

Bristol City Council

# Project 1000

## Affordable Housing Delivery Plan 2022-2025





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Challenger Court. Courtesy Emmett Russell Architects. Image: Craig Aukland



“We have set ourselves another stretching target of 2,000 homes a year by 2024 and we have set up ‘Project 1,000’, a project board whose sole aim is to deliver 1,000 affordable homes a year by 2024.”

**Mayor Marvin Rees, October 2021**

## Forewords

Providing someone with a safe, warm and secure home is one of the biggest interventions we can make in terms of improving life chances in Bristol. Having a stable home and being part of a community are key to feeling positively connected to others. We want all people to experience a community that is safe and healthy, helps them be an engaged citizen, and lead a meaningful collective social and cultural life. As Sir Michael Marmot set out in his review of progress on health inequalities in the UK, “good quality and affordable housing contributes to improving health and wellbeing and reducing inequalities.”

That is why we have put housing at the heart of what we want to invest in and deliver. Project 1,000 is our ambitious expression of that. When I pledged to deliver 2,000 homes a year by 2020, I knew this would be a challenge. Between 2016 and 2020, we delivered over 3,000 completed homes, over 1,300 of which were affordable. This would not be possible without some key initiatives. Our New Build Housing Programme is regenerating brownfield sites to deliver new homes, and our City Office launched the Bristol Housing Festival to explore new and innovative methods of construction to deliver affordable homes across the city.

Project 1,000 builds on this, to aim even higher. Despite the impact that the COVID-19 pandemic and Brexit had on the sector, Bristol City Council now has the foundation to drive delivery of affordable home-building through our own company and support the market to deliver 1,000 affordable homes a year by 2024.

It isn't just building homes that's important: it's how they and their supporting infrastructure, jobs and community spaces are created. It's also where they are built, as prioritising brownfield locations in active travel areas will reduce the carbon price the planet pays.

Project 1,000 will help us deliver the homes we so badly need to tackle the crisis of affordability and supply that Bristol faces. Working with the wider sector will help us give more families a home and give more children the best possible start in life. It will decarbonise our city and support ecology, and it will create jobs and investment to support inclusive economic growth and make safe homes for residents and their families.



**Marvin Rees,**  
Mayor of Bristol

“By 2050 everyone in Bristol will live in a home that meets their needs within a thriving and safe community.”

#### **Bristol One City vision for 2050**

We are a city with big ambition and delivering affordable housing is at the heart of this. We must do this in the context of the climate and ecological emergencies we are facing, alongside ensuring that community infrastructure is sufficient to support growth in communities.

We need to pull all the levers we can to ensure we secure more housing at rates that are truly affordable for Bristol's citizens. This means scaling up our council house build programme, with a proposed £1.8 billion investment to deliver over 9,000 new council homes in our 30-year plan through a combination of land-led and developer-led schemes.

We will need to work with partners across the city, engage with registered providers and developers, to ensure the needs of the city and our citizens are fully understood and better met. We can do this and although it won't be easy, we are up for the challenge.



**Cllr Tom Renhard,**  
Cabinet Member for Housing Delivery and Homes

# Executive Summary

Bristol's One City Plan for 2050 contains goals for the city structured around six core themes. The Homes and Communities vision, overseen by the One City Homes and Communities Board, is that "by 2050 everyone in Bristol will live in a home that meets their needs within a thriving and safe community." Achieving this ambition requires courage, innovation, and collaboration across the city.

With over 16,000 applicants on Bristol City Council's Housing Register, the council's priority for housing delivery remains the provision of affordable, rented homes. Affordable housing need is spread across many different types of housing, including temporary accommodation for homeless households, adaptable and supported housing for people with care, support and accessibility needs, and general needs homes to rent and buy. From single people and young families, to retired households and those struggling to buy a home in the housing market, the breadth of need is considerable and varied across the city. Project 1000: Affordable Housing Delivery Plan 2022-2025 outlines how Bristol City Council will meet its ambition to deliver 1000 new affordable homes a year by 2024. Project 1000 is a more than a refresh of the previous Housing Delivery Plan (2017-2020). It is a step change in the way affordable housing is delivered in Bristol as we tackle the many challenges and competing demands the city faces, including an escalating housing crisis and the climate and ecological emergencies.

Project 1000 is an updated version of the previous Housing Delivery Plan 2017-2020. It is designed to ensure the best use of Bristol City Council's resources of land, time, money, and influence in order in order to:

- 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.

This Housing Delivery Plan sets out the stark housing need in Bristol, alongside the policy context in which the council and its partners operate. It explores in detail the ways in which Bristol City Council will enable faster, more sustainable delivery of homes and the innovative approaches it will take to reach its target of 1000 new affordable homes a year by 2024.

Project 1000 sets out how we will achieve these ambitions through various routes that the council has a direct and indirect influence over. 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.

Alongside addressing inequalities in access to affordable housing, the plan aims to promote 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. The council sets out how it will pursue innovative solutions, including low-carbon Modern Methods of Construction (MMC), to increase delivery of the sustainable homes Bristol needs.

Following publication of the plan, council teams will work to mitigate internal and external barriers to housing delivery, working alongside stakeholders and local communities to accelerate the delivery of new affordable homes in Bristol and provide new, high-quality homes for those in need in the city.

## The planning context for the delivery of affordable housing in Bristol

Affordable housing is defined nationally in the National Planning Policy Framework, which describes a range of both rented and affordable home ownership tenures that help meet the housing needs of eligible households who cannot afford to rent or buy in the market.

This Housing Delivery Plan is set in the context of a changing Planning Policy arena at both a national and local level. Since the Bristol Local Plan was adopted in 2014 there have been significant changes in national policy around affordable housing definitions and delivery and the wider planning framework. Bristol has sought to reflect these through the use of Supplementary Planning Documents, Planning Practice Notes and briefings, which are periodically updated and will remain in use until the review and adoption of a new Local Plan. For the most up to date planning policy overview that supports Project 1000 please refer to:

- [Local Plan - bristol.gov.uk](https://www.bristol.gov.uk)
- [Supplementary planning documents, practice notes and other planning guidance - bristol.gov.uk](https://www.bristol.gov.uk)
- [National Planning Policy Framework - Guidance - GOV.UK \(www.gov.uk\)](https://www.gov.uk)





“So this is my mum’s back garden and we are creating a home. I never thought the council could find me a home in a space like this and it’s nice to know that you have people around you to support you and it feels just so important because I’m involved.”

**Toni, Knowle West – Part of the We Can Make project**

## Vision

Everyone deserves fair access to a good quality home. As well as fair access, the areas around homes should be clean, safe, close to amenities, help promote health, and enable people to be an active part of their local community. Our vision is to accelerate the delivery of new affordable homes in the city to provide greater opportunities for people in need to be adequately housed.

Building homes in Bristol is about more than the numbers of physical dwellings in the city. It is also about creating neighbourhoods that form a foundation to enable people to live healthy, sustainable lives. This means creating mixed and balanced communities, because, as a city, Bristol doesn’t just need affordable housing, it also needs different types and tenures of housing to meet demand, such as older persons housing or wheelchair accessible housing. This requires a joined-up approach involving partnership working within the council and with external stakeholders to unblock the barriers to delivery.

The council believes that a safe and secure home you can afford is a fundamental right for all Bristol citizens. We know that existing routes to delivery alone cannot address the housing delivery challenge being faced in Bristol today. As the city’s biggest social housing landlord, and its biggest landowner, we recognise the role we must play in meeting this housing need. Our vision is for a step change in our direct role in affordable housing delivery. We want to support our affordable housing provider partners and local communities to maximise opportunities for delivery. By working collaboratively, with ambition and courage, will play our part in creating a city where good quality housing is accessible to all.

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Eyes Up Films



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Project 1000 is an ambitious target to trigger momentum, ambition, and acceleration throughout the council to deliver the targeted 1000 affordable homes in the city by 2024.

## Project 1000

Project 1000 is a refresh of the previous Housing Delivery Plan 2017-2020. It is designed to ensure the best use of Bristol City Council's resources of land, time, money, and influence to:

- Deliver affordable housing at pace by bringing together all our operations, partnerships, and ways of delivering homes into one cohesive plan, and
- Improve and support our city's health by providing homes and addressing the housing crisis.



## Strategy Context

Bristol City Council strives to ensure the affordability, availability, diversity, and sustainability of housing for all, as set out in the Corporate Strategy 2022-27. This includes *“accelerating home-building in the city to at least 2,000 homes each year, with at least 1,000 affordable, by 2024”*. The council is supporting the administration’s ambitious vision through a refresh of the Housing Delivery Plan 2017-2020 into ‘Project 1000’, the new Affordable Housing Delivery Plan 2022-25.

2024 is the targeted year to meet the goal of delivering 1,000 affordable homes per year, but the council will aim to continue to deliver this number until the end of the plan period whilst preparing for the next plan period that will start in 2025.

Housing Delivery is a key priority for Bristol City Council, forming part of the One City Plan and featuring in key performance monitoring. Project 1000 sets out the steps the council is making to reach this milestone. It is an ideal opportunity to reflect and review on past performance and accelerate current delivery, resulting in an increase in affordable housing delivery across the city.

Alongside the council’s strategy for affordable housing delivery, there are wider regional and national strategies that work alongside the Bristol context. Below is a brief synopsis of the most relevant.

“accelerating home-building in the city to at least 2,000 homes each year, with at least 1,000 affordable, by 2024”

**Bristol City Council Corporate Strategy 2022-27**

Romney House, Lockleaze. Courtesy HTA Design



## Regional/National Policy and Planning Context

The West of England Combined Authority (WECA) has a strategic role to play regionally in housing delivery through:

1. Development of the WECA Spatial Development Strategy which will establish the housing requirement, affordable housing target and spatial framework for the delivery of new homes in the city
2. Development of the WECA Housing Delivery Strategy, which is the framework for the allocation of strategic infrastructure funding for the West of England.

At a national level, affordable housing delivery is influenced through two key routes:

1. The National Planning Policy Framework and supporting National Planning Policy Guidance. Recent changes to defining affordable housing tenures and delivery have included:
  - Introduction of First Homes
  - Formalising a specific planning approach to affordable housing delivery through Build to Rent
  - Changing the definition of affordable housing to mean: housing for sale or rent, for those whose needs are not met by the market (*including housing that provides a subsidised route to home ownership and/or is for essential local workers*)
2. The Affordable Homes Programme 2021-26, administered by Homes England, which has £7.39bn of funding to deliver up to 130,000 affordable homes by 2026 (outside of London). This includes committing almost £5.2bn of funding to 31 strategic partnerships to deliver 90,000 grant-funded affordable homes and allocating the balance of funding through continuous market engagement with other affordable housing providers. Ten of these Strategic Partnerships are with registered providers who are part of Bristol's HomesWest Partnership.

The regional and national strategies and programmes outlined here are directly linked to the council's ambitious plans for affordable housing delivery for Bristol. It is vital that these strategies are joined up as closely as possible for effective delivery.

Alongside affordable housing strategies, it is important that the council responds to any wider changes in National Planning Policy and Building Regulations, such as the Social Housing Green Paper and Building Safety Bill.



**Source:** Homes England's Affordable Homes Programme

“Having a home, well I think mainly, for me, it means smiling like, being able to be in your own space and being able to be however weird and however happy you feel like you wanna be.”

**Marcus, Resident of Hope Rise, St. George.**



## Understanding our housing challenge

Bristol is a prosperous city, but there is a considerable and growing housing challenge here. 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.

The COVID-19 pandemic has further highlighted and reinforced existing inequalities, such as access to sufficient living space, precarious housing situations and greater exposure to health risks. Alongside the pressures of COVID-19 and increasing rents and house prices, the city is faced with wider issues, including the climate and ecological emergencies, responding to population growth, supporting the most vulnerable groups, reducing fuel poverty, and ensuring the provision of supported living.

The council is committed to working to decarbonise housing through the BCC Corporate Strategy 2022-27. The strategy notes that “while building new homes across the city, it is vital we ensure we are building new housing in low carbon ways that help us meet our ecological and environmental ambitions for a sustainable city. This includes continuing to deliver lower carbon homes and ensuring that investment and maintenance of existing council stock is carried out in a way that minimises the carbon footprint. Our ambition is also to be a national exemplar for utilising innovative and modern methods of construction to deliver sustainable, affordable housing at pace.”

