

# Homes for Bristol

## Interim Affordable Housing Delivery Plan 2025-2027

Draft v5

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## • Foreword

When my granny arrived in Britain on the Empire Windrush with her new English husband in the 1940s, getting the keys to a council home gave them the foundations to build a life for themselves and start a family. But the dream of a secure, healthy, affordable home is a distant one for too many people in Bristol today. Housing is the biggest stress for many of the residents I speak to at my drop-in surgeries in the local community centre. I think of the mum bedding down in the kitchen diner because three generations of her family are crammed into a small flat. The nurse moving to South Wales in search of an affordable roof over her head. The couple worried they'll be evicted if they complain about mould in their flat. That's why we're doing everything we can to help families in Bristol find a decent, affordable home.

Good housing is fundamental to living a happy, healthy and prosperous life. The link between housing, health and social mobility is well documented; there is clear evidence that exposure to poor housing conditions (including damp, cold, mould and noise) is strongly associated with poor health, both physical and mental. We know that children have better educational outcomes when they live in secure housing with room for a desk. New housing is more than providing shelter, it's about creating healthy, sustainable communities where people and families can thrive.

We have a vision for Bristol, and that is that everyone has access to a safe, warm, secure home, at a price they can afford and to belong to a community which they can thrive. However, the reality of the housing market in Bristol means that more often than not, housing is a cause of stress and anxiety, not safety and shelter. There are over 21,000 households on the housing waiting lists, 5.1% of households in Bristol are considered overcrowded, and private rents and house prices are spiralling. Currently house prices in Bristol are around 10 times the average earning, displacing people from the communities where they grew-up and have family and networks in the community and creating financial strain.

Last year (2023/24), working with partners across the development sector, Bristol delivered 1,433 new homes, 607 of them affordable. I'd like to pay thanks to all the partners, developers, housing associations and communities who have helped us achieve this. Despite our collective accomplishments, there is still a long way to go till we realise our vision for Bristol.

I recognise that the challenge is great, and the economic climate is difficult for many housing providers and developers – inflation is creating additional financial pressures in services, skills and supply chain, while the market for land is scarce and expensive, making viability a challenge. Local government is also under similar financial pressures, and we are faced with difficult decisions. However, through partnership and collaboration, through forums such as One City Homes and Communities Board, the Bristol Housing Partnership, HomesWest Partnership and Bristol Development Forum, collectively we can start to overcome these challenges.

We have chosen to do an interim Housing Delivery Plan, recognising the significant policy changes happening at national and local level. Nationally, the government has set an ambition to deliver 1.5 million homes by the next parliament and is reviewing government policy, strategy, and funding mechanisms to achieve this. Locally, we are currently developing our new Corporate Strategy (estimated publication spring 2025) and we are currently awaiting a decision from the Planning Inspectorate on our Local Plan. However, while change happens, we wanted to ensure the momentum we have built to take steps towards solving the housing crisis is not lost, and our commitment to working in partnership is clear.

*Councillor Barry Parsons, Chair of the Homes and Housing Delivery Policy Committee*

## • Introduction

There is a housing crisis across the UK, and in Bristol the crisis is particularly acute. ‘Homes for Bristol: Affordable Housing Delivery Plan 2025-2027’ sets out the city’s ambition and action plan for the delivery of affordable housing. It builds on the successes and lessons learnt from the previous Affordable Housing Delivery Plan, Project 1000 (2022-25).

This plan has been developed during a period of momentous change for the country, the council, the affordable housing sector and construction sector. For this reason, we have produced an interim plan while we await further clarity on national and local planning and housing strategies and policies, most notably: the expected future adoption of Bristol’s Local Plan, proposed changes to the National Planning Policy Framework, and announcements regarding Affordable Housing and Infrastructure finance and funding from National and Regional Government.

The Interim Affordable Housing Delivery Plan will be reviewed in 2026/2027.

The voice and needs of our residents are at the heart of the plan, gathered through feedback from the city’s “Big Housing Conversation” as well as from area-based consultations, quality of life data and up to date housing need information. The plan has been developed in close collaboration with a range of council departments and with city partners. This has included a series of workshops with Bristol City Council staff, Housing Associations, other affordable housing partners, developers, and politicians.

## • Vision and mission

**Vision:** Everyone deserves fair access to a good quality home, a home that provides them with safety and security, contributes to their physical and mental health and wellbeing, and is affordable to their circumstance. Building homes is not just about the numbers. It is about investing in our neighbourhoods and communities to create places where residents can thrive.

**Mission:** We will sustain delivery and work at pace to deliver the new affordable homes that the city needs, with a focus on homes that; are affordable for residents’ circumstances, contribute to health and wellbeing, and build community and climate resilience.

Homes for Bristol sets out the ambition to maintain the levels of affordable housing delivery in Bristol that have been established through Project 1000. There are 1,811 affordable homes actively being delivered in Bristol, including 1,202 social rent, affordable rent and affordable private rent homes, and 609 shared ownership homes. This includes 259 new council homes via the council’s Housing Delivery Team, and 335 by Goram Homes, the council’s housing company.

The four key objectives of the plan, set out in more detail later in this document, are:

1. Meeting affordable housing need
2. Using a place-based approach
3. Working in partnership
4. Making the most of council assets and resources

