

Cabinet Decision Pathway – Report

PURPOSE: [Key decision](#)

MEETING: Cabinet

DATE: 05 March 2024

TITLE	Goram Homes - Pipeline of Housing Development Sites		
Ward(s)	City-wide		
Authors: Louise Davidson	Job titles: Head of Housing Delivery, Housing Delivery Service		
Cabinet lead: Cllr Tom Renhard, Cabinet Member Housing Delivery and Homelessness	Executive Director lead: John Smith, Interim Executive Director, Growth and Regeneration		
Proposal origin: BCC Staff			
Decision maker: Cabinet Member			
Decision forum: Cabinet			
Purpose of Report:			
<ol style="list-style-type: none"> To provide an update on the pipeline of housing development sites approved by Cabinet in September 2018, March 2021, 2022, and 2023 for allocation to Goram Homes, the Council’s wholly owned housing company. To approve the addition of Dovercourt Road Gas Works to the Goram Homes pipeline. 			
Evidence Base:			
<ol style="list-style-type: none"> Goram Homes Ltd, the Council’s housing development company, was incorporated on 1 October 2018, following Cabinet Approval in September 2018 to establish a wholly-owned housing company. This approval included the transfer of an initial two Council-owned sites to Goram Homes, at Romney House in Lockleaze (now known as One Lockleaze) and at Baltic Wharf. The Council subsequently identified a further pipeline of Council-owned sites to be developed by Goram Homes and its partners, to deliver new market and Affordable Homes. In March 2021 Cabinet approved the allocation to Goram Homes of a further pipeline of 9 sites, and an additional 2 sites were approved by Cabinet in both March 2022 and 2023, along with the removal of the previously allocated Blake Centre in March 2023. These approvals also confirmed that Cabinet would receive annual updates on the pipeline of sites. Appendix A1 sets out the sites that have been approved by Cabinet in previous years for allocation to the Goram Homes development pipeline and provides an update on the current status of these sites, which Cabinet is asked to note. Cabinet is requested to approve the addition of the council owned Dovercourt Road Gas Works site to the Goram Homes development pipeline, as outlined in Appendix A2. This site was purchased by the Council in December 2022 using Housing Infrastructure Fund (HIF) from Homes England. The commitment to achieving a minimum of 50% council-owned Affordable Housing at Dovercourt Road Gas works will increase the supply of high-quality Affordable and market-sale housing to meet housing need in the city. The Growth and Regeneration Senior Management Team will review and prioritise further sites which have the potential to deliver housing and related mixed-use and community development and recommend the most appropriate delivery route to bring forward these sites for development. The sites listed in Appendix A1 which have been approved by Cabinet to be allocated to the Goram Homes development pipeline, are at various stages of progress, with work to ‘de-risk’ the sites ready for development, and then bring forward the new housing developments, being undertaken by Goram Homes and/or its Partners. 			

8. The sites listed in Appendix A1 and A2 will be subject to further due diligence work including site feasibility investigation, public and other stakeholder engagement, the required planning approvals and vacant possession.
9. At the appropriate point in the development process, the ownership of each site will potentially be transferred from the Council to Goram Homes at market value, via a land transfer process overseen by the Council's Property Services Team, and subject to approval by the Growth and Regeneration Executive Directors Meeting (EDM), the Cabinet Member for Housing Delivery and Homelessness and the Cabinet Member for Finance, Governance and Performance.
10. The Council's Property Services Team have advised that all the additional sites for potential disposal to Goram Homes will all be disposed of at market value; some of these sites have existing income streams and will consequently have an adverse impact on the Council's General Fund, for example through any resulting temporary or long-term loss of parking fee income; and that such impacts should be included in the detailed financial assessment of any business cases which follow for these sites.
11. It should be noted that sites referred to in Appendix A1 as Baltic Wharf, Car Park adjacent to SS Great Britain, A & B Bond, The Grove, Prince St car park and Western Harbour form part of the harbour estate and disposal will be subject to agreement by the Harbour Authority.

Cabinet Member / Officer Recommendations:

That Cabinet

1. Note the update on the current status of each site previously approved for allocation to the Goram Homes pipeline, as set out in Appendix A1.
2. Approve the allocation of Dovercourt Road Gas Works site to the Goram Homes development pipeline as set out in Appendix A2
3. Note that the disposal of sites referred to in Appendix A1 as Baltic Wharf, Car Park adjacent to SS Great Britain, A & B Bond, The Grove, Prince St car park and Western Harbour will be subject to agreement by the Harbour Authority.

Corporate Strategy alignment:

Contributes to achieving the goals set out in the Council's Corporate Strategy 2022 to 2027, in particular 'Theme 5 - Homes and Communities', which includes 'Housing Supply' and 'Modern Methods of Construction (MMC)'.
Contributes to the 'Project 1000 – Bristol's Affordable Housing Delivery Plan' commitment to accelerate home-building in the city, building over 2000 homes a year, of which at least 1,000 will be Affordable Homes, by 2024.