Bristol was the first city to declare an ecological emergency followed by the publication of the [One City Ecological Emergency Strategy](#). This strategy recognises that housing developments have been part of the fragmentation and replacing of wildlife habitats, contributing to the problem. However, housing developments can also be part of the solution by building in ways that contribute to Bristol's Nature Recovery Network, helping us restore the functioning ecological networks on which people and wildlife depend.

Over the last few years, we have endeavoured to respond to increasing rents and house prices, the climate and ecological emergency, and providing high quality homes. As part of the Innovate UK pilot programme, the [Hope Rise](#) project in St. George is an example of where we have used Bristol City Council land, innovative design and modern methods of construction to deliver high-quality homes at pace. This project provides eleven affordable and low carbon homes for young people in partnership with YMCA, above an existing council car park.

Projects delivered by the council also strive to raise design quality, creating good places to live for the young, old, and families. This includes contributing towards creating vibrant and equitable neighbourhoods through high quality placemaking, ensuring sufficient community infrastructure, places to play, improved public open spaces and people-friendly public realm. The Housing Delivery Team will work closely with community groups, the council's City Design Group and consultants to ensure that developments are of the highest quality. The Team will also work with departments across the council and external partners to ensure that best practice community development and low-carbon and ecologically friendly developments are delivered.

The majority of projects undertaken by the council are located on brownfield (previously developed) land. These sites are often challenging but are an opportunity to recognise and provide wider community regeneration aspirations as well as provide much needed

affordable housing. The Housing Delivery Team works closely with community groups and local stakeholders to develop these complex projects that can meet local aspirations, while unlocking these sites for development. This often includes re-providing or building new community facilities, such as libraries and community spaces, improving public realm and landscaping to improve health and well-being, while providing innovative designs that mitigate the effects of climate change.

To enable us to build houses that consider the holistic needs of the city and its citizens it is important to consider the best value - not just the lowest capital cost, but the best holistic value. As previously stated, the purpose of housing is not simply to provide more 'units' but to create communities that contribute to a thriving, fair, sustainable, ecologically diverse city, that improves the wellbeing and health of all citizens.

Social value is about maximising the impact of public expenditure to get the best possible outcomes. Aligning with the Public Services (Social Value) Act (2012), Bristol City Council's social value policy outlines the council's intended approach to creating social value and how we seek to maximise this in our expenditure to improve the economic, social, and environmental well-being of the area. The policy supports council officers, particularly commissioners and procurement officers as well as potential provider organisations to consider the best value – not just lowest cost.

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## CASE STUDY

# Hope Rise, St. George

### Key Facts

**Location:** St George Park Car Park, St George

**Total new homes:** 11

**Percentage of affordable homes:** 100%

**Developer:** Bristol City Council, working with ZED PODS

**Key features:** Partnership working, innovation, modern methods of construction, sustainability

*Hope Rise is an innovative mixed community of young people in a development of 11 ZED PODS (zero carbon, modular starter homes), constructed above the Chalks Road public car park in St George, Bristol.*

It came about through a unique partnership between Bristol City Council, the Bristol Housing Festival, ZED PODS and the YMCA, who share a vision for building affordable, quality and energy-efficient accommodation for young people in the city.

ZED PODS offered a turnkey service (Feasibility, Planning & Design, Manufacture and Installation) and were awarded the contract by direct award from a static framework. The modules were all built and fitted out with bathrooms and kitchens in just eight weeks and driven down the motorway and craned onto the site mid-August 2020.

The ZED PODS are elevated on a steel frame approximately 2.5m above ground level, allowing the car park to remain fully operational and open to the public, with two parking spaces below each home. The Chalks Road development is intended to enable car-free living, with no spaces assigned to the residents, so that the car park continues to provide public car parking for the park and local shops.

© Bristol Design, Northern Slopes

## Local Housing Need

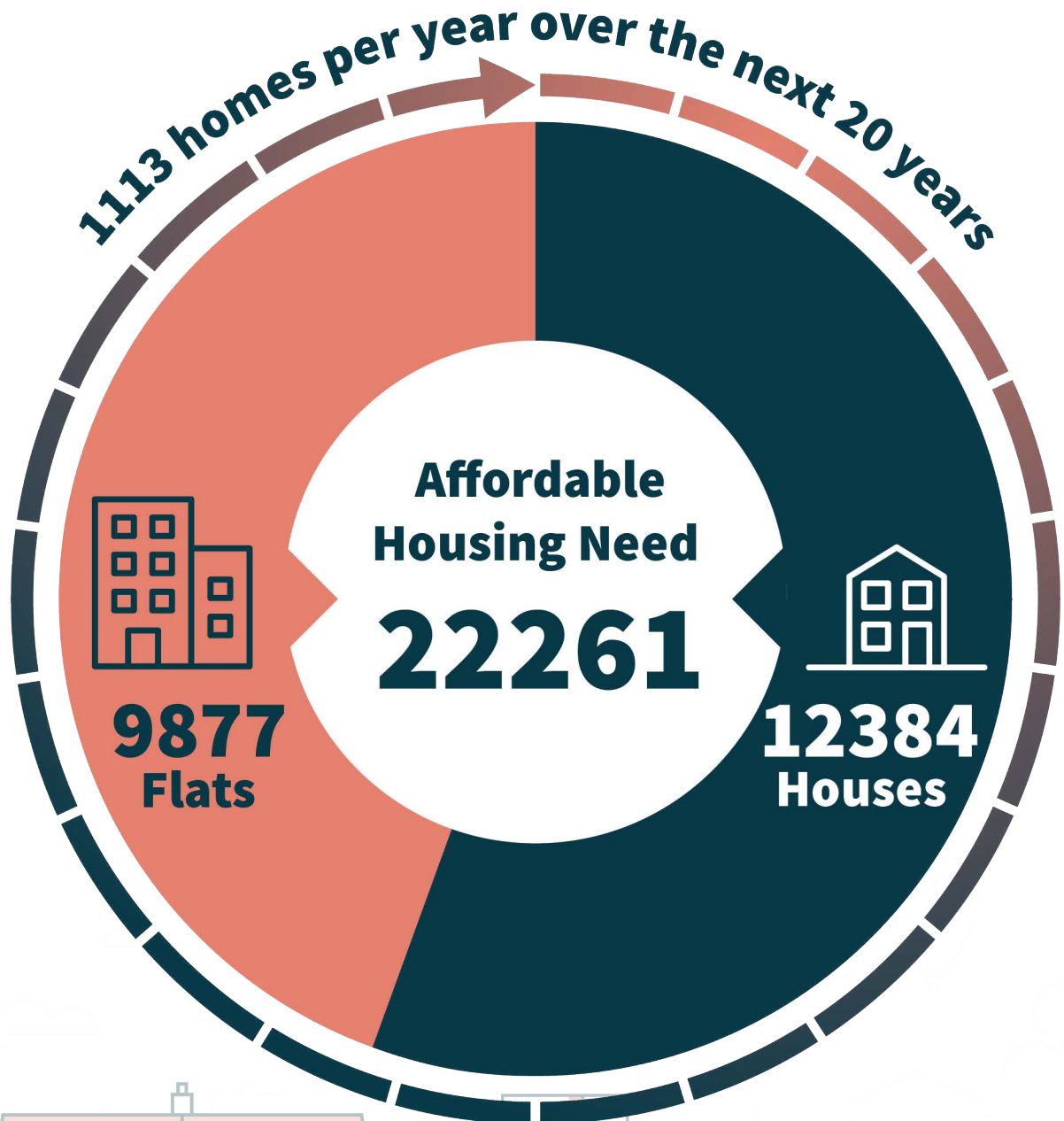
Based on a detailed review of both past trends and current estimates, the council's 20-year need figure for affordable housing, as calculated in the WECA 2021 Local Housing Needs Assessment, is currently estimated at 22,261 affordable homes. This need is calculated based on a standard method used across England and is subject to potential changes from National Government. This is approximately 1113 affordable homes per year. Project 1000's ambitious target will enable the council to play its part in building the affordable homes the city needs. This is considered to be the limit of what is currently deliverable within the timescale. The council expects this step change to enable Bristol to increase delivery beyond 2024.

The Government says strategic planning policies should be informed by a Local Housing Need Assessment (LHNA), conducted using the standard method in national planning guidance. The standard method uses a formula to identify a minimum annual local housing need figure, in a way which addresses projected household growth and historic under-supply. The LHNA also includes an assessment of the need for affordable housing. This is based on the National Planning Policy Framework's definition of affordable housing which is:

“Housing for sale or rent, for those whose needs are not met by the market”

*(which includes housing available to both those who cannot afford to rent in the market and those who can afford private sector rents but cannot afford to buy)*

The LHNA uses the annual Local Authority Housing Statistics and homeless returns figures to help assess the affordable housing need element of a District's housing figure. This part of the LHNA also looks at the need for affordable home ownership.





Within this strategic picture of the need for new affordable homes in the city, there are areas of identified housing demand to meet a specific local need, such as accessible homes or the specialist housing needs of people with care and support requirements.

The greatest housing need in Bristol is Social Rent. This, with an affordable service charge, is the council's preferred tenure. Where affordable rent homes are proposed we require them to be capped by Local Housing Allowance in order to maintain affordability. We also recognise the role that affordable home ownership plays in meeting housing need in the city, in creating viable developments and delivering mixed and sustainable communities. Some of Bristol's housing need can be met by shorter term housing solutions (for example move-on supported housing or temporary accommodation), but our delivery is generally focussed on providing people in housing need with appropriate, long term housing options.

The Housing Delivery Team holds up to date data on housing needs in Bristol, to ensure that the required type of affordable homes is built. The Housing Delivery Team advise our partners on the types of affordable housing needed within different areas of the city. The strategic housing need information in the LHNA is supported and refined by data on housing demand and supply taken from HomeChoice, the council's housing register, and information on lettings activity and new supply across the city. Statistics from Help-to-Buy South help refine understanding of demand for affordable home ownership. Evidence of specialist housing need is also available through the council's Housing and Landlord Services to support decision making on what homes should be developed.





© Suffolk Close. Courtesy Emmett Russell Architects. Image Craig Aukland

© Bath Lane, South Bristol. Image courtesy Clarion and Mid Group



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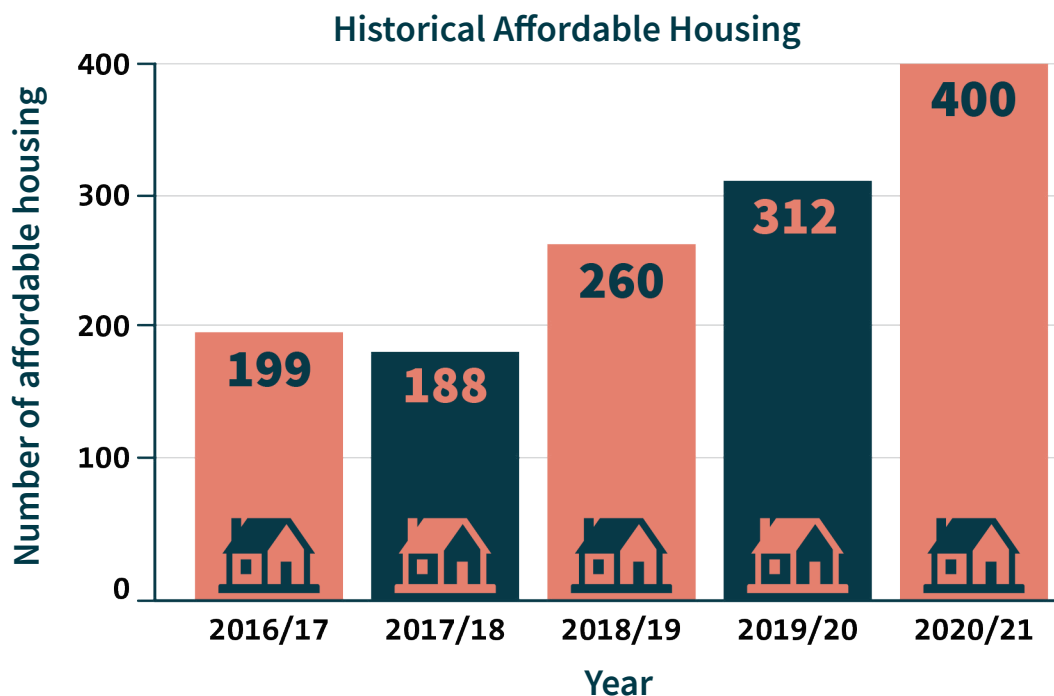
## Reflecting on the previous plan period, 2017-2020

### Historic Performance

Affordable homes have traditionally been delivered by the council's Registered Provider (RP) partners. In recent years, the council has also developed supply through direct delivery, Build-to-Rent providers, community-led housing groups, the charitable sector, almshouses and ethical investors.

