilders.
- Housebuilders to display their key quality metrics to consumers, and share this information with an independent body for public dissemination.



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