City Benefits:

The Goram Homes pipeline facilitates the greater supply of market and affordable housing which will be of benefit to the whole city. The lack of affordable housing causes homelessness, and the people who are owed a homelessness duty by the council are disproportionately young people, disabled people, Black Asian Minority Ethnic people, and lone parents who are mainly women. Lack of accessible housing mainly affects older people and disabled people.

Consultation Details:

All development sites will be subject to planning approval and relevant public consultation in the future, as they progress through the development lifecycle.
The Goram Homes 2024 Business Plan, which includes the updated development pipeline of sites, was reviewed at Overview and Scrutiny Commission in February 2024.

Background Documents:

- March 2021 Cabinet Report 'Land Disposals to Goram Homes to Support Housing Delivery'
Link to [Cabinet Report](#)

Link to [Cabinet Decision](#)

- March 2022 Cabinet Report 'Goram Homes – Pipeline of Housing Development Sites'

Link to [Cabinet Report](#)

Link to [Cabinet Decision](#)

- March 2023 Cabinet Report 'Goram Homes – Pipeline of Housing Development Sites'

Link to [Cabinet Report](#)

Link to [Cabinet Decision](#)

Revenue Cost	N/A	Source of Revenue Funding	
Capital Cost	N/A	Source of Capital Funding	
One off cost <input type="checkbox"/>	Ongoing cost <input type="checkbox"/>	Saving Proposal <input type="checkbox"/>	Income generation proposal <input type="checkbox"/>

Required information to be completed by Financial/Legal/ICT/ HR partners:

1. Finance Advice:

The report seeks cabinet approval for the allocation of additional sites to the Goram Homes development pipeline as set out in Appendix A2 under the same terms as outlined in the March 2023 Cabinet approval. Agreement of the financial terms for each respective site, which may include loan notes plus interest and deferred capital receipts, is to be delegated to the Director of Finance (S151).

The proposal increases the Goram Homes pipeline of allocated sites, therefore facilitating greater supply of market and affordable housing, which will be of benefit to the whole city. The actual value of these sites will be at Market Value determined at the appropriate time to ensure that the Council can achieve the optimum land value uplift.

The transfers would be subject to Growth & Regeneration EDM and Goram Homes Board approval.

It should be noted that the sites listed include Council storage depots, lease sites car parks and listed buildings, as well as a number of sites whose disposal is subject to approval by the Harbour Authority. Development of these sites or, indeed, cancellation of these sites once development has commenced could have a consequent adverse impact on the Council's General Fund, resulting in temporary or long-term loss of income. However, it is anticipated that the General Fund will be reimbursed for any loss of income through the income/receipts generated from the development.

All schemes will be subject to due diligence and viability appraisals.

The full financial impact to the General Fund will need to be quantified and included in the detailed financial assessment of the business cases for these sites.

Finance Business Partner: Martin Johnson, Finance Manager – 27 February 2024

2. Legal Advice:

In general terms earmarking additional sites for potential disposal to Goram Homes (or removing sites previously earmarked) raises no particular legal issues at this stage. All disposals will be at market value so there should be no issues over complying with obligations in connection with achieving best consideration or public subsidy in connection with disposals. As with previous cases any associated funding arrangements will need to be mindful of potential state aid/public subsidy requirements.

It must be noted that sites referred to in Appendix A1 as Baltic Wharf, Car Park adjacent to SS Great Britain, A & B Bond, The Grove, Prince St car park and Western Harbour form part of the harbour estate and will require agreement from the Harbour Authority. The Harbour Authority is under a statutory obligation to achieve best value for its assets and can only dispose of its assets if they are surplus to operational requirements.

Legal Team Leader: Andy Jones – Team Manager, Property, Planning and Transport Team; Eric Andrews – Team Manager, Commercial and Governance Team – 27 February 2024
3. Implications on IT: I can see no implications on IT in regard to this activity.
IT Team Leader: Alex Simpson – Lead Enterprise Architect – 22 January 2024
4. HR Advice: There are no HR implications evident.
HR Partner: Celia Williams – 23 January 2024

EDM Sign-off	John Smith, Interim Executive Director Growth and Regeneration	27 February 2024
Cabinet Member(s) sign-off	Cllr Tom Renhard, Cabinet Member for Housing Delivery and Homelessness	15 January 2024 12 February 2024 27 February 2024
For Key Decisions - Mayor's Office sign-off	Mayor's Office	27 February 2024

Appendix A – Further essential background / detail on the proposal	YES
Appendix B – Details of consultation carried out - internal and external	NO
Appendix C – Summary of any engagement with scrutiny	NO
Appendix D – Risk assessment	YES
Appendix E – Equalities screening / impact assessment of proposal	YES
Appendix F – Eco-impact screening/ impact assessment of proposal	YES
Appendix G – Financial Advice	NO
Appendix H – Legal Advice	NO
Appendix I – Exempt Information	NO
Appendix J – HR advice	NO
Appendix K – ICT	NO
Appendix L – Procurement	NO