The council's Housing Delivery Team was established in 2017 with the aim to accelerate and improve delivery of homes in the city on council-owned assets. As part of the Housing Delivery Team, the Strategy and Enabling Team (S&E) was strengthened in 2020 to support the delivery of affordable housing across the city.

The graph below shows the historical affordable housing delivery figures that have been achieved from 2016-2020. It demonstrates that there has been a small but steady increase in the delivery of affordable housing in the city over the past four years.



As part of the process of developing Project 1000, we have reflected on the previous plan period (2017-2020) to better understand the effectiveness of the various affordable housing delivery initiatives that took place. These include areas of delivery where the council has direct influence and other areas where the council has less influence. From the successes of schemes such as Hope Rise and Ashton Rise to the challenges and site-related delays of Baltic Wharf, the council has a large evidence base to draw conclusions from.

In the previous plan period, initiatives undertaken by the Housing Delivery Team included:



## Site disposals and de-risking

- Over the four-year Housing Delivery Plan period from 2017-2020, the council disposed of 25 sites within the four-year period. These ranged in scale from a disposal to Legal & General Modular for 185 homes at Bonnington Walk, Lockleaze, of which 51% will be affordable, to a disposal to the Registered Provider Curo for the construction of 128 homes, of which 30% will be affordable, at Henacre in Lawrence Weston.
- There are several different stumbling blocks which have delayed the disposal processes and subsequent delivery of affordable housing on the sites identified for disposal in the last plan period. This includes a lack of resource available from some winning bidders to progress transactions and planning work, and on-site issues including complicated site conditions like contamination and flood risk.
- In some instances, the Housing Delivery Team has de-risked the sites before disposal to ensure the quality of the schemes are delivered based on achieved planning permissions. Achieving outline planning permission has worked well in some instances such as Hartcliffe Campus, where delivery was based on the principles set out by BCC and their consultant team.
- At Airport Road, Hengrove, which has been disposed to Boklok, successes have included accelerated construction due to off-site manufacture and a reduced construction period. However, pre-development work related to a Homes England infrastructure grant and required internal Bristol City Council approval processes caused some delay due to the site being the first partnership with Boklok.
- As part of many disposals to third parties, BCC includes the provision of buy back options, so that if a development does not come forward within a reasonable period, the council can buy it back for the original purchase price.
- Historically, most sites were marketed to Registered Providers as part of the Land and Grant Programme, with only a small number being marketed to the open market. More recently, the council has worked with a much broader range of delivery partners, which includes MMC specialists and in some instances private developers.



© BoKlok on the Brook. Image courtesy BoKlok

## CASE STUDY

# BoKlok on the Brook, Hengrove

### Key Facts

**Location:** Airport Road, Hengrove

**Total new homes:** 173

**Percentage of affordable homes:** 47%

**Developer:** BoKlok UK

**Key features:** Innovation, modern methods of construction

*The new innovative, sustainable, high-quality development in Bristol - referred to as BoKlok on the Brook - is situated on Airport Road and will provide 173 much needed homes, 47% of which will be affordable homes.*

BoKlok UK Ltd is a sustainable, quality and low-cost home provider jointly owned by Skanska and IKEA. BoKlok homes are manufactured using modern methods of construction, off-site, in a safe and dry environment, using a smart and industrialised process. This enables predictability, high quality and low costs. BoKlok was also one of the companies working with Bristol City Council and Bristol Housing Festival to deliver the Innovate UK funded project which finished in 2021. This project explored the use of innovative offsite housing solutions across the city.

The development in Bristol, on Airport Road, will be the first for BoKlok in the UK and the homes will be available for market sale as well as social housing for Bristol City Council with the first homes are expected to be completed in early 2022.



## Community-led housing/self-build disposals

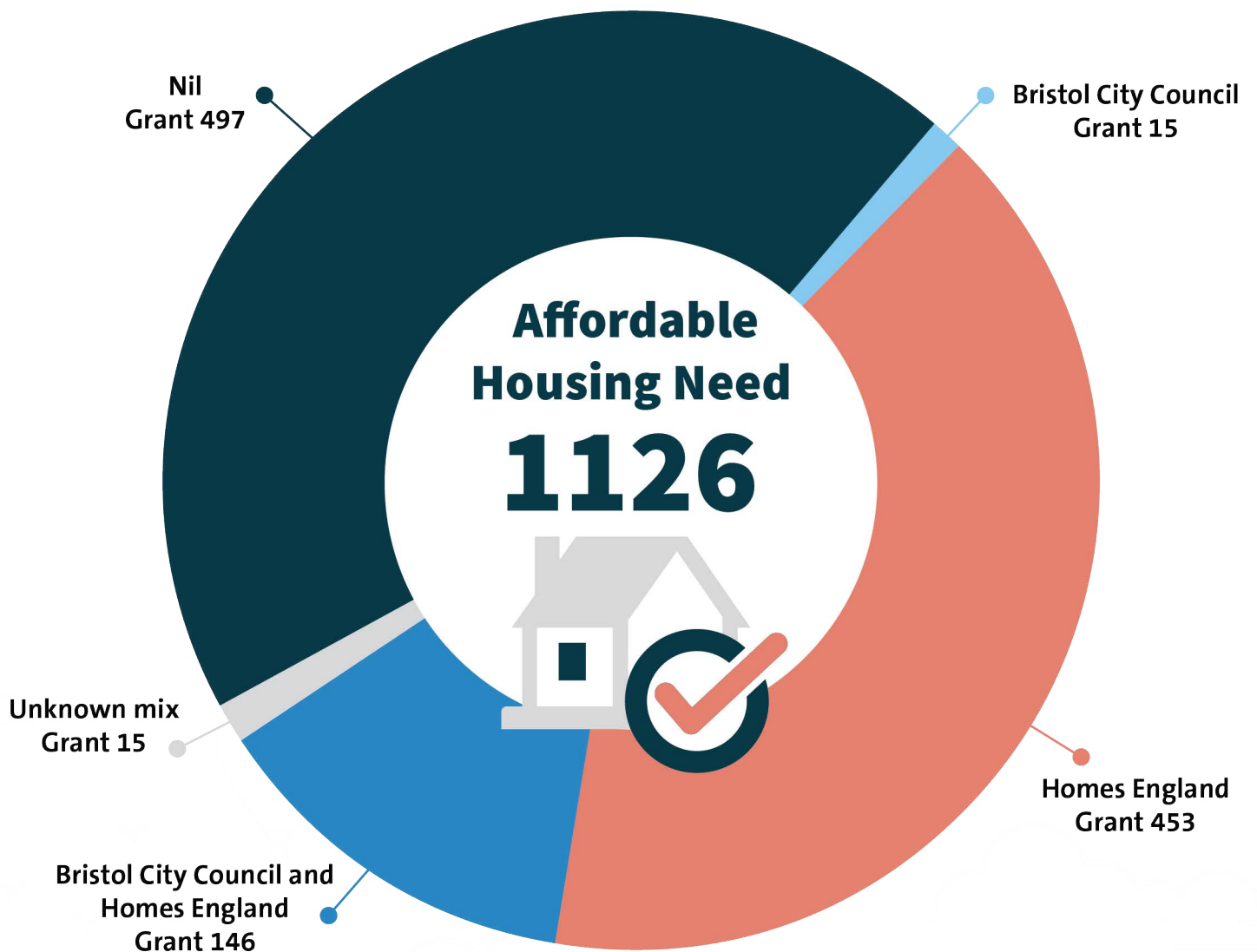
- Over the four-year Housing Delivery Plan period from 2017-2020, the council disposed of seven sites to community led-housing and self-build groups, ranging from a 36-affordable home development being led by Ambition Lawrence Weston at Astry Close, to individual self-build plots in Lockleaze. Some of these have completed whilst others are still progressing.
- There have been some legal and planning issues which have delayed the disposal of these sites. This is in part due to having to develop and work through a new disposal policy, but the council is using this learning and developing an understanding of how to speed up the disposal time. This knowledge will be used moving forward in a small sites strategy.



## Affordable Housing Grant Funding Programme (AHFP)

- Historically, the council's Affordable Housing Grant Funding Programme has worked to support the delivery of Registered Provider rented homes across the city. It was extended in 2019 to support the delivery of community-led housing. In 2021, the grants programme was reduced to reflect the pressure on capital funding elsewhere in the council, leaving around £6m of funding to be allocated to support delivery. The Grants Policy is being reviewed to target funding to secure the delivery of affordable homes that cannot be met by Homes England funding alone, or to support community-led housing delivery that cannot access Homes England funding.
- Successes and issues
  - The allocation of the funding through the AHFP has not accelerated the delivery of affordable homes in the way it was expected, but it has enabled Housing Revenue Account, Registered Providers, community-led housing and specialist housing provision to deliver homes that would not otherwise been delivered.
  - With increased pressure on capital budgets, BCC will become the funder of last resort for affordable homes, using our budgets to complement but not replace the funding available from Homes England.
- The chart below shows that between April 2018 and September 2021, 629 out of the 1,126 affordable homes completed in Bristol were delivered with affordable housing subsidy, whilst only 2% of these were funded solely through BCC's funding programme, 23% of this delivery was secured as a result of BCC funding topping up Homes England subsidy. 72% of these new homes were funded solely by Homes England. The remaining affordable homes delivered in this time did not receive Affordable Housing subsidy, as they were Section 106 homes delivered through the planning system.





A large, multi-story brick apartment building with many windows and balconies, surrounded by greenery and trees. In the foreground, a man is sitting on the grass holding a baby, looking towards the building.

## CASE STUDY

# Romney House, Lockleaze

### Key Facts

**Location:** Romney Avenue, Lockleaze

**Total new homes:** 268

**Percentage of affordable homes:** 55%

**Developer:** Goram Homes and Vistry Group

**Key features:** Sustainability, joint venture

*Goram Homes, in partnership with Vistry Group, are building 268 new, high-quality homes at Romney House, a brownfield site in north Bristol, of which 55% will be affordable housing delivered via Bristol City Council.*

Formerly the location of Lockleaze school, the site bridges Lockleaze and a new development at Cheswick Village to the north. The site is also adjacent to Stoke Park, a Grade II Listed historic parkland. Homes will range from one bed flats all the way up to four bed family houses which will all comply with Nationally Described Space Standards (NDSS). There will be 121 market sale homes and 147 affordable homes, a mix of social rent and shared ownership. The project will be a mixed tenure development helping to create a balanced community and drive the continued transformation of Lockleaze.

Central to the proposal is a new community park located at the heart of the neighbourhood. This will help form a wildlife corridor from Stoke Park to Concorde Way and contribute to the Council's vision of a green and leafy Bristol. A combination of high levels of thermal insulation, air source heat pumps and solar panels will ensure that future energy use and costs are kept low.





## External Funding

- Homes England 'Housing Infrastructure Funding'
  - Bristol City Council was awarded £3.6m and £6.686m in funding from Homes England's Housing Infrastructure Fund' for infrastructure works projects in Southmead and Lockleaze respectively. This marginal viability funding supports the delivery of infrastructure and public realm works to unlock sites for development that might not otherwise come forward.
  - In Southmead this is set to enable 300 homes in and around the district centre, and in Lockleaze this is expected to unlock 800 homes across the ward. This work has helped to develop a successful working relationship with Homes England.
  - Due to changes in circumstance, both projects have been subject to delays and revised scope since the initial agreements were made. This has resulted in workshops and conversations between Bristol City Council and Homes England to agree new milestones and funding allocations to respond to the new requirements and still deliver the new homes required.
- Bristol City Council will continue to build a strong strategic and working relationship with Homes England to support the delivery of the council's pipeline of sites.



