

# Decision Pathway – Report



**PURPOSE:** Key decision

**MEETING:** Cabinet

**DATE:** 08 February 2022

<b>TITLE</b>	<b>Project 1000: Affordable Housing Delivery Plan 2022-25</b>		
<b>Ward(s)</b>	Citywide		
<b>Authors:</b> Elaine Olphert	<b>Job title:</b> Head of Housing Delivery		
<b>Cabinet lead:</b> Councillor Tom Renhard, Cabinet Member Housing Delivery and Homes	<b>Executive Director lead:</b> Stephen Peacock, Executive Director Growth and Regeneration		
<b>Proposal origin:</b> Mayor			
<b>Decision maker:</b> Cabinet Member			
<b>Decision forum:</b> Cabinet			
<b>Purpose of Report:</b>			
To seek approval to adopt and implement Appendix A1 - Bristol City Council's Project 1000: Affordable Housing Delivery Plan 2022-2025 and Appendix A2 – Affordable Housing Funding Policy Framework 2022-25.			
<b>Evidence Base:</b>			
<ol style="list-style-type: none"> <li>1. Everyone deserves fair access to a good quality home. Providing fair access to good affordable housing that is clean, safe, and close to amenities is one of the most effective interventions that can be made in terms of improving life chances. The council believes that a safe and secure home you can afford is fundamental right for all Bristol citizens. We know that existing routes to delivery alone cannot address the housing delivery challenge faced in Bristol today. As the city's biggest social housing landlord, and its biggest landowner, the council recognises the role it must play in meeting the growing housing need.</li> <li>2. Bristol is a prosperous city, but there is a considerable and growing housing challenge. Bristol's appeal as a desirable place to live and work has led to high house prices and high rents, making the city unaffordable for many. As noted in Bristol Key Facts 2021, the average Bristol resident now needs almost nine times their annual salary to be able to buy a house and private sector rents have also risen by more than the national average since 2013/14. Alongside the pressures of increasing rents and house prices, the city is faced with wider issues including the climate and ecological emergency, supporting the most vulnerable groups, reducing fuel poverty, and ensuring the provision of supported living, amongst others. The council currently has over 16,000 applicants on our Housing Register and considers the delivery of affordable housing in the city to be a corporate priority.</li> <li>3. Building homes in Bristol is about more than the numbers of physical dwellings in the city. It is also about building homes and creating neighbourhoods that form a foundation to enable people to live healthy, sustainable lives. The council will do its part to create a city where good quality housing is accessible to all. This includes accelerating home-building in the city to "at least 2,000 homes each year, with at least 1,000 affordable, by 2024", as set out in the Corporate Plan 2022-27. Bristol's growing local affordable housing need is currently projected to be 22,261 homes over a 20-year period based on the WECA 2021 Local Housing Needs Assessment. Project 1000: Affordable Housing Delivery Plan 2022-25, is a delivery plan that sets out how the council will try to meet the ambitious target of 1,000 affordable homes delivered per year by 2024.</li> <li>4. Project 1000: Affordable Housing Delivery Plan 2022-25, (Appendix A) is a refresh of the previous Housing Delivery Plan 2017-20. It is designed to ensure the best use of Bristol City Council's resources of land, time, money and influence in order to:</li> </ol>			