## • National context

<p><b>Cost of living crisis</b></p> <p>The rapid rise in cost of housing, energy and food has undoubtedly hit lower income households the hardest. Private rents have continued to increase, and the increase in the cost of borrowing has an impact on people's ability to buy a home, pay their mortgage, or afford market rents.</p>
<p><b>Housing and health</b></p> <p>The link between poor quality housing and poor health outcomes has been long established (<a href="#">Marmot review 10 years on</a>). The tragic death of two-year-old Awaab Ishak, who died of breathing problems associated with mould, has led to a new law which requires landlords to address health hazards in a timely manner.</p>
<p><b>Climate emergency</b></p> <p>The climate emergency requires the sector to transform how homes are built and progress a programme to retrofit existing properties. This requires moving to both carbon zero homes and ensuring the resilience of homes to deal with future shocks and stresses.</p>
<p><b>Building safety</b></p> <p>The tragedy of Grenfell Tower, and the death of 72 people in the fire has rightly led to a review of legislation and regulation to ensure the safety of all residents. The Building Safety Act makes significant reforms to give residents more rights, powers, and protections, and sets out how the construction sector must adhere to the requirements set out in the act.</p>
<p><b>Competing demands and financial pressures of social landlords</b></p> <p>Over the last decade social rents have been capped. This, along with landlords investing in decarbonising existing stock, focussing on repairs and maintenance, and investing in Building Safety requirements impacts the ability of social landlords to invest in new affordable housing supply.</p>
<p><b>Inflation, viability, and financial pressures experienced by the construction sector</b></p> <p>Build cost inflation has been significant over recent years because of a range of national and international shocks. There have been high levels of insolvency in the construction sector with a knock-on effect on supply chains, leading to viability challenges, stalled sites and slow growth. This impacts affordable housing delivery, as developers, due to viability constraints, deliver below policy compliant and which sometimes means no affordable homes at all.</p>
<p><b>Homelessness and Council budgets</b></p> <p>Since COVID-19 and the worsening of the housing crisis there has been a large increase in homelessness and people living in temporary accommodation (TA). Several councils are now warning that they could face bankruptcy without more affordable homes being built due to the pressure on TA budgets.</p>
<p><b>Emerging UK Government policy</b></p> <p>The Secretary of State for Housing, Communities, and Local Government, Angela Rayner, has unveiled an overhaul of planning rules and set a target of building 1.5 million homes in five years. The UK Government has said that delivering social and affordable houses at scale is their number one priority. A National Housing Strategy is expected in the Spring of 2025.</p>
<p><b>The role of the West of England Mayoral Combined Authority</b></p> <p>As part of UK Government's devolution agenda, a further deal could provide additional powers, new financial freedoms, and new accountability arrangements to the Mayoral Combined Authority. Further, the West of England Local Growth Plan will set out how we, as a region, will drive growth through job creation, strengthening inward investment, innovation, and transition to 'net-zero' and how we will unlock productivity through investment in transport and housing. The expectation is that the West of England</p>

Combined Authority will now play a more active role in Housing and Regeneration. Greater cooperation is also expected between neighbouring local authorities.

### **Homes England priorities and the future of the Homes England Affordable Homes Programme**

The recent letter to the Homes England Chair from Matthew Pennycook MP sets out the UK Government priorities for the agency. This included statements relevant to this delivery plan, including; accelerate the rate of house building, maximise the number of social rent homes, and diversify the housing market. The council is currently working with the Mayoral Combined Authority to develop a Strategic Place Partnership with Homes England. A Strategic Place Partnership is a programme of strategic and tactical interventions that are intended to significantly increase housing delivery rates, for example through infrastructure investment.

The UK Governments Affordable Homes Programme (AHP) grant funds additional social rent, affordable rent, rent to buy and shared ownership housing and supported housing. A new settlement is expected in the Spring of 2025. Future funding is critical to delivery in Bristol. In the October 2024 budget, Chancellor Rachel Reeves confirmed a top-up for the Affordable Homes Programme (AHP), a five-year rent settlement and Right to Buy reforms, as well as an additional £3bn in guarantees to support small house builders.

## • **Local context**

### **Corporate priorities**

[Bristol's Corporate Strategy 2022-27](#), to be updated Spring 2025, sets the city's vision: "We play a leading role in driving an inclusive, sustainable and healthy city of hope and aspiration, one where everyone can share in its success." The strategy includes a Homes and Communities theme with an ambition to achieve "Healthy, resilient and inclusive neighbourhoods with fair access to decent, affordable homes".

### **Links to other council plans and strategies**

This plan links to a number of important council strategies including; the emerging Economic Strategy, Homelessness and Rough Sleeper Strategy, Private Rented Sector Strategy, Estate Rationalisation, and the One City Plan.

As an interim plan, this plan is also expected to lay the foundations for a future housing strategy.

### **Local Plan**

Bristol's new Local Plan was submitted to the Secretary of State for examination on 25 April 2024. The new Local Plan sets a direction which helps deliver our development needs today and shapes the city to meet the needs of the future. The Local Plan sets out the following ambitious targets:

- 2,000 homes a year by 2025
- A further 15,000 new homes by 2030
- At least 34,650 homes by 2040
- 12,000 affordable homes by 2040

### **Developer partnerships**

The city has a history of working successfully in partnership to address city priorities. In relation to affordable housing, key partnerships include: the One City Homes and Communities Board, the HomesWest Partnership, the Bristol Housing Partnership and the Bristol Development Forum.

### **Quality of existing affordable housing stock**

Bristol social landlords currently have a strong focus on improving and decarbonising their existing social housing stock and dealing with damp and mould and fire safety issues. This takes resources away from investing in new supply. The council is the largest social landlord in the city with over 27,000 properties. During 2024 the council received a C3 regulatory judgement from the Regulator of Social Housing. Bristol

City Council is committed to making the necessary improvements to our homes to bring these up to the expected standard, whilst delivering a high-quality service for our residents.

### **Inequalities and housing**

There are long-standing inequalities in housing. Minority ethnic residents are more likely to live in poor-quality housing, in more deprived neighbourhoods, and are less likely to be homeowners. When young people are ready to move on and live independently, they are often being held back by the housing crisis and a lack of options available to them. For disabled residents, there is a significant shortage of accessible and adaptable homes. People are living longer and have more complex care and housing needs. Evidence indicates that housing concerns of many LGBTQIA+ people are not being addressed. These inequalities matter. We will work pro-actively and intentionally to improve equality and inclusion in the city through this Housing Delivery Plan.

## ● **‘Project 1000 Delivery Plan 2022-2025’ overall performance**

The Project 1000 Delivery Plan set an ambitious target for the city to deliver 1,000 affordable homes a year by 2024. The current forecast for the delivery of affordable housing over the plan period 2022-2025 is 1,416 homes with approximately 500 forecast for 24/25. Though this falls short of the 1,000 a year 2024 target, it does represent a significant step change in delivery from the previous three years when 1,046 affordable homes in total were delivered. [Appendix 1](#) includes a performance review and commentary of delivery against the Project 1000 objectives. The lessons learnt have been incorporated within this Affordable Housing Delivery Plan.

### **Performance**

Fig 1. Number of affordable homes delivered in Bristol 2016/17 to 2024/25-24.