## One Public Estate

- The One Public Estate (OPE) programme is a partnership between the Office of Government Property in the Cabinet Office, the Local Government Association and the Department for Levelling Up, Housing and Communities. The aim is to bring public sector bodies together; to create better places by using public assets more efficiently, creating service and financial benefits for partners; and releasing public land for housing and development.
- Recently, the Housing Delivery Team has been successful in bidding to the OPE Self and Custom Build Fund to secure £199,521 to support site clearance of a potential community-led housing development opportunity in Barton Hill.
- A further bid has been made to the second round of this funding to unlock another community-led housing site in east bristol.
- The council will continue to review One Public Estate funding opportunities as they arise and identify suitable projects that could benefit from this type of funding.



## West of England Combined Authority 'Development Infrastructure Fund'

- The West of England Development Infrastructure Fund invests in housing and economic development infrastructure to assist in the development of new homes, employment sites and infrastructure in the West of England.
- The Housing Delivery Team has been successful in bidding to the programme for Hengrove Park, and has secured £12m in the current programme, with a further £7.8m post 2022/23 to be confirmed at Full Business Case, for highways and utilities infrastructure.



### Direct Delivery – Cross Subsidy Model

- Bristol City Council has explored cross-subsidy delivery models, with the council acting as a developer, to deliver affordable homes in a more cost-efficient manner while maintaining high quality and sustainability standards.
- At Ashton Rise in South Bristol, the council acted as developer, appointed Willmott Dixon as the contractor, and managed the development from inception through to sales. 60% of the homes in the development were sold on the private market. The proceeds were then reinvested to support the funding of the construction of new council homes. In order to realise capital receipts across phases, the completion of private and council homes was simultaneous. This approach included significant risks, such as lower than expected sales values, however this did not materialise and the site is now complete with all homes occupied. In a more volatile market, there is a risk relating to the sale of private homes. The HRA core business is not focussed on private sale but social rented homes where the volatility of the housing market is not as significant.
- The Goram Homes approach will mostly be delivered via Limited Liability Partnerships (LLP) in which Goram Homes has a 50% shareholding. Two directors are appointed to the LLP by Goram Homes and two from a partner. The Board of the LLP then oversees the operational and financial activity of the development. This LLP does not call on guarantees from the parent and is therefore separate and independent in its operation. Cost and revenue risks are contained at the LLP level when they occur. This is considered to be lower risk than the cross-subsidy model, it allows greater control and lessens the risk for the council.



### New Council Homes – Direct Delivery – Housing Revenue Account (HRA)

- Since the start of the HRA new build programme in 2014, the council has delivered 280 new homes across 25 sites. Over the four-year Housing Delivery Plan period from 2017-2020, the council delivered 102 homes over 15 sites, and since 2020, it has delivered 67 council homes and 80 market sale homes at Ashton Rise.
- The current pipeline will see 963 homes (including the acquisitions programme) completed by 2024/25, subject to the adoption of the HRA 30 year business plan at full council in early 2022.. A subsequent pipeline of sites is being identified to follow on to allow a rolling programme of HRA, subject to funding being made available.
- Delivery by the HRA team has been subject to delays for a variety of reasons, including technical site constraints causing planning delays, procurement issues and enabling works, alongside the fallout from the COVID-19 pandemic and Brexit causing supply chain issues and rising costs.



© Bristol Design, Ashton Rise

## CASE STUDY

# Ashton Rise, Ashton Gate

### Key Facts

**Location:** Ashton Rise, South Bristol

**Total new homes:** 133

**Percentage of affordable homes:** 40%

**Developer:** Bristol City Council and Willmott Dixon

**Key features:** Modern methods of construction, joint venture

*Ashton Rise is Bristol City Council's largest development in nearly 40 years. The development of 133 new homes is the first of its kind for Bristol City Council as, through a joint venture with Willmott Dixon, it has been able to build much needed new housing for local people.*

The mixed tenure development features 40% affordable council homes for the city, available for social rent, whilst proceeds from the private sales are reinvested to fund the construction of the new council homes on the site.

Located in a thriving area of South Bristol, with good transport links to central Bristol and the open parkland of Ashton Court, the 133 homes consist of a mixture of two-, three- and four-bedroom houses, and one- and two-bedroom apartments. The designs ensure that the housing is extremely energy efficient, bringing down utility bills dramatically for its residents. The project also utilises modern methods of construction (MMC), with the houses adopting the innovative Sig iHouse solution, and the apartment blocks using a lightweight Fusion steel frame.



## Goram Homes

- Replace whole section: ‘Goram Homes was founded in 2018 by Bristol City Council to increase the provision of new homes in the city and to meet affordable housing requirements without compromising on build quality. The company is now established and has a close working relationship with the BCC Housing Delivery Team. The first project is on site at Castle Park Energy Centre in the city centre, and Romney House in Lockleaze is due to start in early 2022.
- Goram Homes and BCC have established a process to release land at market value to Goram Homes as quickly as possible. To date, this has provided Goram Homes with a pipeline of 12 sites to build c. 1600 new homes, of which c. 700 will be affordable. The pipeline is reviewed on an annual basis through the annual Goram Homes business planning process.
- Goram Homes mostly deliver housing via Limited Liability Partnerships (LLP) in which Goram Homes has a 50% shareholding. This is considered to be lower risk than the cross-subsidy model.
- The Housing Delivery Team recognise the significant role that Goram Homes can play in the direct delivery of affordable housing. The company is more agile and dynamic than the council, enabling an economy of scale and a pace of delivery not otherwise possible.



## Land acquisition

- As part of Housing Infrastructure Fund related work, the Council has utilised external funding to support land and property acquisitions to facilitate regenerations plans. This includes the Compulsory Purchase of the Gainsborough Pub in Lockleaze. These strategic purchases enable the council to take a more direct role in the delivery of housing on sites which may not otherwise come forward.
- If funding was available through other means to assemble potential housing sites, it would be advantageous in certain situations for the council to make further acquisitions.



“We got the keys, it was amazing it was really, really nice, and we loved it immediately.”

**Rose, Hartcliffe Campus Resident**

© Bristol City Council/Eyes Up Film

Other lessons learned from the previous plan period include:

- The BCC Affordable Housing Grant Programme helped to support some developments, but it didn't demonstrate that these projects were accelerated. The council will continue to review policy to expend the remaining funding and commuted sums for specialist housing with a demonstratable gap.
- There were some successes in relation to working in partnership with Registered Providers. Feedback from Registered Providers notes that they have experienced delays with the planning system and the legal work required for development agreements. They have also noted that it needs to be easier to liaise with other departments in the council, and to have a more open and collaborative dialogue with the council.
- The delivery models for the HRA team and Goram Homes are effective but suffer from delays due to internal processes, planning delays due to technical site constraints, and external factors outside of their control. There are opportunities for accelerating their delivery programmes if these factors can be reduced.
- Through a series of disposals of land to third parties, the council has a clear understanding of how it intends to continue with this process, for example through a small sites strategy.

In conclusion, the Housing Delivery team made a meaningful contribution to the delivery of affordable homes over the previous plan period, with the number of affordable homes delivered increasing each year from 2017. However, the previous affordable homes delivery target of 800 affordable homes each year by 2020 was not achieved. There were recurring issues causing delays to project delivery such as complications of site ecology, site preparation and enabling works, and delays through the planning process often related to technical site constraints. The complications of COVID-19 and Brexit added further pressure to construction timescales and increases in material costs made developments less viable.

To continue building on previous development work and meet the aim of Project 1000, the council needs to be more targeted and more focussed, drawing on the successes of the previous plan period, notably through the acceleration of the HRA and Goram Homes delivery plans.

## CASE STUDY

# We Can Make, Knowle West

### Key Facts

**Location:** 139 Novers Lane, and 2 Belstone Walk, Knowle West

**Total new homes:** 2

**Percentage of affordable homes:** 100%

**Developer:** We Can Make

**Key features:** Community-led development, innovation, sustainability

*We Can Make (WCM) aims to empower people in low-density high disadvantage estates to deliver their own affordable homes at 'point of need'. Planning permission has been granted on the first two plots in the rear gardens of Council tenanted properties at 139 Novers Lane and 2 Belstone Walk.*

The project has been developed in Knowle West as the pilot neighbourhood by Knowle West Media Centre (KWMC). Knowle West Media Centre has incorporated a not-for-profit entity 'We Can Make' Community Interest Company (CIC), to facilitate this. Bristol City Council has supported the We Can Make initiative and agreed in principle to work with We Can Make on a pilot scheme of 16 units. The land transfer has been completed and works have commenced on these first two sites and completions are expected early in 2022.

The Project is unique in that it creates additional opportunities for development of affordable housing by engaging with existing Bristol City Council tenants and creating micro sites on land that was previously part of the back gardens of Council tenanted homes. This has been achieved through research and community engagement with local people in Knowle West by the community anchor organisation Knowle West Media Centre.



© Bristol Design, Northen Slopes

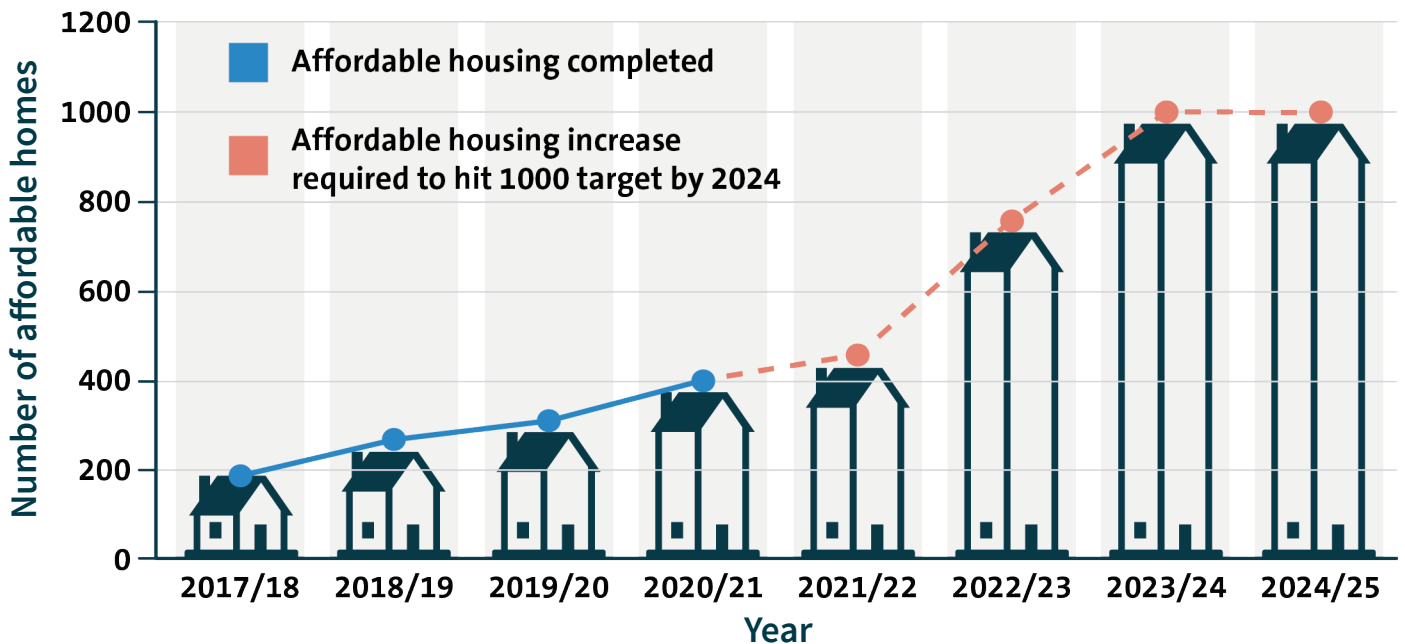
# Project 1000

## Approach

This section of the Project 1000 plan will demonstrate how the council intends to focus its limited resources of land, time, money, and influence to accelerate the delivery of affordable housing in the city.