- Deliver affordable housing at pace by bringing together all our operations, partnerships, and ways of delivering homes into one cohesive plan.
  - Improve and support our city's health by providing homes and addressing the housing crisis.
5. There is an ambitious increase in delivery required to achieve the targeted 1000 affordable homes by 2024 from the 400 affordable homes delivered in 2020/21. To do this, the council has reviewed where it can directly influence the delivery of more affordable homes through various workstreams. These include direct delivery through the Housing Revenue Account and Goram Homes, Registered Providers and other affordable housing provider delivery, market delivery, and land disposal through targeted release to Registered Providers, community groups and other partners. The council will seek to secure the delivery of affordable housing through the following routes:
- a. The Strategy and Enabling Team will continue to support and accelerate the development of affordable homes delivered by Registered Providers and other affordable housing provider partners, with roles at policy, funding and delivery levels. The team's specialist affordable housing professionals will continue to secure new affordable housing through the robust application of the council's planning policy for affordable housing. The team will ensure that affordable housing delivery is embedded in land disposal opportunities and the major regeneration projects being undertaken by the council. They will also manage the remaining allocated funding in the Affordable Homes Funding Programme (AHFP) and any future funding for affordable housing which becomes available, and support funding bids to wider bodies including Homes England.
  - b. The council will accelerate the delivery of its identified pipelines through the Housing Revenue Account. The current pipeline is expected to deliver over 1000 new council homes. The sites vary in size from small conversions, 1-2 homes, and 50+ home developments. These developments are informed by research from the BCC Strategy and Enabling Team to ensure specific affordable housing needs are met. Other council land assets will also be reviewed that could potentially be integrated into the Housing Revenue Account pipeline.
  - c. Bristol City Council and Goram Homes, the council's arm's length, wholly owned development company, will review the current Goram Homes pipeline of over 1700 homes to understand how and where it can be accelerated within the plan period. Other council land assets will also be reviewed that could potentially be integrated into Goram Homes' pipeline. This will be undertaken through the normal business planning process with relevant cabinet papers being brought forward in due course.
  - d. The council will also continue to de-risk and dispose of sites owned by Bristol City Council to community-led organisations, Registered Providers and other affordable housing providers, small developers and self-builders. The council will develop a small sites strategy to facilitate these disposals more efficiently and enable small sites to make a bigger contribution to meeting Bristol's affordable housing need.
  - e. It is essential that during the Project 1000 plan period that pre-development work by Bristol City Council's Housing Delivery Team continues to identify and de-risk sites appropriate for delivery by the Housing Revenue Account, Goram Homes, and third-party disposals to support the various affordable housing pipelines. The plan period will also include work related to strategic land review, estate regeneration, regeneration areas, lease buyouts and land acquisitions to ensure the future plan period pipelines are identified.
  - f. Equality and diversity issues are integral to each project or scheme, and the issues presented by each will be revisited on a case-by-case basis. Further Equalities Impact Assessments will be undertaken to ensure both the consultations and the projects themselves are able to effectively address issues of equality and diversity that emerge through project development. The Equalities Impact Assessment in Appendix E highlights the impacts presented by the overall Project 1000 workstreams.
6. In terms of resource requirements to deliver Project 1000, there are capital costs related to the Housing Revenue Account and Goram Homes pipelines which will be finalised through their respective business plans due for cabinet in early 2022. In response to the accelerated programme of delivery, there is a potential increase in capacity required of both the Housing Delivery Team and teams that support Housing Delivery in the council. There will also be future project costs in developing the next pipeline, site disposals, and strategy work including the updated Affordable Housing Funding Policy. The Housing Delivery Team will seek to secure funding additional funding to support the delivery of the Project 1000 plan work. The team will work with colleagues across the council to develop innovative ways of funding this work following the publication of this plan.
7. A new Affordable Housing Funding Policy will be developed following the framework as set out in Appendix A2. This is an update to the delegated authority given by Cabinet in March 2017 to the Executive Director Place, in consultation

with the Cabinet Member for Homes and Communities, to approve the Affordable Housing Funding Policy (AHFP) and authorise grant funding payments to HomesWest Bristol Registered providers. The AHFP formed a key strand of work to support the 2017-2020 Housing Delivery Plan. It was later updated to support the allocation of BCC affordable housing grant to community-led and specialist housing organisations, following a Cabinet decision on 2<sup>nd</sup> April 2019. The AHFP existed in a different financial environment than the Council is currently operating. It was established to encourage the accelerated delivery of affordable homes by the allocation of significant levels of capital subsidy. It also sought to redress the Government funding priority for shared ownership at the expense of funding rented homes. A new Affordable Housing Funding Policy will establish the broad parameters around future funding support for affordable housing but gives flexibility to target delivery, and it will follow the principles as set out in Appendix A2. The Executive Director will keep the AHFP under review and will amend and adapt it as circumstances dictate, in order that it delivers against the ADHP objectives, subject always to adhering to the principles in Appendix A2.

8. Project 1000: Affordable Housing Delivery Plan 2022-25 sets out the continued activities of the Housing Delivery Team, alongside new activities expected to boost affordable housing delivery in Bristol. This includes, but is not limited to:
  - a. delivering the previously approved £53m capital programme,
  - b. amendments to development work to manage unforeseen development delays and ensure the overall delivery programme remains on target,
  - c. earmarking sites for development pipelines through site assessment,
  - d. disposals of council land and assets identified in the housing delivery pipeline and future pipelines,
  - e. lease buyouts or land and asset acquisitions where appropriate to support housing delivery,
  - f. instructing and managing work associated with the pre-development and construction phases of pipeline sites, including enabling and de-risking and the appointment and instruction of consultant teams,
  - g. partnership working,
  - h. continued administration of the remaining Affordable Housing Grant Funding Programme (AHFP) funds,
  - i. exploring and applying for grants from external authorities such as Homes England to facilitate housing delivery and regeneration.

The current activities performed by the Head of Housing Delivery associated with housing delivery are covered by the existing delegated authority. Decisions that fall outside of the Head of Housing Delivery's existing delegation level are made in consultation with the Executive Director for Growth and Regeneration and the Cabinet Member for Housing Delivery and Homes.