Year	Number of affordable homes completed in Bristol
2016/17	199
2017/18	188
2018/19	260
2019/20	312
2021/22	474
2022/23	309
2023/24	607
2024/25 (forecast)	500

The next page (p7) demonstrates some further supporting data regarding performance, focussing on the 2021-24 period.

Fig 2. Affordable homes delivered in Bristol 2021-24 by funding type

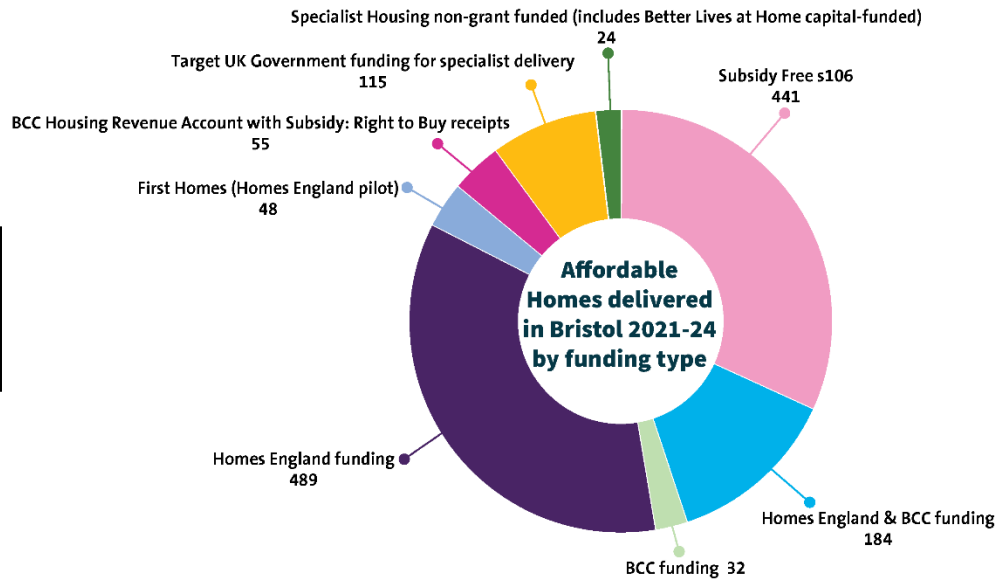


Fig 3. Affordable housing delivery in Bristol 2021-24 by tenure

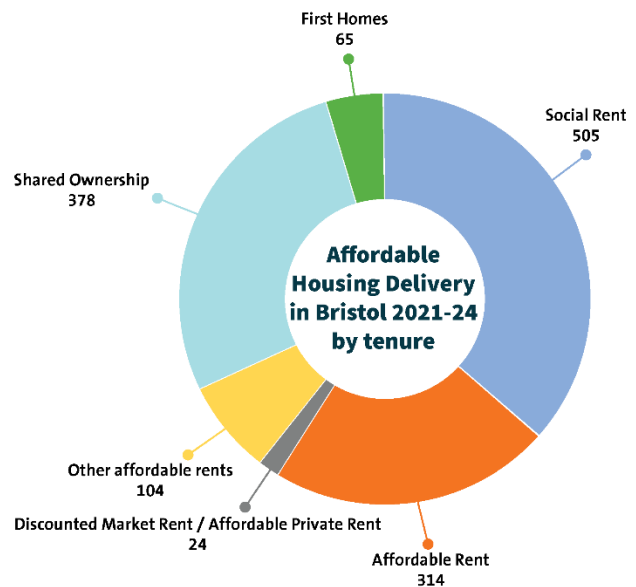
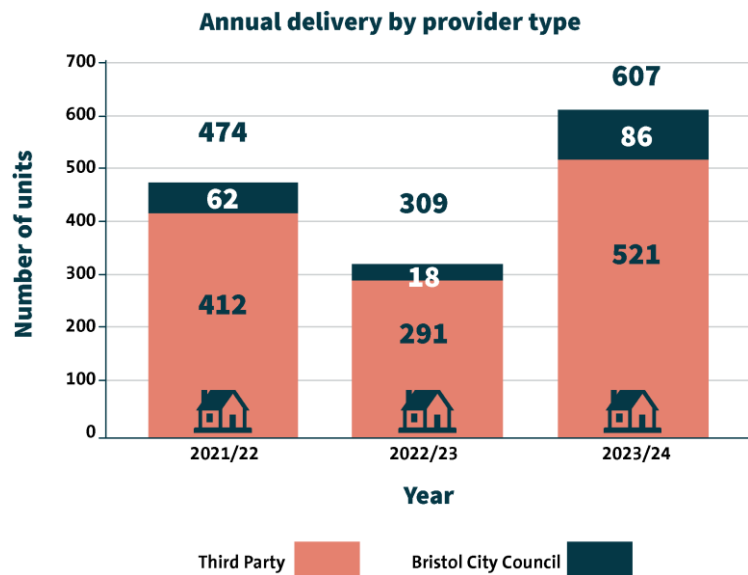


Fig 4. Annual delivery of affordable homes by provider type (2021/22 to 2023/24)



## • Bristol housing need

### Draft Local Plan

Bristol’s draft Local Plan, supported by a standard methodology for assessing housing need, sets out a requirement for an annual average of 1,925 new homes with 12,000 affordable homes to be delivered by 2040.

### City of Bristol Local Housing Needs Assessment (LHNA) Report of Findings November 2023

The standard method for assessing housing need does not break down the overall figure into different types of housing. The need for sizes, types and tenures of homes, as well as the housing needs of particular groups is calculated through the LHNA. A summary is set out below.

Figure 45: Overall need for Market and Affordable Housing in Bristol 2020-40 by property type and size (Source: ORS Housing Model. Note: Figures may not sum due to rounding)

BRISTOL 2020-40		Affordable Housing Need				Total Market Housing	Total Housing
		Unable to afford Market Rent		Affordable homeownership			
		Social Rent	Affordable Rent	Unable to afford shared ownership 40%/1.5%	Able to afford shared ownership 40%/1.5%		
<b>Number of Dwellings</b>							
Flat	1 bedroom	2,565	264	477	2,339	2,651	8,295
	2+ bedrooms	2,380	616	465	1,848	5,807	11,115
House	1-2 bedrooms	1,008	261	271	1,124	3,072	5,736
	3 bedrooms	3,280	1,199	544	1,318	13,923	20,266
	4 bedrooms	1,285	432	69	182	1,502	3,472
	5+ bedrooms	562	189	14	38	-	803
<b>ALL DWELLINGS</b>		<b>11,080</b>	<b>2,962</b>	<b>1,840</b>	<b>6,850</b>	<b>26,955</b>	<b>49,687</b>

Fig 5. Overall need for Market and Affordable Housing in Bristol 2020-2040 by property type and size. Source (ORS Housing Model).

