Housing Revenue Account

Asset Management Strategy 2026-2031

BRISTOL CITY COUNCIL

Contents

Foreword	3
1. Introduction	4
Our vision	6
2. National and local context	8
National context	8
Local context	9
3. Objectives and strategic outcomes	10
Our vision	10
Strategic principles	11
Objective 1 – Delivering safe, healthy and accessible homes that meet safety, decency and accessibility standards	12
Objective 2 – Delivering warm, energy-efficient and climate-resilient homes	14
Objective 3 – Delivering high-quality homes through planned and preventative maintenance	16
Objective 4 - Delivering sustainable and healthy estates and supporting the supply of new homes through strategic, evidence-led investment and asset management	18
Objective 5 - Delivering intelligence-led asset management through trusted data, systems and insight	20
4. Performance measures	21
5. Our housing portfolio and evidence base	22
Evidence base	25
6. Delivering the strategy	28
People, culture, partnerships and quality	28
Equality, accessibility and health	28
7. Funding	29
8. Governance	30
9. Appendices	31
Appendix 1 National policy	31
Appendix 2 Local policy context	31

Foreword

Homes are the places where we live our lives. They are where families grow, communities are built and where people should feel safe, secure and supported. Safe, stable and affordable housing is fundamental to people's health, wellbeing and opportunity. Improving housing outcomes for our residents and the environment is one of our central priorities.

This Housing Revenue Account Asset Management Strategy is a key document in delivering that priority. It sets out a long-term and sustainable approach to how we will maintain and improve our homes, and make sure they are safe, comfortable and fit for the future.

We know the challenges we face, and we are working to improve how we manage our homes, and how we ensure we meet the standards expected of us. We are taking steps to improve services, strengthen trust with our residents, and build a culture of continuous improvement.

Central to this strategy is the voice of our residents. Our residents know their neighbourhoods and communities better than anyone else. To deliver this strategy we must listen our residents and act on their feedback.

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

Housing Revenue Account Asset Management Strategy 2026-2031 – Bristol City Council

1. Introduction

As a landlord, our primary responsibility is to provide and maintain safe, healthy and decent homes. This Housing Revenue Account (HRA) Asset Management Strategy sets out how we will fulfil that responsibility through a long-term, evidence-led approach to managing, maintaining and investing in our homes and communities.

The strategy establishes the framework for making informed asset investment decisions that ensure our homes remain safe, sustainable, cost-effective and fit for the future. It sets out how we will balance statutory compliance, resident priorities, housing quality, sustainability and value for money to achieve the best outcomes from our housing assets.

As Bristol's largest social housing landlord, we manage a large, diverse and ageing housing portfolio. Our homes vary considerably in age, construction type, condition and investment need. The rental income generated through the Housing Revenue Account provides the main source of funding for managing, maintaining and improving our homes, and we must ensure these resources are invested effectively and responsibly.

The environment we work in as a social housing landlord has changed significantly in recent years. Growing demand for services, changing resident needs and increased regulatory requirements are increasing pressure on the resources available to deliver our services.

At the same time, inflationary pressures and increases in construction cost have increased the cost of maintaining and improving our homes.

The council's Corporate Strategy 2025-2030 commits to improving the safety, health and quality of homes while strengthening resident involvement in housing services and investment decisions. Through this strategy, we will work with residents to ensure investment priorities reflect both asset needs and resident experiences. We will also improve the sustainability and energy performance of our homes, helping to reduce household running costs, improve comfort and support Bristol's climate ambitions.

This strategy sets out how we will manage and invest in all assets held within the Housing Revenue Account to ensure they continue to meet current and future housing needs. It applies to council-owned rented homes, leasehold properties where the council is the freeholder, garages and non-residential HRA assets. It also includes properties managed on the council's behalf by partner organisations where the council retains ultimate responsibility for asset performance, building safety and regulatory compliance.

Our vision

Every resident deserves a safe, healthy, warm and well-maintained home within a thriving and sustainable community. We will use trusted data, evidence and resident insight to make informed investment decisions that improve homes, neighbourhoods and quality of life.