Where new activities are required to implement Project 1000 that fall outside of the Head of Housing Delivery's existing delegation level, these will be undertaken in consultation with the Executive Director for Growth and Regeneration and the Cabinet Member for Housing Delivery and Homes.

#### **Cabinet Member / Officer Recommendations:**

That Cabinet:

1. Approve the Project 1000: Affordable Housing Delivery Plan 2022-25 as set out in Appendix A1, and endorse the approach being taken.
2. Authorise the Executive Director Growth and Regeneration, in consultation with the Cabinet Member for Housing Delivery and Homes, subject to securing the necessary funding (from whatever source), to take all necessary steps to implement the various workstreams of Project 1000 as detailed in the AHDP, including procuring all necessary goods, services and works contracts, and other agreements, and agreeing terms for any relevant property disposals or acquisitions, notwithstanding that any of these may (whether by value or otherwise) comprise a key decision.
3. Authorise the Executive Director Growth and Regeneration, in consultation with the Cabinet Member for Housing Delivery and Homes, to develop and thereafter review and implement a revised Affordable Housing Funding Policy 2022-25 (AHFP) in accordance with the principles set out in Appendix A2.
4. Authorise the Executive Director Growth and Regeneration, in consultation with the S151 Officer, to secure and utilise funding to support the AHDP and the AHFP, including authority to agree the terms of any grants (including those in excess of £500k).

#### **Corporate Strategy alignment:**

The Project 1000 Affordable Housing Delivery Plan 2022-25 aligns with the BCC Corporate Strategy 2022-27, particularly the Homes and Communities Theme. Homes and Communities strives for "healthy, resilient and inclusive neighbourhoods with fair

access to decent, affordable homes.”

The council’s strategic priorities are to:

1. HC1 Housing Supply: “Ensure the affordability, availability, diversity and sustainability of housing for all. This includes accelerating home-building in the city to at least 2,000 homes each year, with at least 1,000 affordable, by 2024. Build and retain new social housing; review the system for allocating social housing; provide more supported and extra-care housing for those who need it; pursue a ‘living rent’ in the city; and ensure there are strong long-term plans for the council’s own housing stock and the use of land in the city.”
2. Alongside boosting affordable housing supply, the plan also responds to wider Homes and Communities priorities including: HC2 Lower Carbon Homes, HC3 Homelessness, HC4 Disability, and HC5 Community Participation.

Project 1000 also aligns with the Council’s ‘Building Blocks’, notably ‘Equality and Inclusion’, ‘Environmental Sustainability’, and ‘Development and Delivery’. Accelerating the delivery of new affordable homes in the City provides greater opportunities for people in housing need to be adequately housed. This will have a positive impact on their quality of life, particularly where housing provision is targeted to meet a specific need e.g. older persons housing, wheelchair accessible housing. Alongside addressing the inequalities in access to affordable housing, the plan promotes positive environmental impacts and the delivery of quality public services, while realising the expertise and resources of empowered communities, individuals, community groups and city partners to help shape city priorities.

#### City Benefits:

Project 1000, the Affordable Housing Delivery Plan 2022-25 will benefit the city and improve outcomes for citizens through the delivery of inclusive, sustainable developments and neighbourhoods which provide much needed affordable housing that Bristol needs. This will have a positive impact on Bristol’s citizens quality of life, particularly people with protected or other relevant characteristics. The environmental impact of new buildings is expected to be balanced by high sustainability standards for new developments alongside wider Council measures for greater public transport, pedestrian, and cycle access.

#### Consultation Details:

As a delivery plan for accelerating the delivery of affordable homes, Project 1000 does not provide detail on specific developments or the specific allocation of housing across the city. Detailed consultation plans will be developed for each project at a site-specific level, ensuring effective consultation properly informs the various Project 1000 workstreams. Consultation approaches will be based on the Housing Delivery Service’s emerging Equality and Diversity Action Plan, to ensure that project consultations are effective at responding to the views of local citizens. In support of the Project 1000 work, the HRA 30-Year Business Plan recently adopted at Cabinet in January 2022, is informed by extensive consultation work undertaken as part of the Big Conversation in 2021.