### Homelessness and HomeChoice data

Bristol has experienced rising rates of homelessness over recent years. The number of people in Temporary Accommodation (TA) has increased by 87% since the start of the COVID-19 pandemic<sup>1</sup>. As of September 2024, there are 1,621 households in TA.

Social housing lettings during 2023/24 via the HomeChoice Housing Register system totalled 1,535. This included 970 lettings via Bristol City Council and 464 via Registered Provider partners. As of September 2024, there were approximately 21,886 households on the HomeChoice Bristol waiting list for social housing, of which around 5,000 are Band 1 or 2 – the highest priority.

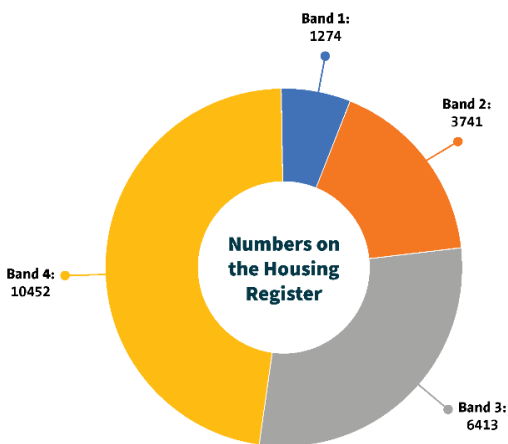


Fig. 6. Number of applicants on the HomeChoice Housing Register in Bristol

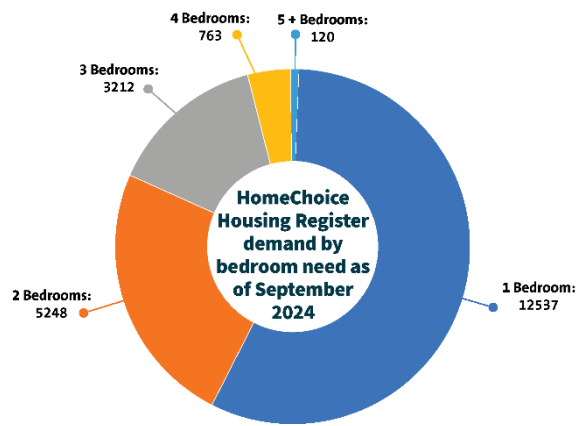


Fig. 7. HomeChoice Housing Register demand by bedroom need as of September 2024

<sup>1</sup> [Background Information: Homelessness and Rough Sleeping Strategy 2024-2029](#).



Statutorily homeless households can expect to wait, on average, 2.5 years or more to make a successful bid for council or housing association housing. The highest demand is for 1-bed properties followed by 2 beds. However, the turnover of these properties is far greater, and the wait time is significantly shorter for this size of properties compared to 3+ bed homes. There is a high demand in Bristol for accessible and adaptable houses which is made worse by the shortage of suitable, accessible, and adaptable homes in the city.

As of November 2024, there were 10,327 applications on Bristol's HomeChoice housing register where households indicated that they have a disability, which includes mobility disabilities, equating to 47% of applicants.

HomeChoice also provides further data relating to main applicants, including:

- 38% of applicants are 35 or under and 7% of applicants are 66 or over
- 4% of applicants are lesbian, gay, bi-sexual, or other sexual identity
- 58% of applicants are female
- 34% of applicants belonged to a Black, Asian or minority ethnic group

In the last census (2021), 57% of Bristol's population was under 35, and 12.8% were 66 or over, 17% were disabled, 18.9% belonged to a Black, Asian or minority ethnic group, 6.1% described their sexual orientation as lesbian, gay, bi-sexual or other sexual identity, and 50.4% of the population was female. This shows the housing register has substantially higher proportion of disabled people and people who belong to a Black, Asian or minority ethnic community, and women are also overrepresented in their need for housing.

Based on a street count in August 2024, there are an estimated 640 to 680 lived in vehicles in Bristol which are likely to have over 800 people living in them.

### **Need for supported housing**

The needs for supported housing are set out in our '[Better Lives in Bristol Supported Housing Delivery Plan 2024-2029](#)'. The Delivery Plan sets an ambitious target to deliver supported housing across a range of cohorts. Supported housing includes, but is not limited to, specialist housing for people preparing for adulthood, people with learning disabilities and autistic people, people with mental health conditions, and those who are homeless.

### **Home ownership**

The ability for people to own their own home in Bristol has never been more challenging. The affordability ratio for Bristol (the ratio of median house price to median gross annual workplace-based earning) in 2023 was 9.69 (England average 8.26). This means that an average house is just under 10 times a person's annual salary. This compares to 10 years ago (2013) when the Bristol ratio was 6.73 and the England ratio was 7.09. A focus on low-cost home ownership options such as Shared Ownership and Rent to Buy will be a priority for Bristol going forward.

## **• Resident voice**

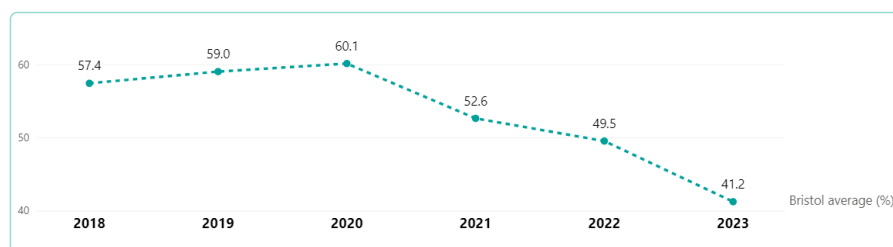
### **Bristol's 'Big Housing Conversation'**

In 2022 Bristol City Council carried out a resident engagement consultation as part of Bristol's Big Housing Conversation with 1,608 tenants taking part. When asked "what subjects interest you most" 34% said New Homes.