Taking lessons from the previous plan period, we now know where we can directly influence the delivery of more affordable homes in Bristol. Project 1000 will provide the support necessary to close the gap between affordable housing need and supply. As the graph below shows, there is an ambitious increase in delivery required to reach the targeted 1000 affordable homes a year by 2024 from the current level of 400 homes in 2021-22.

Affordable Housing Trajectory



© Challender Court. Courtesy Emmett Russell Architects. Image Craig Aukland

## CASE STUDY

# Challender Court, Henbury

### Key Facts

**Location:** Challender Court, Henbury

**Total new homes:** 8

**Percentage of affordable homes:** 100%

**Developer:** Bristol City Council

**Key features:** Council housing, sustainability, award-winning design

*Challender Court is an award-winning new build council housing development on a former garage site on the Northern fringe of Bristol, designed by Emmett Russell Architects.*

It was part of a larger project undertaken for Bristol City Council for new council homes on infill sites on existing HRA land. The project addresses a need in the area for smaller housing units. The key challenge for this project was to make efficient use of a tight site whilst avoiding any overlooking to neighbouring properties. The metal screened balconies allow light into the first-floor flats whilst minimising views into neighbouring gardens. The balcony screens step down at the sides to open and allow longer oblique views.

This project won two RIBA awards including the South West Sustainability Award and has been featured in the Guardian and published in the Architect's Journal and the RIBA Journal. It also won a Bristol Civic Society Award.



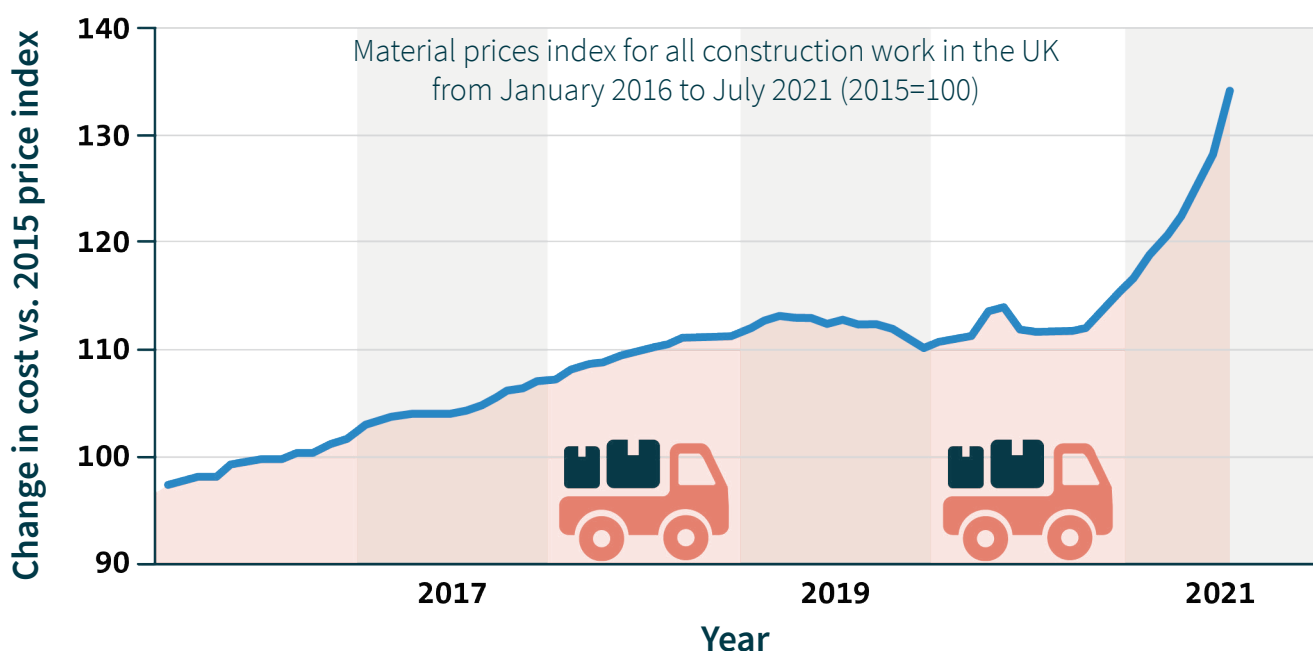
## Barriers to Delivery

Increasing the speed of delivery of much-needed affordable homes is hampered by a range of complex issues that are not unique to Bristol. The **Letwin Review** 2018 identified a range of problems nationally that need to be addressed to accelerate delivery and meet housing demand. These include build out rates on large sites, a lack of diversity in housing stock, site remediation requirements and funding for infrastructure delivery.

In Bristol, there are many issues affecting the city's affordable housing delivery, including:

- A lack of large sites meaning there is a reliance on smaller sites which are often complex and do not have the economy of scale of larger sites.
- A lack of national government grants to meet infrastructure costs associated with unlocking sites for development and developing homes in a city.
- Significant rises in costs of construction materials and labour, and resulting programme delays.
- The increased cost in responding to the emerging ecological and climate emergencies.
- Increased resistance to new development considered to be high rise.
- Over-inflated land values.
- Brownfield sites and the challenges around developing them. These sites often include significant site preparation costs including site remediation, responding to local context, and other physical constraints.
- COVID-19 had a significant impact on delivery in the last plan period. Sites closed, material supply chains were affected and there were many people furloughed or made redundant in the sector. We expect COVID-19 to have a significant long-term impact on society and the construction industry.
- The impact of Brexit on supply chain and labour issues, compounded by COVID-19. wherever possible.

### The UK's Cost of Construction is Soaring



© Image courtesy Snug Homes

## CASE STUDY

# SNUG Homes

### Key Facts

**Location:** Forest Road, Lockleaze

**Total new homes:** 1

**Developer:** Private

**Key features:** Sustainability, private-led, innovation, modern methods of construction

*SNUG is a Bristol-based social enterprise, supplying modular homes built using modern methods of construction, aimed at minimising their environmental impact. They embrace everything from large scale commercial development through to community led, sustainable housing projects.*

SNUG homes are adaptable and flexible modular properties. They're made with quality natural materials and are highly energy efficient. SNUG's innovative approach simplifies building and allows owners to get involved in the design and construction of their own home, enabling them to create a quality home which has a positive impact on the environment. Owners have the opportunity to learn and acquire new skills through the build process.

Completed in March 2021, the Forest Road SNUG is a one-bedroom property, installed in the back garden of an end of Victorian terrace house. This is an innovative example of private-led development utilising sustainable and modern methods of construction to provide a new home on a small, complex suburban site.

Boklok on the Brook. Airport Road. Courtesy Boklok



## Workstreams

Across the city, 400 affordable homes were delivered in Bristol in 2020/21. The council expects there will be a similar level, or a slight increase of delivery by the market in the coming years. To achieve the ambitious target of delivering 1000 affordable homes per year for Bristol by 2024, the council will need to play a greater role in directly influencing the delivery of more affordable homes.

Over the plan period, the council will focus on:

### Direct delivery

- Housing Revenue Account: the council will significantly increase the pace of delivery of new council homes through the Housing Revenue Account.
- Goram Homes: the council will increase the pipeline of sites being delivered by Goram Homes to accelerate delivery.

### Registered and other affordable housing provider delivery through HomesWest and other partners

- Registered and other affordable housing provider delivery through HomesWest and other partners. This includes new delivery by specialist and supported housing providers working across the city to address homelessness and the housing needs of people with care and support requirements. Registered Providers will continue to bulk buy open market homes alongside homes secured through Section 106 delivery.

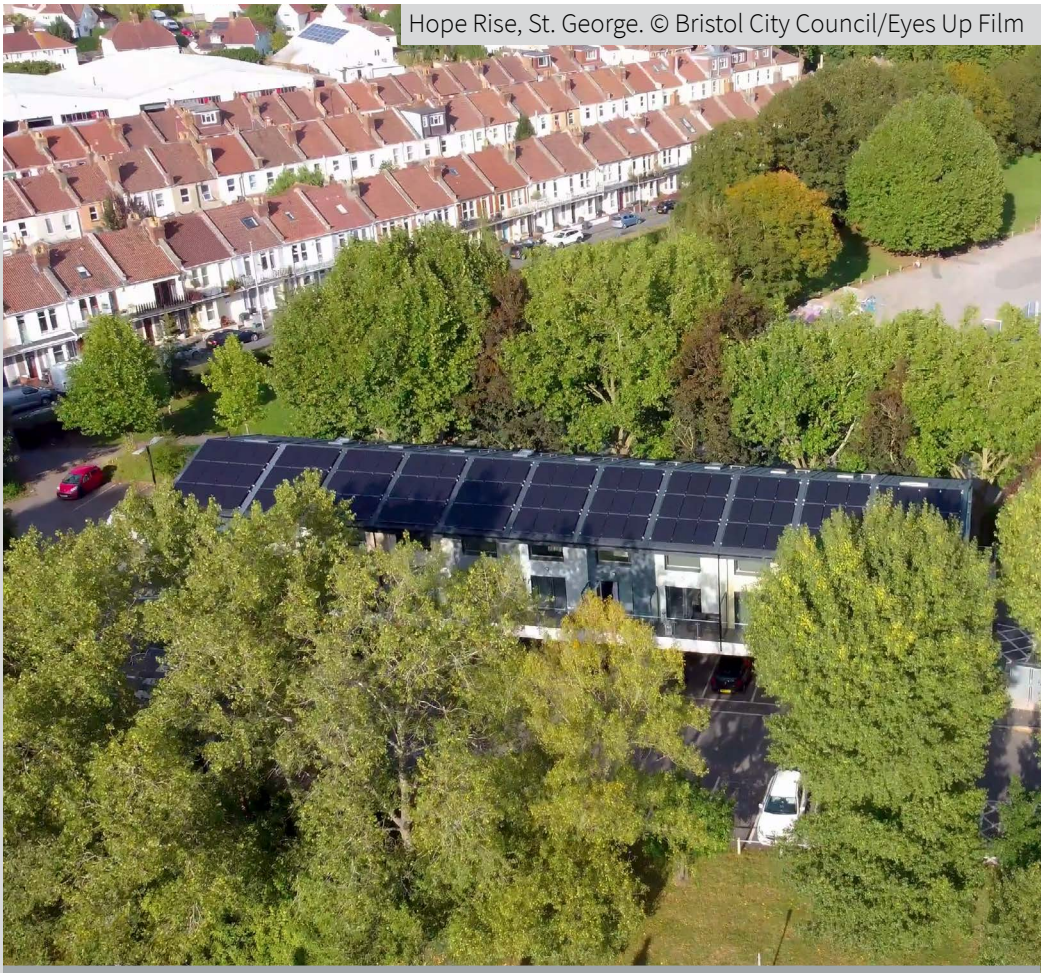
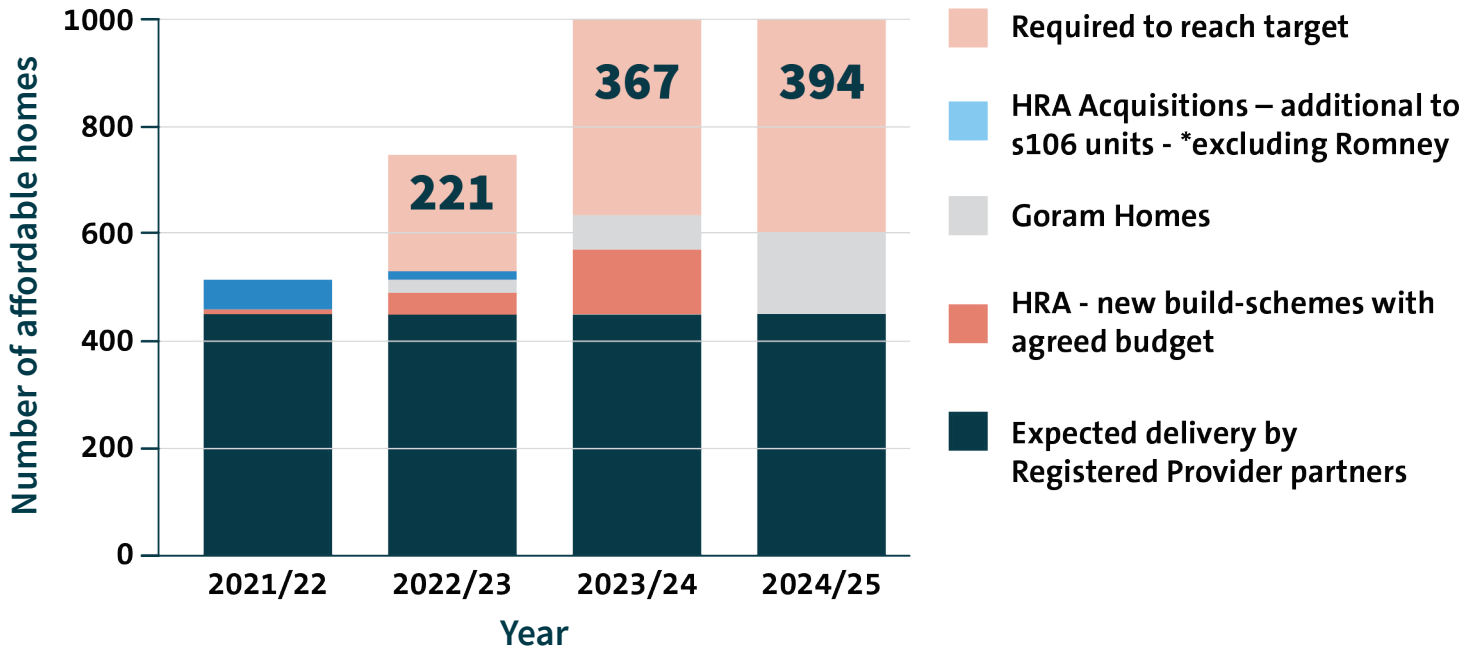
### Market delivery