#### Background Documents:

- [HRA 30 Year Business Plan 2022](#)
- [State of the City](#)
- [Local Housing Needs Assessment](#)
- [Local Plan Review](#)
- [National Planning Policy Guidance](#)
- [National Planning Policy Framework](#)
- [Goram Homes 2021 Business Plan](#)
- [Building Regulations and Approved Documents](#)
- [Urban Living Supplementary Planning Document](#)
- [BCC Affordable Housing Practice Note April 2018](#)

<b>Revenue Cost</b>	£ n/a	<b>Source of Revenue Funding</b>	n/a
<b>Capital Cost</b>	£ n/a	<b>Source of Capital Funding</b>	n/a
<b>One off cost</b> <input type="checkbox"/>	<b>Ongoing cost</b> <input type="checkbox"/>	<b>Saving Proposal</b> <input type="checkbox"/>	<b>Income generation proposal</b> <input type="checkbox"/>

<b>Required information to be completed by Financial/Legal/ICT/ HR partners:</b>		
<b>1. Finance Advice:</b>		
The financial implications of the delivery plan will be addressed and detailed in the full subject to the approval of the HRA Business Plan and Budget, the Goram Homes Business Plan, and the Housing Delivery Capital Programme. The approval of the delegated authority for de-risking of the sites will be subject to the identification of the necessary budgetary provision.		
<b>Finance Business Partner:</b> Aisha Bapu – Finance Manager, 2 <sup>nd</sup> December 2021		
<b>2. Legal Advice:</b>		
In addition to seeking approval to the Affordable Housing Delivery Plan, (AHDP) the report and recommendations also seek authority for the Executive Director to deliver the plan - subject to securing the necessary funding.		
The recommendation also authorises the Executive Director to produce and implement an Affordable Housing Funding Policy (AHFP), including associated grant funding, in accordance with the principles set out in Appendix A2. Subject to complying with those principles, the Executive Director is free to settle the detail of the policy and grant funding arrangements, and this would include varying/amending the policy as circumstances require.		
The implementation of both the AHDP and the AHFP require securing resources, and the Housing Delivery Team will be exploring all avenues available, including government grant etc. Cabinet is asked to authorise the Executive Director to look to secure funding, to support both programmes, from external sources without further reference to Cabinet, and notwithstanding some of these grants or funding sources would otherwise require Cabinet approval (eg exceed £500k).		
All procurement activities associated with the delivery of the AHDP or the AHFP will need to comply with the Public Contracts Regulations and the Councils own procurement rules.		
As noted in the report, given its strategic nature it is not practical at this time to carry out detailed consultation, or assess the more detailed E&I issues, for each of the likely schemes to be developed as part of the Project 1000 Plan. However it is recognised that the Executive Director will need to consider E&I issues and indeed consultation more generally in respect of each scheme as part of his decision making process. Project specific EQIA's and consultation plans will be developed on a scheme by scheme basis. Care will need to be taken that any consultation meets the council's obligations, is timely, responsive and effective, and that the EQIA properly informs decisions.		
<b>Legal Team Leader:</b> Eric Andrews, Legal Services, 25 <sup>th</sup> January 2021		
<b>3. Implications on IT:</b>		
I can see no implications on IT in regards to this activity.		
<b>IT Team Leader:</b> Gavin Arbuckle, Head of Service Improvement and Performance, 23 <sup>rd</sup> December 2021.		
<b>4. HR Advice:</b> Working towards the goals of the affordable housing delivery plan will require close collaboration between BCC and Goram Homes, and the options for joint working will need to be carefully considered.		
<b>HR Partner:</b> Chris Hather, HR Consultancy Manager, 30 <sup>th</sup> November 2021		
<b>EDM Sign-off</b>	Stephen Peacock, Executive Director Growth and Regeneration	7 December 2021
<b>Cabinet Member sign-off</b>	Councillor Tom Renhard, Cabinet Member Housing Delivery and Homes	13 <sup>th</sup> December 2021
<b>For Key Decisions - Mayor's Office sign-off</b>	Mayor's Office	10 <sup>th</sup> January 2022

<b>Appendix A – Further essential background / detail on the proposal</b> Appendix A1 – Project 1000: Affordable Housing Delivery Plan 2022-25 Appendix A2 – Affordable Housing Funding Policy Framework 2022-25	<b>YES</b>
<b>Appendix B – Details of consultation carried out - internal and external</b>	<b>NO</b>
<b>Appendix C – Summary of any engagement with scrutiny</b>	<b>YES</b>
<b>Appendix D – Risk assessment</b>	<b>YES</b>
<b>Appendix E – Equalities screening / impact assessment of proposal</b>	<b>YES</b>

<b>Appendix F – Eco-impact screening/ impact assessment of proposal</b>	<b>YES</b>
<b>Appendix G – Financial Advice</b>	<b>NO</b>
<b>Appendix H – Legal Advice</b>	<b>NO</b>
<b>Appendix I – Exempt Information</b>	<b>No</b>
<b>Appendix J – HR advice</b>	<b>NO</b>
<b>Appendix K – ICT</b>	<b>NO</b>
<b>Appendix L – Procurement</b>	<b>NO</b>