## Bristol Quality of Life Survey 2021 to 2021/22 to 2023/24 <sup>2</sup>

Housing	2021/22	2022/23	2023/24
% satisfied overall with their current accommodation	82%	84%	83%
% satisfied with the cost of their rent or mortgage payments	53%	49%	41%
% satisfied with their accommodation	82%	83%	83%
% satisfied they can stay in their home for as long as they choose to	81.5%	82%	81%
% satisfied with the state of repair of their home	75%	75%	75%

**Bristol average** † Higher value is better  
**% satisfied with the cost of their rent or mortgage**



From a survey which received 3,928 usable responses, the Bristol Quality of Life Survey 2023/24 demonstrates that the percentage of people satisfied with the cost of rent or mortgage (41%) has fallen significantly, down 8% points in the last year and 18% worse than 2019. However, this metric is now better in the most deprived areas (48%). This is a further demonstration of increasing need for affordable housing in the city.

### Housing BAME communities in Bristol: A Community-led Initiative, Black Southwest Network 2020

Of a survey of 207 residents, 61% of the participants admitted having some type of housing issue, the most common being ‘overcrowding’, indicated by 26% of the sample. 42% of respondents indicated experiencing emergency needs at least once, the most common being ‘sofa surfing’ (20%) and ‘being threatened with eviction’ (12%), followed by ‘sleeping rough’ (10%).

### Feedback from recent consultations on Bristol Temple Quarter and Frome Gateway

Recent area-based consultations on Bristol Temple Quarter (2023) and Frome Gateway (2023), have both demonstrated that the delivery of affordable housing is one of the most important considerations of the regeneration projects.

In the Temple Quarter Consultation Report, the most cited comment was: ‘Would like to see a higher proportion of genuinely affordable housing included in development/higher proportion of social housing’.

In the Frome Gateway Consultation Report, the most support was demonstrated for the objective: “Increase the amount and pace of housing delivery (particularly affordable housing), with a target of 1,000 new homes.” Other significant housing themes drawn from free text comments included; concern about affordability, a desire for social and affordable housing for the local community to be prioritised, that house prices should not price out the local community and that firmer commitment on the Local Lettings Policy is needed.

<sup>2</sup> The Quality of Life (QoL) survey provides an annual snapshot of quality of life in Bristol - [Quality of life in Bristol](#)  
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## • Understanding the city’s affordable housing challenge

High house prices, rents and energy bills make the city unaffordable for many. We urgently need to build new high quality affordable homes that are safe, contribute positively to health and wellbeing, address the climate emergency, and help to build resilient communities. New homes can also deliver a range of additional benefits to local economies and education through jobs in the construction sector, including entry level apprenticeships and traineeships, as well as roles that require specialist skills and management experience.

The greatest housing need in Bristol is for Social Rent housing. Where Affordable Rent homes are delivered, we require them to be capped at Local Housing Allowance to maintain affordability. We also recognise the role that low-cost home ownership plays in meeting housing need and creating viable developments, helping us to deliver mixed and sustainable communities. New tenures can help to meet intermediate housing need that supports the economic growth of our city, contributing to a functioning housing market. This will help us to build more homes overall. This includes Affordable Private Rent, Rent to Buy and Discounted Market Sale (First Homes) homes. And finally, some of Bristol’s housing need will need to be met by shorter term and specialist housing solutions, in particular supported housing.

We face a “perfect storm” of challenges in delivering these homes. The increasing cost of construction is making the viability of delivering all types of homes difficult. This is made worse in Bristol due to the brownfield nature of development which is more costly than building on green field. Further, the financial and resource pressures of existing social landlords, and the significant financial stresses on the Local Authority have hampered progress. Without robust interventions from local and UK Government and without other delivery partners and solutions in place, delivery will stall.

This delivery plan sets out a plan of action and set of interventions, and invites all our partners from the public, private and not for profit sector to join us in delivering our vision to build **Homes for Bristol**.

- **Objectives**

- 1. Meeting affordable housing need**

- Ensuring investment meets identified priority needs in the city

- 2. Using a place-based approach**

- Focusing on place-based investment, community development and working in priority places.
- Delivering against Local Plan Affordable Housing priorities
- Strengthening links to Economic, Health and Wellbeing, Community, Transport, Education and Local Growth strategies and delivery plans

- 3. Working in partnership**

- Working with a broad range of partners to deliver Affordable Housing
- Securing funding and finance for Affordable Housing developments
- Developing a Homes for Bristol campaign

- 4. Making the most of council assets and resources**

- A 'One Council'<sup>3</sup> approach to delivering Affordable Housing
- Delivery of Council Housing
- Supporting Goram Homes delivery
- Supporting our Registered and Specialist Housing partners

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<sup>3</sup> The term 'One Council' refers to a joined-up approach across the Local Authority, where all parties involved in a project understand what the Council wants to achieve and work towards the same goals. This is based on understanding what residents need and how to provide it. This has similarities with the Council and other city partner's 'One City' programme.

## • An action plan for the delivery of affordable housing

### 1. Meeting affordable housing need

#### Ensuring investment meets identified priority needs in the city

Addressing the diversity of housing need in the city.

Maintaining a focus on delivery of Social Rent housing.

Ongoing focus on homelessness and meeting Adult Social Care needs (linked to Homelessness and Rough Sleeping Strategy and the Supported Housing Delivery Plan) and Gypsy Roma and Traveller (GRT) provision.

#### What the council will do:

- Provide up to date data on housing need and be clear about affordable housing expectations to inform investment and planning decisions.
- Continue to provide a high quality Enabling and Housing Allocations service.
- Contribute staff time and resources to deliver the Supported Housing Delivery Plan.
- Work with partners to accelerate the delivery of supported housing schemes.
- Identify council land and funding for the delivery of supported housing and temporary accommodation.
- Progress exploring the role a new council-owned Registered Provider might play in delivering supported housing in the city to boost capacity.
- Continue to bring forward GRT sites and work with the Van Dweller community on short- and long-term solutions.