Strategic Objectives (What we will do)	Strategic Outcomes (What we will achieve)				
Objective 1: **Delivering safe, healthy and accessible homes that meet safety, decency and accessibility standards.**	Residents live in safe, warm, dry and well-maintained homes that support their health, wellbeing and quality of life.	Residents feel safe and confident in their homes because building safety risks are effectively managed and legal safety standards are met.	Residents can live independently for longer in homes that meet their needs and adapt to changing circumstances.	Residents experience fewer unexpected problems because homes are monitored, maintained and invested in proactively.	
Objective 2: **Delivering warm, energy-efficient and climate resilient homes**	Homes have a clear long-term improvement plan, ensuring investment is targeted where it will make the biggest difference for residents.	Residents live in warmer, healthier homes that use less energy and are better prepared for the future.	Residents benefit from energy improvements being delivered more quickly, efficiently and with less disruption.	Residents benefit from lower energy use, lower household costs and more sustainable homes.	Residents can rely on safe, efficient and dependable heating and energy services that provide comfort and peace of mind.
Objective 3: **Delivering high-quality homes through planned and preventative maintenance**	Residents live in homes that are well maintained, reliable and fit for the future.	Investment is targeted where it will have the greatest impact, improving outcomes for residents and homes most in need.	Residents experience fewer recurring repairs and property issues because underlying problems are addressed at their source.	Residents benefit from coordinated investment programmes that improve homes and neighbourhoods while reducing disruption.	
Objective 4: **Delivering sustainable and healthy estates and supporting the supply of new homes through strategic, evidence-led investment and asset management**	Residents live in safe, attractive and sustainable neighbourhoods that support health, wellbeing and strong communities.	Homes, land and community assets are used effectively to meet housing needs and maximise benefits for residents.	Residents can be confident that investment decisions are evidence-based, transparent and focused on achieving the greatest community benefit.	Where change is needed, regeneration and redevelopment deliver better homes, better neighbourhoods and improved opportunities for residents.	
Objective 5: **Delivering intelligence-led asset management through trusted data, systems and insight**	Trusted information about homes and resident needs supports better decisions, earlier action and improved investment outcomes.	Technology helps improve home performance, supports resident wellbeing and enables more proactive services.	Residents can access information, support and services in a way that works for them, regardless of their digital skills, confidence or access to technology.		

Housing Revenue Account Asset Management Strategy 2026-2031 – Bristol City Council

2. National and local context

National context

The national policy and regulatory landscape for social housing has changed significantly, placing greater emphasis on the safety, quality and sustainability of existing homes. The Social Housing (Regulation) Act 2023 introduced strengthened national standards, consumer regulation and expectations of all registered social landlords, including local authorities.

These new laws and standards now require councils and housing associations to meet higher standards and Tenant Satisfaction Measures (TSMs), with greater focus on delivering safe, well-maintained homes, responsive services and meaningful resident engagement. New requirements, including Awaab's Law, have also introduced stricter expectations and timescales for identifying and resolving serious hazards such as damp, mould and other risks to residents' health and wellbeing.

Alongside regulatory reform, government policy continues to focus on improving the energy efficiency and environmental performance of existing housing. Social landlords are expected to address fuel poverty, improve energy performance, reduce carbon emissions and support the transition to low-carbon heating technologies. There is also an increasing expectation that homes are resilient to the impacts of climate change, including overheating, flooding and extreme weather events.

Building safety remains a national priority following the Grenfell Tower tragedy. The Fire Safety Act 2021 and Building Safety Act 2022 introduced significant reforms designed to strengthen accountability, improve safety management and give residents a stronger voice in relation to their homes and buildings. The government's National Remediation Acceleration Plan further reinforces expectations that unsafe buildings are identified and corrected promptly.

Whilst financial pressures remain significant, the government's ten-year social housing rent settlement provides greater certainty over future rental income. This creates an opportunity to adopt a more strategic and long-term approach to asset planning and investment, allowing for better management of future risks and investment priorities.

The legal and regulatory framework for social housing continues to evolve. The key legislation informing this strategy is summarised in Appendix A.