- Using planning policy routes that require subsidy-free affordable housing delivery on sites of ten or more homes across the city. Provision is secured through a Section 106 planning agreement. The council's **Affordable Housing Practice Note** sets out our approach to the application of adopted policies on affordable housing.

### Land disposal

- The council will continue to de-risk existing council land through pre-development work, and will dispose of sites through targeted release to third party partners including Registered Providers, community groups, community land trusts, and other partners. The council will also seek bespoke partnerships with partners that can deliver quality affordable homes at pace.

### Previous Affordable Housing Programme before 2022 acceleration



Elderberry Walk, Southmead. Courtesy Allford Hall Monaghan Morris

## CASE STUDY

# Elderberry Walk, Southmead

### Key Facts

**Location:** Elderberry Walk, Southmead

**Total new homes:** 161

**Developer:** BBRC, United Communities, Cheyne Social Property Impact Fund

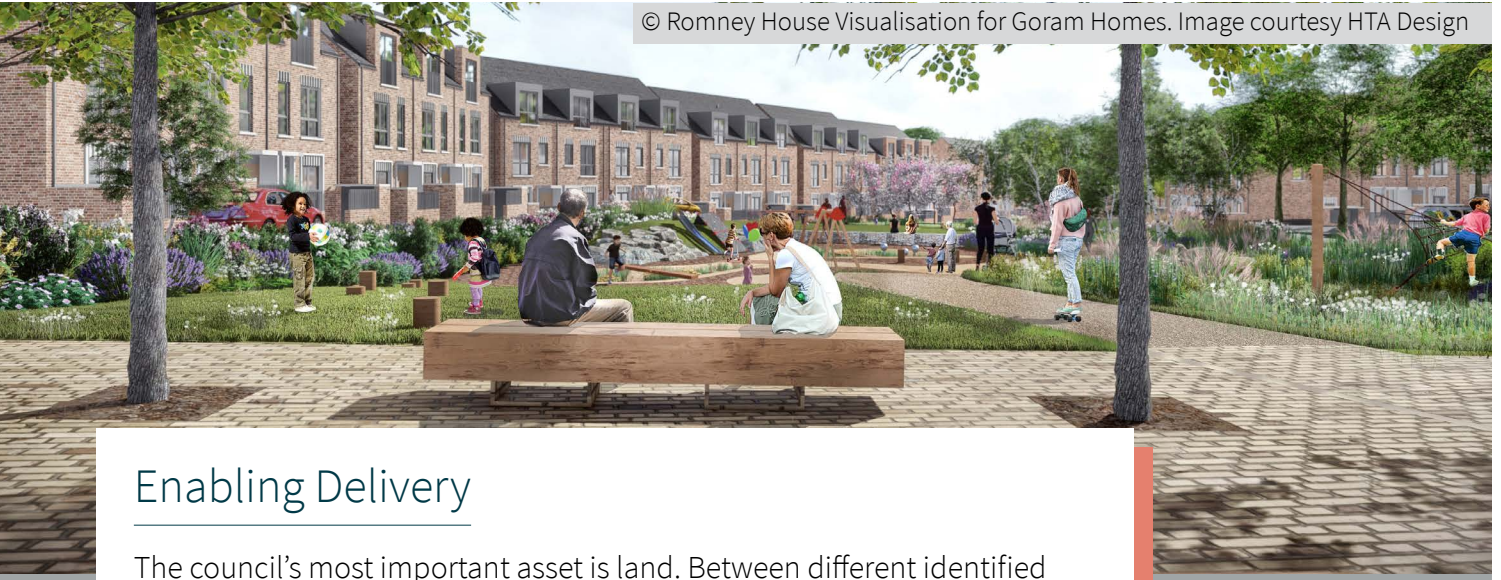
**Key features:** Sustainability, innovation, award-winning design

*Elderberry Walk is an award-winning development of 161 homes in Southmead, north Bristol, delivered through a partnership between Cheyne Social Property Impact Fund, Brighter Places Housing Association, Bristol and Bath Regional Capital Homes, and Bristol City Council.*

The housing project at Elderberry Walk is a first of its kind, bringing together a social investment company, a private investor, and a housing association in a single housing scheme. Through the alignment of long-term finance and strong local partnerships, this partnership model enabled the project which delivers 70% of the homes at sub-market levels. The homes will also cover six different tenures, creating a truly mixed community.

Green infrastructure is integral to the layout of the scheme, creating places for people and wildlife, optimising the health and wellbeing benefits of green infrastructure by creating opportunities for people to connect to nature as part of their everyday lives.

The development is due for completion in early 2022.



## Enabling Delivery

The council's most important asset is land. Between different identified housing sites, we can currently accommodate approximately 4600 new homes on council-owned land across Bristol. Most of these sites are brownfield (previously developed) land, and these will be prioritised to address the climate and ecological emergencies by protecting greenspaces within the city. The sites can be delivered through a variety of different routes – from council-led direct delivery through the HRA team and Goram Homes, through to self and custom build, registered provider and other affordable housing providers and private-led developments. In this identified pipeline, there are over 50 sites at different stages in the delivery process, from inception to construction. This includes:

- c. 1400 homes at Hengrove Park
- c. 1700 homes through Goram Homes
- c. 1000 homes through the Housing Revenue Account delivery team
- c. 500 homes through de-risking sites for disposal to Registered Providers, Community-Led Housing, Self-builders etc.

This identified pipeline will enable the substantial uplift in trajectory required to reach the targeted 1000 affordable homes a year by 2024. The Housing Delivery Team will develop a publicly accessible, web-based resource for third parties to access information around the current pipeline of sites in 2022.

The strategic overview and day-to-day delivery of Project 1000 will be driven by the Bristol City Council Housing Delivery Team. The Housing Delivery Team is a specialist multi-disciplinary team with experience across many areas of housing enabling and delivery. The team acts as a conduit for political and senior level discussions and decision making around affordable housing delivery in the city. The team works with different service areas inside the council, and with external affordable housing providers and developers, to maximise opportunities for affordable housing delivery.

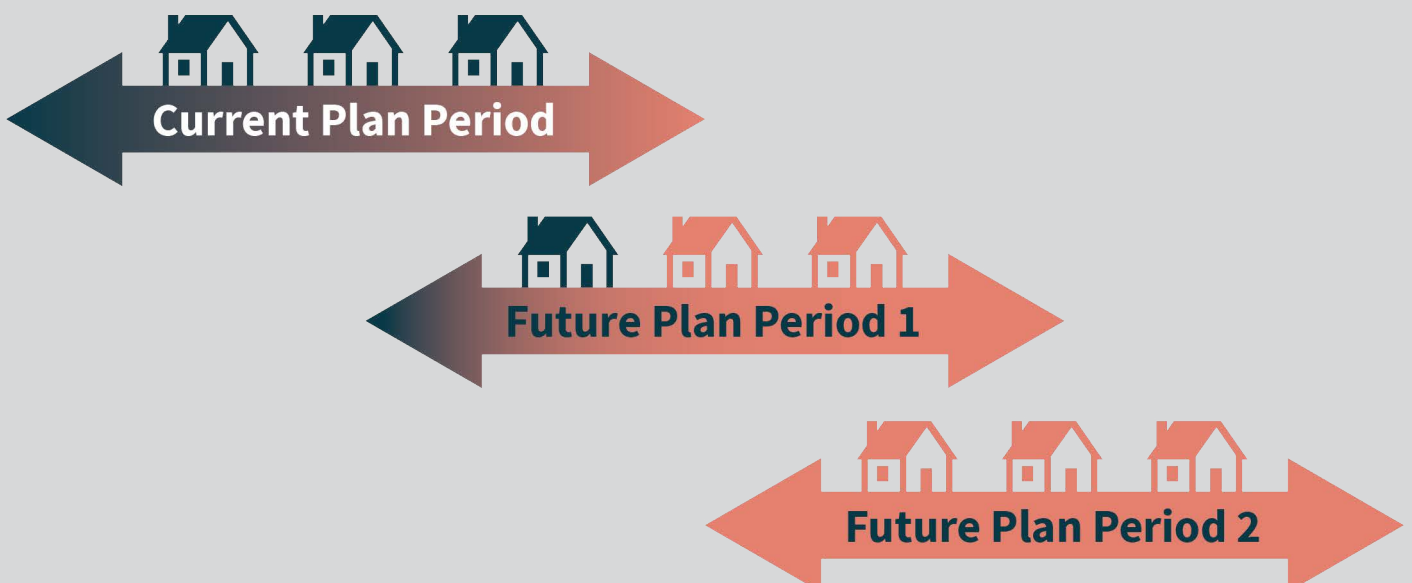
The previous Housing Delivery Plan, developed by the Housing Delivery Team, built the momentum for affordable housing delivery across the city. The team will continue to work through the identified pipeline, and Project 1000 will formalise the strategy for the next four years of delivery and look to the years beyond.

To ensure Project 1000’s success, the council must accelerate the current pipeline from inception to completion. The council will do this by:

- Identifying sites currently in the pipeline that can be delivered more quickly.
- Scaling up and accelerating direct delivery of affordable homes using the council’s own land by considering all options and deploying the most appropriate routes that can deliver at scale and pace.
- Continuing to allocate sites to appropriate delivery pipelines.
- Supporting other council services to manage an increased workload, such as an accelerated bespoke planning service.
- Refining the site disposal strategy for council-owned land, including a small sites strategy and bespoke partnerships for delivering affordable homes at pace.
- Exploring innovative design and construction methods that support building at pace.
- Seeking funding opportunities from external partners.
- Enabling and facilitating third parties to unlock BCC sites not yet identified in the wider Project 1000 pipeline.
- Continuing to nurture a delivery focused culture internally.
- Review team structures in Housing Delivery to ensure we are aligning appropriate and adequate resource to each work stream to provide efficient delivery of the accelerated programme.
- Continue to support third parties that are delivering affordable housing in the city through our Strategy and Enabling team.

We will also continue to identify and de-risk sites not yet included in the current pipeline during the plan period. This pre-development work is required to ensure that affordable housing delivery momentum is not lost at the end of the current plan period, reducing the risk of an affordable housing delivery gap.