#### What we need our partners to do:

- Help the city meet housing need through targeted new supply.
- Prioritise the delivery of social rent housing.
- Deliver a diversity of types and tenures to meet a range of housing need including the need for accessible homes and supported housing.
- Deliver homes that meet needs as set out in the Supported Housing Delivery Plan.
- Provide staff time and investment to assist the city with budget pressures relating to temporary accommodation.
- Provide staff time and investment to assist the city with meeting Adult Social Care cohort needs.
- Work with Homes England partners including strategic partners to deliver more supported housing in their future funded programme.
- Deliver homes and communities with a place-based approach including working with the council on allocations and sustainable lettings plans.

## 2. Using a place-based approach

**Focus on place-based investment, community building and working in priority places:** Including work in Bristol Temple Quarter, Bedminster Green, Frome Gateway, Western Harbour, Whitehouse Street, Hengrove, Filwood, Southmead, Lawrence Hill.

**Delivering against Local Plan affordable housing priorities:** Delivering against the emerging/new Local Plan policy. Maximising affordable housing on allocated sites. Focussing on delivering densification, which is an uplift of the average density of development in urban areas unless it can be shown that there are strong reasons why this would be inappropriate. Increasing the number of additional affordable homes over and above those expected to be delivered through planning policy, also known as additionality.

**Strengthening links to Economic, Health and Wellbeing, Community, Transport and Local Growth strategies and delivery plans:** Addressing a broad range of housing need including to support economic growth, productivity and retention of talent in the city. Support a more diverse and resilient construction economy. Links to Health, Wellbeing and Community priorities. Further consideration of how we maximise and measure social value.

### **What the council will do:**

- Review approaches to delivering affordable housing across each of the regeneration framework areas and consider where it may be necessary to identify sites for 100% affordable housing delivery.
- Set clear expectations of priorities (including housing) for developer partners within regeneration framework areas.
- Apply for funding to continue our enabling and affordable housing delivery in priority areas.
- Provide clear and coherent policies, advice, and practice notes to guide development.
- Work with partners and assist in accessing public subsidy to maximise the delivery of affordable housing on sites.
- Engage with communities through a community development approach to maximise meaningful influence and resident voice as early as possible in the development process.
- Make connections between developers and housing associations to maximise the opportunity for affordable housing.
- Ensure the consistency of this delivery plan and the city's Economic Strategy, alongside the West of England Mayoral Combined Authority Emerging Local Growth Strategy and Transport, Health and Wellbeing and Community strategies.
- Ensure economic and growth plans focus on skills development, supporting Small and Medium Enterprise's (SME's) and building a greener, fairer, and more resilient construction economy.

### **What we need our partners to do:**

- Work with the council to maximise the delivery of affordable housing within regeneration framework areas.
- Work with us on estate renewal initiatives, bringing further skills, expertise, and resource.
- Maximise affordable housing delivery on sites.

- Continue to work with us to unlock the delivery of affordable housing in high-density schemes including meeting the need for family housing.
- Work with the council on a campaign to better promote land and construction opportunities across the West of England to build confidence and a stronger contractor economy and supply chain.

### 3. Working in partnership

#### **Working in partnership to deliver affordable housing:**

Supporting our Homes West, Community Led and Supported Housing partners to deliver more and working with SME and large developers to maximise affordable housing. Attracting and working with new partners.

**Securing funding and finance for affordable housing developments:** building a pipeline of schemes and investable propositions, and working with Homes England, the West of England Mayoral Combined Authority, Core Cities, Local Government Association (LGA) and others to secure funding to accelerate delivery.

**Developing a Homes for Bristol campaign:** changing the way we talk about homes and building a greater public support for affordable housing.

#### **What the council will do:**

- Co-ordinate the Homes West Partnership and support the Bristol Housing Partnership.
- Support partners to ensure planning applications are progressed at pace.
- Consult on future policy and practice changes.
- Attend, and work collaboratively with, members of the Bristol Development Forum and other private sector developer forums.
- Continue to support the supported housing and community led housing sectors.
- Reach out to new partners and develop new models of delivery e.g. Rent to Buy, working with for-profit registered providers.
- Work collaboratively with neighbouring authorities, the West of England Mayoral Combined Authority, the LGA and Homes England to maximise funding opportunities including securing funding for feasibility, derisking, affordable housing, supported housing, infrastructure, and acquisitions.
- Work in partnership to develop social value metrics for affordable housing.

#### **What we need our partners to do:**

- Continue to invest in the delivery of affordable housing in Bristol.
- Bring skills and expertise to the city.
- Respond to consultations that shape future policies and practices.

- West of England Mayoral Combined Authority, Homes England, neighbouring authorities, and funders to work collaboratively with city partners and take a place-based approach to maximise investment and delivery in the region to meet housing need, recognising the economic benefit that Bristol brings to neighbouring authorities.
- Work with the council on a Homes for Bristol Campaign
- Work with the council to develop social value metrics for affordable housing delivery.



## 4. Making the most of council assets and resources

### A 'One Council' approach to delivering affordable housing:

Building capacity and prioritising Affordable Housing-led delivery throughout the whole council including prioritising council land for affordable housing.

### Delivery of council housing:

Delivery of the Bristol City Council Housing Revenue Account pipeline with a focus on meeting identified housing needs not being met by the market or other partners on small and medium sites. Targeted acquisitions to meet need.

### Supporting Goram Homes delivery:

Growing and supporting the pipeline of Goram Homes to increase the supply of new homes built including delivery of additional affordable housing.

### Supporting our Registered Provider and specialist provider partners

Maximising opportunities for our partner providers to deliver affordable and supported housing using council land and assets.

### What the council will do:

- Align affordable housing delivery with wider council Property Transformation workstreams and develop longer term strategies to bring land and assets forward for affordable housing delivery.
- Ensure a joined-up, One Council approach to accelerate the planning process through pre-application, application, and delivery.
- Continue to secure funding for dedicated Local Planning Authority resource focussed on affordable and specialist housing. This will continue to be sought via 'enabling fee's' received from BCC Housing Revenue Account Delivery, BCC Adult Social Care and third party registered providers and specialist housing providers.
- Ensure the necessary resources within key council departments including: Transport Development Management, Highways, Property and Legal Services, are made available to support affordable and specialist housing delivery
- Complete and action a new Land Strategy and a Small Sites Strategy for council sites.
- For direct delivery of council homes - improve systems for site prioritisation and site derisking, and continue to deliver high-quality, sustainable, affordable homes. Drive greater efficiencies through moving to standard house types and standard procurement processes (including with MMC providers). Put in place evaluation processes to assess the performance of new homes including resident experience and impact on repairs and maintenance budgets. Continue to work in priority neighbourhoods and work closely with asset management colleagues on emerging estate renewal priorities.
- Acquire homes from the market to meet housing need.
- Work across Housing and Landlord services to maximise the opportunities of new homes to meet the needs of those in the highest HomeChoice bands.