Local context

Bristol continues to face significant demand for affordable housing, driven by population growth, housing affordability challenges and increasing levels of housing need. Against this backdrop, protecting and improving the council's existing housing stock is critical to meeting current and future demand for affordable homes.

This strategy supports the ambitions of the council's Corporate Strategy 2025-2030, particularly the commitments to create safe and healthy neighbourhoods, improve access to good-quality affordable housing and accelerate climate action. Successful asset management is critical to delivering these outcomes and ensuring that our housing assets continue to provide social, environmental and financial value for the city.

The housing we own is ageing, and many homes require increasing levels of investment to maintain safety, quality and compliance. In some cases, the scale of future investment required may exceed the long-term value that an asset can deliver. This creates a need for informed, evidence-based decisions about whether to invest, remodel, regenerate, repurpose or sell assets in order to maximise value and support wider housing objectives.

Ongoing financial pressures on the Housing Revenue Account mean it is essential that investment decisions are affordable, transparent and represent good value for money. We must ensure limited resources are targeted where they will have the greatest impact on resident outcomes, asset performance and long-term sustainability, while continuing to listen to and act on resident feedback.

In 2023, the council commissioned an independent review of its compliance with the consumer standards. The review identified a number of significant weaknesses, particularly in relation to the assurance of building safety and housing quality. Following the review, the council made a self-referral to the Regulator of Social Housing.

In July 2024, the regulator published its judgement and Regulatory Notice, confirming serious failings against the consumer standards and identifying priority areas for improvement. We fully accepted these findings and remain committed to addressing the issues identified. Residents have the right to expect safe homes, effective services and full compliance with regulatory requirements, and we share those expectations.

The council's Housing and Consumer Standards Programme has been established to coordinate and deliver the improvements required in response to the regulator's findings. The programme is strengthening governance, improving data and assurance, embedding consistent service standards and ensuring residents are at the centre of decision-making.

This Asset Management Strategy is a key component of that wider improvement programme. It provides the long-term framework for how we will manage, maintain and invest in our housing assets, ensuring investment decisions are evidence-led, resident-focused and aligned with our wider strategic priorities. The Strategy complements and supports the Corporate Strategy, HRA Business Plan, Resident Voice Strategy, Energy Efficiency Strategy and Interim Affordable Housing Strategy, helping to ensure a coordinated and sustainable approach to managing the council's housing assets.

3. Objectives and strategic outcomes

Our vision

Every resident deserves a safe, healthy, warm and well-maintained home within a thriving and sustainable community. We will use trusted data, evidence and resident insight to make informed investment decisions that improve homes, neighbourhoods and quality of life.

To achieve this vision, we have set five key high-level objectives for this strategy:

1. **Objective one** – delivering safe, healthy and accessible homes that meet safety, decency and accessibility standards.
2. **Objective two** – delivering warm, energy-efficient and climate resilient homes.
3. **Objective three** – delivering high-quality homes through planned and preventative maintenance.
4. **Objective four** – delivering sustainable and healthy estates and supporting the supply of new homes through strategic, evidence-led investment and asset management.
5. **Objective five** – delivering intelligence-led asset management through trusted data, systems, and insight.

Housing Revenue Account Asset Management Strategy 2026-2031 – Bristol City Council

Resident Influence Plan

We will work with residents to co-develop a Resident Influence Plan that will set out how residents can help shape asset management decisions. Residents will be able to:

- influence how we communicate and gain access for safety works,
- how resident feedback informs investment plans and budgets,
- the choice of designs and finishes for major home improvements,
- contractor standards and performance,
- neighbourhood improvements,
- the use of smart home technologies,
- and how services are reviewed after works are completed.

While legal and safety requirements may limit influence over what work is undertaken, residents will have a voice in how it is planned, communicated and delivered.

Objective 1 – Delivering safe, healthy and accessible homes that meet safety, decency and accessibility standards

We own a large and varied portfolio of homes, including high-rise and non-traditional constructed buildings with differing maintenance and safety needs. We are improving our understanding of our homes through better data, surveys, inspections and resident feedback, enabling us to identify risks early, target investment effectively and ensure homes remain safe, accessible and well maintained.