### Future Plan Period Overlapping Required



## Modern Methods of Construction and Bristol

Modern Methods of Construction ('MMC') provide an opportunity for Bristol and the wider WECA region (aligning itself to national policy) to continue to invest in and collaborate with the emerging MMC supply chain to help achieve our aims. In the context of the complexity and number of challenges that the city faces, MMC can support our ambitions with regards to:

1. new housing supply and affordability;
2. climate and ecological emergencies and decarbonising the local economy; and
3. the emerging construction skills crisis.

In partnership with the Bristol Housing Festival and the recent completion of our £3.1m Innovate UK funded project 'Enabling Housing Innovation for Inclusive Growth', Bristol City Council is increasingly seen as a leading Local Authority in the UK in the use of MMC housing solutions (refer to case studies Hope Rise, Ashton Rise, We Can Make, Snug Homes, and BoKlok on the Brook). The Innovate UK project has given us the opportunity to create a 'think and do' methodology around MMC and learn significant lessons whilst creating institutional confidence and experience. We have learned from the project that MMC is well set to provide several benefits that include our ability to increase our pace of delivery, reduce time and disruption on site, unlock complex brownfield sites and reduce carbon footprints and construction waste – all in the context of achieving higher building performance which leads to improved life-cycle and running costs and lower carbon emissions. MMC technology is not yet fully matured, but it is an exciting addition to our current options and supports a new approach and a new supply chain for house building.



In principle, MMC housing technology is already available to tackle the challenges we face in building zero carbon, quality, and affordable homes at pace. The challenge and opportunity for Bristol City Council is to build on its reputation in demonstrating the continued collaboration and courage required to unlock further innovation. MMC is not without its complexity or challenge. It is a maturing and fast evolving market and there is still work to be done to understand how best to optimise the known benefits of MMC within planning, legal, procurement, defining best value (to include green and social values), funding, and delivery. Much of that ‘innovation risk’ is unattractive for traditional housing developers – not least in a market where land values are appreciating.

Increasingly the UK’s housing supply is moving from a traditional build methodology (primarily designed around planning uplift, allocation of risk, and control of housing supply to maximise sale receipts – a ‘service led’ ideology) to a manufacturing led methodology (primarily built around demand aggregation and ‘standardisation’ to manage costs and drive quality assurance while building profit margin on sales – a ‘product led’ ideology).

However, the council’s experience of investing in MMC and creating healthy collaborations around this emerging supply chain has demonstrated that MMC is sufficiently well established to be of benefit to Bristol. Using MMC, we can address our immediate needs more effectively, while helping to mature and embed the right values within that emerging supply chain. This includes supporting the co-design of financial models and mindsets that are required to enable more outcome-led procurement solutions and a methodology to work to lifetime values. Note within the current traditional build model and the current development appraisal orthodoxy, the return on capital is too simplistic and not equipped to consider the wisdom of real value as opposed to cost.



© Bristol Design, Deansmead Court

## Delivery Workstreams

The various workstreams of the Housing Delivery Team and its partners include:

### Housing Revenue Account (new council homes)

The Housing and Landlord Services team currently manage around 28,000 council homes across the city. To ensure the sustainability of the city's council housing stock, the council needs to continue to build new council homes. Housing and Landlord Services commission the Housing Revenue Account (HRA) delivery team, which is part of the Housing Delivery Team, to build new council housing on their behalf.

The HRA Delivery Team works across various strands of the Bristol's housing need. This requires working with different teams to support this need, including general needs housing, supported housing, temporary accommodation, the council's Better Lives at Home Programme, and shared ownership homes. This approach addresses more than one type of housing need, supporting different socio-economic circumstances and stages of life. The Strategy and Enabling Team, also a part of the Housing Delivery Team, informs the work of the HRA Delivery Team to ensure that specific affordable housing needs are addressed in the delivery of new council homes.

Since its inception, the HRA Delivery Team has been identifying potential housing sites and it now has a strong pipeline of sites that will deliver new council homes. These sites are at various stages of the development process, from inception to completion. The new council homes pipeline is expected to deliver approximately 1000 new council homes across over 20 sites. The sites vary in size from small conversions, 1-2 homes, to sites that have the potential to deliver over 50 council homes. The team also have an identified pipeline of new council home acquisitions in partner-led developments across the city.

Due to their scale, locations, and other technical constraints, these sites are often challenging to deliver. Owing to the complexity of the sites and size of the pipeline, the team are currently working in a phased approach.

This phased pipeline of council housing sites will be accelerated with approval of the HRA 30 Year Business Plan and its associated funding requirements, currently scheduled for approval at cabinet in early 2022.

These developments are progressed on a site-by-site basis through the council's internal processes and procedures, which often causes delays through the design and construction stages. One of the potential options to circumvent these delays and accelerate delivery is to transfer the HRA delivery pipeline across to Goram Homes. This would result in removing delays due to internal processes. Goram Homes is an expert in development and will be able to support this acceleration.

Other measures that may help accelerate the pipeline will also be reviewed and if deemed appropriate will be instigated as part of Project 1000.

Alongside the delivery of the current identified pipeline, we will continue during the plan period to undertake pre-development work that identifies sites not yet included in the HRA pipeline. This is required to ensure that the delivery of new council housing continues beyond the end of the current plan period.



© Baltic Wharf. Image courtesy Goram Homes and Hill

## Goram Homes

Goram Homes is the council's housing development company. Goram Homes' business model and partnership approach, which brings together council land with private sector investment, represents minimal financial risk and high return for Bristol – both economically and socially. Goram Homes are committed to being a company that Bristol can be proud of – one that balances profit and purpose and adds value to the city.

As part of the annual business planning process, their objectives and key performance indicators are set by Bristol City Council providing a control framework.

Goram Homes and BCC have established a process to release land at market value to Goram Homes as quickly as possible. To date, this has provided Goram Homes with a pipeline of 14 sites to build over 1700 new homes, of which more than 600 will be affordable.

Goram Homes will spend in excess of £250 million redeveloping sites through supply chain spending, with an aim of 75% of this going to local businesses. These developments will create new communities and sustain existing ones, and wherever possible, bring new public spaces and ecologically friendly features to local areas.

Goram Homes works across various strands of the City's housing need. The housing currently planned in Goram Homes' pipeline includes general needs housing, supported housing, the council's Better Lives at Home Programme, shared ownership and private sale homes. This approach addresses more than one type of housing need, supporting varied socio-economic circumstances and different stages of life. The BCC Strategy and Enabling Team, informs the work of Goram Homes to ensure that specific affordable housing needs are addressed in the delivery of their pipeline.

As part of Project 1000, together with Bristol City Council's Housing Delivery Team, Goram Homes will review their current pipeline to understand how and where it can be accelerated within the plan period and review other council land assets that could potentially be integrated into their future pipeline. This will be undertaken through the normal business planning process with relevant cabinet papers being brought forward in due course. The detail will be published as part of the future Goram Homes Business Plan.

## Strategy and Enabling

The council's HomesWest Registered Provider partners have traditionally been the primary route to securing new affordable homes in the city through their own land-led developments and acquisitions, or as the recipients of Section 106 homes secured through planning. Project 1000 is predicated on this route to delivery continuing to add approximately 450 new affordable homes a year to Bristol's affordable housing supply.

Delivery through this route is dependent on the housing market, particularly where this involves a third-party developer, and is sensitive to fluctuations in housing delivery across the city. While it remains a key part of achieving the 1000 homes a year by 2024, the council cannot rely wholly on the market to reach its ambitious target.

The Strategy and Enabling Team works to support and accelerate the development of affordable homes provided by our Registered Provider partners, with roles to play at a policy, funding, and delivery level. The Strategy and Enabling Team are working with partner providers to support an increase in their level of delivery to reduce reliance on Council-led delivery.

The Strategy and Enabling Team monitors all affordable housing delivery for the city and keeps a record of predicted delivery of affordable housing. It also provides support services and specialist knowledge to support and accelerate delivery routes. The Team is made up of specialist affordable housing professionals who support Registered Providers delivery by:

- Securing new affordable housing units through the robust application of the council's Planning Policy for affordable housing, including Section 106, First Homes and Build to Rent.
- Supporting colleagues to ensure that affordable housing delivery is embedded in land disposal opportunities and the major regeneration projects being undertaken by the council.

- Creating a flexible but robust policy framework that supports Registered Provider delivery, to respond to national policy changes that will affect their pipelines and business plans.
- Supporting Bristol City Council and Registered Provider funding bids to Homes England and identifying other funding opportunities.
- Maintaining a grants programme for affordable housing subsidy.
- Maintaining up to date housing needs information, supporting the HRA team and Registered Provider's to inform tenure mix and identify opportunities for specialist and supported affordable housing.
- Supporting Registered Providers, developers, and council colleagues to proactively respond to challenges and overcome barriers to delivery.
- Facilitating HomesWest Bristol, the city's affordable housing delivery partnership, and supporting our RP partners in their decision making on delivery plans for Bristol.
- Supporting the council's community-led housing and self-build land disposal programme.

### Third Party Disposals (small sites, community-led housing, and other partners)

Where appropriate, the council will continue to de-risk and dispose of Bristol City Council-owned sites to:

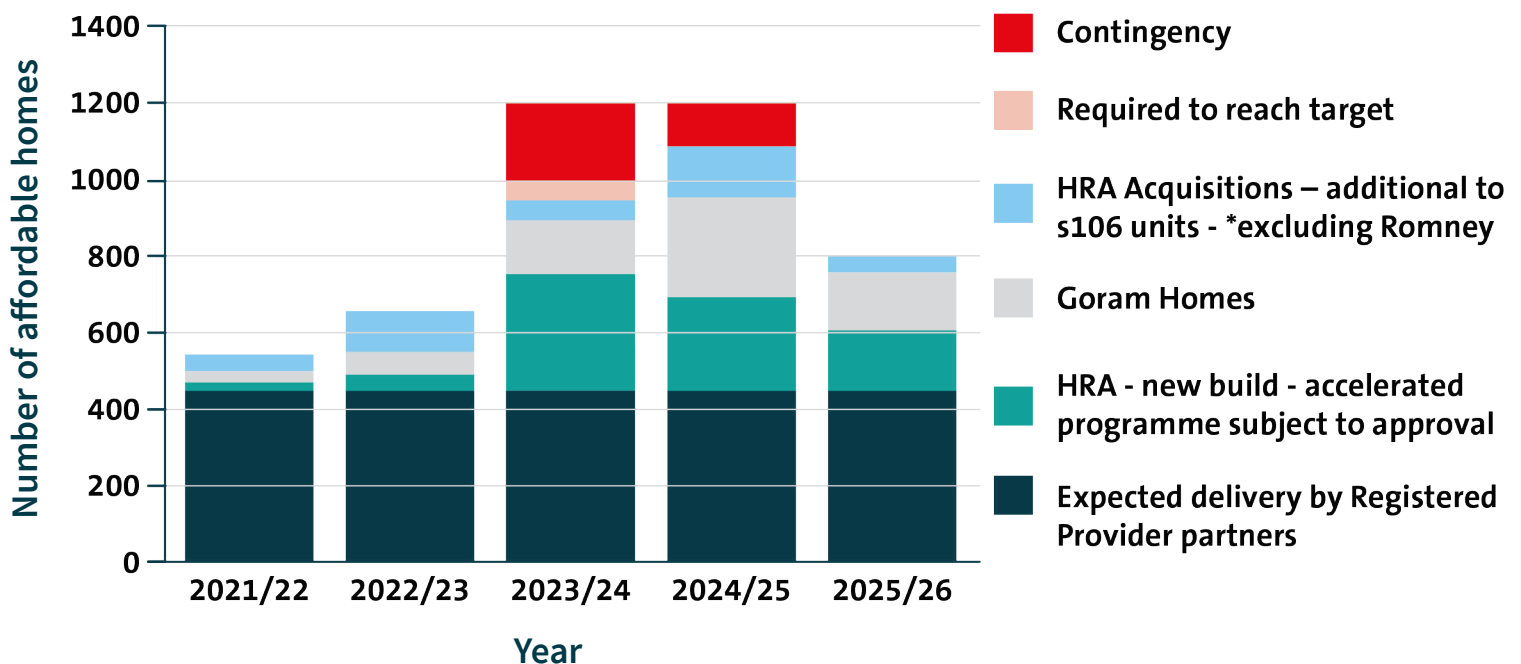
- community-led organisations
- small developers
- registered providers and other affordable housing providers
- self-builders
- other partners through bespoke partnerships

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 housing need. Although the numbers of new homes that will be delivered through this programme may be small, this stream of work ensures that Bristol’s housing delivery routes are more diverse and lend themselves to small scale housing delivery.