- Work across Housing and Landlord services on local and sensitive lettings plans that meet the needs of residents to live close to jobs, social support and education facilities wherever possible.
- Work with the assets team to develop estate renewal strategies and begin a city-wide conversation and learn from best practice around estate renewal.
- Ensure development activity is aligned with the council's Corporate Decarbonisation Programme, Climate Emergency Action Plan, Waste Strategy and the City Leap joint venture partnership.

**What Goram Homes will do:**

- Move at pace to increase the supply of new homes built each year across Bristol, including policy compliant levels of affordable housing as a minimum, and to undertake enabling activities to unlock sites to secure housing delivery. This will be set out and updated annually in Goram Homes' Business Plan.
- Operate the company to the highest standards of sustainability, and social and environmental accountability.
- Ensure all development activity and the homes built have a net positive effect on the environment.
- Build homes and spaces that create inclusive communities where people can thrive and deliver high levels of social value to the local community and the wider city.

**What we need our partners to do:**

- Bring forward high quality affordable housing schemes that meets the city's need.
- Build homes and spaces that create inclusive communities and deliver high levels of social value to the local community and the wider city.
- Work with us to deliver affordable housing and additional affordable housing on council land.
- Feedback when things are working and ask for help when things are not working.
- Contractors throughout the supply chain to deliver high quality and value for money contracts.
- Contractors to work with the council and Goram Homes to meet sustainability targets and contribute to social value throughout the supply chain and through providing skills and apprenticeship opportunities.

## • **Measuring performance and managing risks**

The key performance indicator for Homes for Bristol: Interim Affordable Housing Delivery Plan 2025-27 will be the number of affordable homes completed and started on site during the plan period. This is monitored as part of corporate Key Performance Indicator reporting, set annually.

The Housing Delivery Team will continue to monitor the delivery of affordable housing in the city and report on a quarterly basis to senior leadership at the council, alongside the chair and vice chair of the Homes and Housing Delivery Committee. Annual delivery will include equalities data.

Changes to the city's affordable housing programme will be reviewed as part of the on-going monitoring of projects to deal with delays and respond to new development opportunities.

For council-led HRA development projects, risks are highlighted through a Red/Amber/Green system via monthly highlight reports to Housing Senior Leadership Team and the Project Management Office.

There are risks outside of the council's control in the delivery of affordable housing. These include market failure, cost inflation, funding, market capacity, and labour and material shortages. These risks will become evident through the reporting process and strategies for mitigation will be developed accordingly, wherever possible.

## • **Equality and inclusion**

Promoting equality, diversity and inclusion, and addressing inequalities is at the heart of our values as an organisation and we have undertaken an Equality Impact Assessment (EqIA) of this plan (Appendix B) which is available on request.

We recognise that many issues affect individuals and groups differently and require specific solutions and we will ensure that people's differences and individual needs are considered through the council's involvement in various forms in affordable housing across the city, either as developer or enabler. Future affordable and supported housing for the city must consider accessibility and cultural needs, as required, in both the accommodation's design and in ongoing support and management.

Our [Equality and Inclusion Policy and Strategic Framework 2023-2027](#) continues to set our vision; to create a fairer, safer, accessible, and inclusive city where everyone feels that they belong, that they have a voice, and have an equal opportunity to succeed and thrive. Furthermore, as a public body, we are bound by the Public Sector Equality Duty and all we must ensure we meet our statutory obligations under this duty

## • Links to other documents

Bristol City Council HRA Business Plan Development Programme 2024/25: [Appendix A3 HRA Development Programme](#). The 2025/26 HRA Business Plan is due for consideration at Bristol City Council Strategy and Resources Committee on 3<sup>rd</sup> February 2025.

[Goram Homes Business Plan 2024](#). The 'Goram Homes – Pipeline of Housing Development Sites' paper is due for consideration at Bristol City Council Strategy and Resources Committee on 17<sup>th</sup> March 2025.

[Local Housing Needs Assessment November 2023](#)

[Local Plan Review](#)

[National Planning Policy Framework December 2024](#)

[UK Government Planning Practice Guidance](#)

[Urban Living Supplementary Planning Document November 2018](#)

[Bristol City Council Affordable Housing Practice Note July 2022](#)

[Delivery of Affordable Build to Rent Homes in Bristol – June 2023](#)

[Better Lives in Bristol Supported Housing Delivery Plan 2024-2029](#)

Document available in other formats:

If you would like this information in another language, Braille, audio tape, large print, easy English, BSL video or CD rom or plain text, please contact:

[housingdeliveryteam@bristol.gov.uk](mailto:housingdeliveryteam@bristol.gov.uk)

## Appendix: Project 1000 Delivery Plan 2022-2025 review

### Accelerating the delivery of housing through the Housing Revenue Account (HRA)

#### Progress

- 22/23 - 18 council (HRA) affordable home completions
- 23/24 - 86 council (HRA) affordable home completions
- 24/25 - currently forecasting 100+ council (HRA) affordable home completions
- Council (HRA) affordable home completions are forecast to represent 20% of overall affordable housing delivery by 24/25.
- The future pipeline for council (HRA) schemes is being reviewed as part of the wider HRA Business Plan 2025/26 and will be considered at Bristol City Council Strategy and Resources Policy Committee on 3<sup>rd</sup> February 2025.

#### Reflections

Build costs have risen, creating viability challenges on some sites. Piloting modern methods of construction (MMC) has been a steep learning curve, and not all schemes have been straight forward. Funding for the future HRA pipeline will be challenging given the cost of borrowing and the priorities for investment in existing council stock.