Strategic actions	Strategic outcome
• **Invest £235 million over the next five years in the replacement and improvement of key building components, including roofs, windows, doors and heating systems.** • **Use property inspections, Housing Health and Safety Rating System (HHSRS) assessments and resident feedback to identify and address housing hazards.** • **Invest £44 million over the next five years to tackle damp and mould, address root causes and prevent recurrence.** • **Learn from complaints, disrepair and recurring defects to drive continuous improvement.**	Residents live in safe, warm, dry and well-maintained homes, with fewer hazards, fewer repairs issues that support their health, wellbeing and quality of life.
• **Maintain robust arrangements for all landlord health and safety responsibilities.** • **Invest £27.2 million over the next five years in fire risk assessment works and associated safety improvements.** • **Invest £20 million over the next five years in complex mechanical and electrical works to manage building risks.** • **Invest £90 million in cladding remediation and associated building safety works for tall and medium-rise buildings.** • **Maintain accurate building safety information and keep a digital record of safety-critical information that must be kept for higher-risk buildings..**	Residents feel safe and confident in their homes and buildings because safety risks are well managed and building standards are met.

Housing Revenue Account Asset Management Strategy 2026-2031 – Bristol City Council

Strategic actions	Strategic outcome
• **Invest £31 million over the next five years in aids, adaptations and accessibility improvements.** • **Work with residents, health and social care partners to meet changing needs.** • **Improve the availability and effective use of accessible homes**	Residents can live independently for longer in homes that meet their needs, support their mobility, health, wellbeing and changing circumstances.
• **Undertake ongoing housing condition surveys, specialist inspections and risk assessments.** • **Invest £23 million over 30 years in maintaining up-to-date housing condition information and asset intelligence.** • **Use data, inspections and resident insight to identify risks early and prioritise investment** • **Take a preventative approach to reducing failure, improving asset performance and delivering long-term value.**	Residents experience fewer unexpected problems and better-quality homes because homes are monitored, maintained and invested in proactively.

Objective 2 – Delivering warm, energy-efficient and climate-resilient homes

We will invest in homes that are affordable to run, able to cope with a changing climate, and support Bristol's journey to net zero. By bringing together information about our homes, their condition and what residents tell us, we will build a clearer picture of where energy improvements are needed and how we can make homes warmer, more efficient and cheaper to heat.

By 2027/28, we will develop a long-term energy improvement plan for every council home and meet new energy efficiency standards. This will help us plan future investment, meet energy efficiency standards where it is practical and affordable to do so, and identify the best ways to reduce carbon emissions over time. These plans will shape our future Energy Efficiency Strategy and investment programmes, helping to ensure residents live in warm, healthy homes that are fit for the future.

Strategic actions	Strategic outcome
• **Develop energy improvement plan for all homes by 2027/28, using housing condition EPC, heating and asset data.** • **Identify the best improvements for each home to make it warmer, more energy efficient and better prepared for the impacts of climate change.** • **Maintain reliable data on homes, heating systems, building fabric and energy performance.**	Homes have a clear long-term improvement plan, ensuring investment is targeted where it will make the biggest difference for residents..
• **Update our Energy Efficiency Strategy to reflect future energy standards and new ways of assessing home energy performance.** • **Create a clear long-term plan showing how we will improve the energy performaance of our homes, including meeting minimum energy efficiency standards where this is practical and provides good value for money.** • **Make sure energy efficiency improvements are planned alongside investment in home quality, building safety and measures that help homes cope with the impacts of climate change.**	Residents live in warmer, healthier homes that use less energy and are better prepared for the future.