The council will continue to review its land holdings to determine sites that are appropriate for small sites disposal. The team will work to support the existing disposal policy for self-builder’s and community-led housing organisations, whilst undertaking due diligence in response to third party approaches. Information will be available on a publicly-accessible, web-based resource for third parties to access information and opportunities.

It is essential that during the plan period that pre-development work continues to identify and de-risk sites not yet included in the current disposal pipeline. This will facilitate a rolling programme of site supply to the small sites programme.

### Current Pipeline + Accelerated HRA Pipeline



## Future Pipeline

The various workstreams of the Housing Delivery Team and its partners include:

### Land Review

The council will undertake a ward-by-ward review of its land assets. This will identify potential housing sites and review constraints and opportunities for each site. This process will feed into the Local Plan Review process as part of the call for sites. This will lead to site allocations for sites deemed appropriate through the Local Plan process. Housing Delivery will work with colleagues in Strategic Planning to identify potential sites for housing on council-owned land.

### Estate Regeneration

Bristol City Council owns around 28,000 homes, many of which are located as part of estates. These estates are significant land holdings and there is the opportunity to improve the conditions and environmental performance for existing residents through retrofit, whilst sensitively achieving further numbers of affordable homes on sites where land can be used more efficiently. The council is undertaking some initial and limited estate regeneration appraisal work and this programme is expected to gather pace during the plan period. The funding of this work stream will be confirmed through the HRA 30-Year Business Plan in early 2022.

### Regeneration Areas

Housing land emerging from masterplanning and regeneration work will form a key part of the council's future affordable housing pipeline. The Housing Delivery Team will work with the Regeneration Team to establish a programme to understand when sites can be integrated into housing delivery pipelines.

### Lease Buyouts and Land Acquisitions

Subject to land review and funding availability, there may be situations where lease buyouts or land acquisitions would be appropriate to boost the Affordable Housing delivery pipeline.

### Council Home Acquisitions

Subject to funding availability, there may be situations where the acquisition of new council homes in partner-led developments may be appropriate to bolster the council housing stock.

### Planning Policy

Alongside council colleagues, the Housing Delivery Team will consider how to enhance or create additional planning policy documents that will enable more affordable housing delivery, such as building performance specification that enables the acceleration and delivery of more affordable homes.

### Specialist Pipeline

The Housing Delivery Team will aim to develop a specialist pipeline for the delivery of specialist housing such as adaptable and supported housing for people with care, support and accessibility needs, and temporary and medium-term accommodation to address homelessness. The team will work with a variety of partners including the council's Better Lives at Homes and Adult Social Care teams, alongside external partners to develop this pipeline.

## Resources

This section considers the resource requirements for the delivery of Project 1000.

The respective funding related to the Housing Revenue Account and Goram Homes pipelines will be finalised through their respective business plans in early 2022.

Replaced with: In response to the accelerated programme of delivery needed to deliver Project 1000, there may be the requirement to increase the capacity of both the Housing Delivery Team and teams that support Housing Delivery in the council. The Housing Delivery Team will work with colleagues across the council to develop innovative ways of funding this work following the publication of this plan. There will be increased pressure on key council departments including Development Management, Transport Development Management, Highways, Legal Services, Communications, and Community Support, among others. To alleviate this pressure, the council will explore an accelerated bespoke planning service, which will be planned for based on the accelerated delivery pipelines.


Goram Homes and the Housing Delivery Team will explore the use of Planning Performance Agreements, agreed to accelerate services, and will work closely with colleagues in the council to identify how to cover the services required of both Development Management case officers and all required council consultees. This could facilitate the allocation of specific officers or additional resource to manage the additional planning applications generated by the accelerated pipelines. Within the council this would be managed through Service Level Agreements to ensure there are planned timescales and measurable outcomes.

The opportunity will also be extended to Registered Providers and Developers based on this improved way of working.

Alongside the requirement for increased internal capacity, there will be future project costs in developing the next pipeline, site disposals, and strategy work that requires funding to be identified. It is likely that the Housing Delivery Team will need to initially work within our existing cost envelope and develop new, innovative ways of funding this work, such as through recycling capital land receipts. Following the publication of Project 1000, the Housing Delivery Team will work with colleagues across the council to develop further detail to enable the delivery programme.

In response to the various workstreams of Project 1000, there may be a requirement to reorganise teams to focus expertise and respond to the challenges of delivery. The details of this reorganisation will be developed in consultation with the relevant departments within the council.





“Buying my first home meant a lot to me I saved for many years to be able to buy it and I just felt a great sense of pride when I finally got that key and stepped over the threshold.”

**Anna, South Bristol Resident**

## Next Steps

The key next steps for the delivery of Project 1000 are to:

- Implement processes for the acceleration of the HRA and Goram Homes pipelines.
- Develop a small sites strategy.
- Publish a publicly accessible web-based resource for third parties to access information and opportunities for affordable housing delivery.
- Work with colleagues across the council to develop a future pipeline of sites beyond the plan period.
- Continue to play an enabling role in support of third-party affordable housing projects in the city, such as with Registered Provider partners.
- The Housing Delivery Team will work closely with colleagues in the council to identify how to cover the services required of both Development Management case officers and all required council consultees in relation to accelerated delivery pipelines.
- The details of team reorganisation will be developed in consultation with the relevant departments within the council.
- Alongside council colleagues, the Housing Delivery Team will consider how to enhance or create additional planning policy documents that will enable more affordable housing delivery.



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# Monitoring

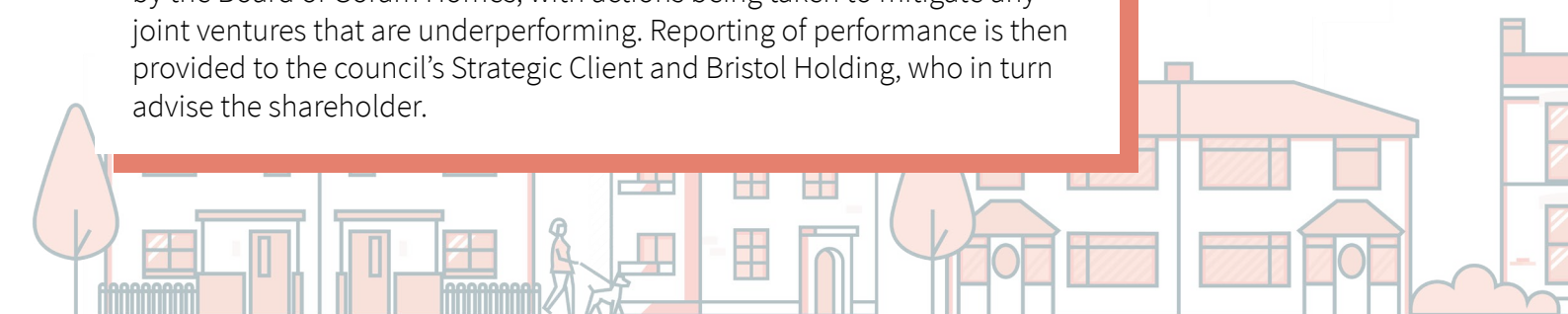
## Governance and Reporting

There are various levels of reporting that all Project 1000 related work is subject to. This is to provide corporate oversight, manage and mitigate risks, provide transparent decision-making processes, and scrutiny.

### Goram Homes Performance

The Head of Housing Delivery will act as the Key Client Officer for Goram Homes related schemes. The Key Client Officer is responsible for ensuring that the operational interdependencies between the council and Goram Homes are managed effectively. The Executive Director for Growth and Regeneration will act as the Strategic Client. The Strategic Client's aims are to ensure strategic alignment and to act as an internal sponsor of the work of Goram Homes – facilitating collaboration, good communications and acting as an escalation point for matters of common concern.

Performance of each joint venture will be overseen at a programme level by the Board of Goram Homes, with actions being taken to mitigate any joint ventures that are underperforming. Reporting of performance is then provided to the council's Strategic Client and Bristol Holding, who in turn advise the shareholder.



## Monitoring and Scrutiny



### Corporate Reporting

Project 1000 will provide quarterly reporting to the Project 1000 Board as well as contribute to the wider reporting requirements of the **corporate performance framework**, particularly in relation to the corporate Business Plan. The quarterly governance cycle comprises of reporting to management and leadership meetings which give oversight to and discuss priority areas of performance that may be of concern. Quarterly performance reports are also provided to Cabinet members to update them on performance relating to their portfolios and finally Scrutiny Commissions will receive a performance report, with the headline measures for Housing Delivery being taken to the Growth & Regeneration commission. The various pipelines are also reported on monthly through highlight reports to the Project Management Office. Summaries of these reports are distributed to the Growth and Regeneration Board.



### Housing Delivery Board and Project 1000 Board

The Housing Delivery Board will continue to provide leadership, direction and commitment to the Housing Delivery Programme, promoting effective communication of the Project 1000 goals and successes. The Housing Delivery board will continue to provide strategic guidance and acting as the decision-making authority on key programme decisions including, as part of the Decision Pathway, fulfilling the role of Growth and Regeneration Executive Director Meeting (EDM) in relation to housing delivery issues across all workstreams for Key Decisions on route to Cabinet or Capital & Investment Board.

Alongside the Housing Delivery Board, a Project 1000 Board has been established to provide senior leadership, guidance and decision making on a project-focussed basis. The Project 1000 Board does not provide a corporate reporting role, but instead will be used to drive project momentum and unlock barriers. This will remove more granular discussions from Housing Delivery Board and enable the Housing Delivery Board to continue to perform it's more strategic role. In contrast, this will allow the Project 1000 Board to focus on addressing individual project delivery issues. Monthly highlight reports for individual projects will form the basis of regular updates to the Housing Delivery Board on the delivery of the Project 1000 pipeline.



### Homes and Landlord Services Leadership Team (HSLT)

For HRA related schemes, the client will be the Homes and Landlord Services Leadership Team (HSLT). The Housing Delivery Team and Homes and Landlord Services Leadership Team will work together to ensure that the correct briefs are developed and project progress is reviewed and reported on a regular basis. There will be an on-going link between the Housing Delivery Board and HSLT to provide oversight of appropriate decision making and to ensure that there is sufficient communication between HSLT and the Housing Delivery Board.



### Member Briefings

At appropriate project milestones, the Housing Delivery Team will report to the appropriate member with responsibility for the relevant portfolios with briefings on funding, pipeline progress, delivery routes, disposals, acquisitions, and project programmes.



### Scrutiny

The overview of the Project 1000 plan was presented to the Growth and Regeneration Scrutiny Commission on the 16th November 2021 at 17:00. Project 1000 is expected to enter the normal cycle of scrutiny commission programming on an annual basis.



## Key Performance Indicator and Risks

The key performance indicator for Project 1000 is the number of affordable homes delivered. This will be reviewed against target. The Housing Delivery Team will continue to monitor the delivery of Affordable Housing in the city and report on a quarterly basis to the Housing Delivery Board.

Due to the complex nature of development, variations to the programme will be reviewed as part of the on-going management of projects to manage delays and respond to new development opportunities. Risks will be highlighted through a RAG system via monthly highlight reports to the Housing Delivery Board and Project Management Office.

There are risks outside of the council's control in the delivery of Project 1000. These include market failure, cost inflation, 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.

### Links to other documents

- [HRA 30 Year Plan](#)
- [Goram Homes 2021 Business Plan](#)
- [State of the City](#)
- [Local Housing Needs Assessment](#)
- [Local Plan Review](#)
- [National Planning Policy Guidance](#)
- [National Planning Policy Framework](#)
- [Building Regulations and Approved Documents](#)
- [Urban Living Supplementary Planning Document](#)
- [BCC Affordable Housing Practice Note April 2018](#)
- [BCC Affordable Housing funding policy 2019](#)

### Documents 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)