### Working with Goram Homes, the council's housing company, to accelerate delivery of over 2,900 homes in the current pipeline, including 1,400 homes at Hengrove Park

#### Progress

- 335 affordable homes started on site to date:
  - 22/23 - 147 starts (One Lockleaze)
  - 23/24 - 53 starts (Hengrove Bookends) with completions expected in 2025/26
  - 24/25 - 135 starts (70 at Dovercourt Road and 65 at New Fosseyway Road)
  - On site at Romney House, Hengrove Bookends, Dovercourt Road and New Fosseyway Road, with starts on Hengrove phase 1b and Baltic Wharf expected in 2025/26.

#### Reflections

Goram Homes is delivering both 100% affordable and 50%+ affordable schemes. They are working in partnership with developers to maximise the delivery of affordable housing on Local Authority land.

### Making more housing sites available by targeted disposal of brownfield land to the HRA pipeline, Goram Homes and our other housing partners

#### Progress

During the first two years of Project 1000, there were 916 affordable housing completions. Of these, 430 affordable housing completions were on council land or land disposed of by the council. This represents just under 50% of delivery. Sites have been developed by the HRA, Goram and disposed of to RPs and private sector partners including self-builders.

#### Reflections

Disposing of council land for affordable housing has been an important and significant contributor to overall delivery. On occasions, a lack of resources by the council and partners has hampered delivery. Some sites require further derisking and revenue funding is needed. Some sites require funding for infrastructure works prior to, or as part of, a disposal process.

**Supporting Homes West Bristol Registered Providers and other affordable housing partners with specialist policy, funding and delivery support and advice so they can maximise their affordable homes delivery**

**Progress**

Third party delivery:

- 22/23 - 291 affordable home completions
- 23/24 - 521 affordable home completions
- 24/25 - currently forecasting approximately 450 affordable home completions
- Excluding council (HRA) and Goram Homes delivery, there are currently 1,217 affordable homes in active delivery with third parties across the city, due to be delivered by 2027/28.
- There is a current future pipeline of 46 sites across all development models that could produce a further 1,400 new affordable homes.
- Supported housing delivery is forecasting over 50 completions in 2024/25 with a current future pipeline of a further 200 homes.

**Reflections**

Excellent partnership working and strong delivery, but pipeline development is slowing due to the upcoming end of the current Homes England Affordable Homes Programme (2021-26), and a challenging developer market. Bristol is expensive for land and construction, and we need to ensure that policies and practical support continues to encourage and incentivise partners to deliver in the city. The future role of a Supported Housing Delivery plan to focus development will be important.

**Creating a diverse range of small-scale affordable housing projects that contribute to local community housing need by de-risking and disposing of council sites to community-led organisations, Registered Providers, small developers and self-builders**

**Progress**

- The Self-Build Land Disposal Policy promoted 13 plots for self-build. Of these two have completed and two have exchanged. Two further projects fell away for financial reasons. Other sites did not receive bids
- During the Project 1000 period, Bristol Community Land Trust successfully completed 50 affordable homes at the Merry Hill community-led housing project.
- There are currently over 70 community-led homes in the pipeline, with further schemes being developed with community led organisations across the city.
- During the Project 1000 period, the Community-Led Housing Land Disposal Policy (CLHG LDP) allocated 10 sites to community led organisations for housing development.

**Reflections**

Self-build delivery has been limited, and the planned work to consult on the self-build register will now happen in 2025. It has been challenging for community-led organisations to deliver schemes, if they are seeking to deliver independently from a Registered Provider partner. The Homes England Community Housing Fund was not renewed by UK Government and there are significantly less resources for the delivery of community led housing. Viability (build cost and cost of borrowing) is challenging for all developers, and this is particularly acute for the community-led and self-build sector.

**Establishing a new Affordable Housing Funding Policy that will set a clear framework around funding for affordable housing**

**Progress**

- £23,713,292 has been allocated to deliver 510 affordable homes, unlocking 648 affordable homes in total.
- The current Affordable Housing Funding Policy (2022-25) was revised and approved on 11/03/2022, and is proposed to be extended until 2027 via committee review as part of this wider committee paper on 14<sup>th</sup> February 2025.

**Reflections**

The revised AHFP has proved successful since its approval in March 22. The scoring criteria framework (AHFP Scoring Framework) introduced has given the authority a fair and clear mechanism to allocate grants to a wider range of organisations to drive further housing delivery for the city. Registered Providers, Community-led housing, and other organisations are experiencing various challenges with regards to development which has slowed delivery down. The council is working alongside them to assist on issues where it can influence resolutions and unblock delivery problems, but most are now out of both the grant recipient and the council's control.

**Creating a web-based resource where third parties can find information and opportunities for affordable housing delivery**

**Progress**

A suite of resources has been provided on the council website:

[Affordable housing developments \(bristol.gov.uk\)](https://www.bristol.gov.uk/affordable-housing-developments)

[Affordable housing plans, policies and partnerships \(bristol.gov.uk\)](https://www.bristol.gov.uk/affordable-housing-plans-policies-partnerships)

**Reflections**

Feedback from partners is positive. These resources save staff time as partners can easily access the information that they need.

**Utilising innovative and modern methods of construction (MMC) to deliver sustainable, affordable housing at pace: the council is already seen as one of the leading UK Local Authorities using MMC.**

**Progress**

A number of MMC schemes have been delivered or are in progress including; Hope Rise (Zedpods), Airport Road (BoKlok), Bonnington Walk (L&G), Bell Close (Project Etopia), Marshall Walk (Zedpods) and there are future schemes with Edaroth (part of the Climate Smart Cities Challenge with UN Habitat) and Prisoners Building Homes (MMC Leaseback).

**Reflections**

Separate to this document there have been several evaluations and lessons learnt reports written including; Hope Rise Post Occupancy Evaluation, BoKlok Lessons Learnt, Benefits of MMC in housing. Innovation is not without risk and the lessons learnt to date will be critical for further success.

The challenges around accelerating house building delivery (particularly social rent homes to help alleviate the city's pressures around temporary accommodation) in the context of limited land supply, cost inflation and reducing construction labour supply, means that investing in new housing supply will remain part of the solution. The next stage for the council is to move beyond piloting MMC projects and products to developing a more mature approach that can work strategically with the efficiencies offered by the process

of industrialised construction (MMC). This will include how we identify appropriate land supply, commission contractors, engage with the planning process, and consider the adoption of pattern books, house types and preferred MMC providers.

**As part of a published version of this document, case studies are to be added to provide supporting examples of innovative and best practice approaches to affordable housing delivery in the city.**