Housing Revenue Account Asset Management Strategy 2026-2031 – Bristol City Council

Strategic actions	Strategic outcome
• **Review how we deliver energy improvements to ensure we can upgrade more homes, more effectively and at a larger scale.** • **Develop flexible delivery approaches that allow us to carry out improvements across individual homes, blocks and neighbourhoods.** • **Coordinate energy improvement works with planned maintenance and replacement programmes so we make the best use of investment and reduce disruption for residents.**	Residents benefit from energy improvements being delivered more quickly, efficiently and with less disruption.
• **Develop a long-term investment plan to improve energy efficiency, reduce carbon emissions and help residents live in warmer, more affordable homes.** • **Work with Bristol City Leap, WECA and other partners to secure investment, expertise and external funding.** • **Invest in energy-saving measures, low-carbon heating and renewable energy solutions where they provide lasting benefits for residents, communities and the environment.**	Residents benefit from lower energy use, lower household costs and more sustainable homes.
• **Upgrade existing heat networks so they continue to provide reliable, efficient heating and meet new regulatory requirements.** • **Regularly review how our heat networks are performing to ensure they provide a good service, meet legal requirements and deliver the best outcomes for residents.** • **Support residents to use new heating systems, energy technologies and smart controls effectively.**	Residents can rely on safe, efficient and dependable heating and energy services that provide comfort and peace of mind.

Objective 3 – Delivering high-quality homes through planned and preventative maintenance

Many of our homes have ageing components such as bathrooms, kitchens and windows that drive recurring repairs and increasing costs.

We will move from fixing problems as they arise to taking a planned approach to investing in our homes. By using information about the condition of our homes, repairs history and resident feedback, we will target investment where it will have the greatest benefit, helping to keep homes safe, well maintained and fit for the future.Our focus will be on planned and preventative investment that improves home quality, reduces future repairs and delivers better value for money. We will use our purchasing and contracts approach to support our wider goals, working with trusted partners and local suppliers to deliver high-quality services, better value and positive outcomes for residents.

Strategic actions	Strategic outcome
• **Invest £235 million over the next five years in planned maintenance, major works and strategic asset investment.** • **Increase planned component replacement and proactive asset renewal.** • **Use housing condition, lifecycle and performance data to target investment where it will have the greatest impact.** • **Address recurring defects and underlying asset failures before they become major problems.**	Residents live in homes that are well maintained, reliable and fit for the future.
• **Combine housing condition, repairs, compliance and performance data to inform investment priorities.** • **Use resident feedback, complaints and information about disrepair to identify problems early and target investment where it is needed most.** • **Invest in smart technologies and property intelligence to better understand building performance and maintenance needs.** • **Target resources towards homes, buildings and components that present the greatest risk or opportunity for improvement.**	Investment is targeted where it will have the greatest impact, improving outcomes for residents and homes most in need.

Housing Revenue Account Asset Management Strategy 2026-2031 – Bristol City Council

Strategic actions	Strategic outcome
• **Take a more preventative approach to maintaining our homes, reducing reliance on reactive repairs and improving long-term value.** • **Resolve the root causes of issues such as damp and mould, structural defects and building condition problems through planned investment.** • **Use insights from repairs, maintenance and resident experiences to inform future investment priorities.** • **Improve the effectiveness and quality of responsive repairs where intervention is required.**	Residents experience fewer recurring repairs and property issues because underlying problems are addressed at their source.
• **Deliver coordinated programmes of improvements across homes, blocks and estates, ensuring investment benefits as many residents as possible.** • **Plan related works together to reduce disruption for residents and make the best use of available resources.** • **Strengthen procurement, contract management and programme delivery, including developing a five-year Housing Revenue Account (HRA) procurement strategy that makes the most of strategic partnerships and local suppliers.** • **Focus investment on delivering long-term value, supporting local communities and creating sustainable homes and neighbourhoods.**	Residents benefit from coordinated investment programmes that improve homes and neighbourhoods while reducing disruption.

Objective 4 - Delivering sustainable and healthy estates and supporting the supply of new homes through strategic, evidence-led investment and asset management

Some of our homes and neighbourhood assets are no longer performing as well as they should and require investment to improve quality and reliability.We will take a strategic and transparent approach to asset management, using asset performance, investment need and resident insight to inform decisions on whether assets should be maintained, improved, repurposed, regenerated or redeveloped. We will invest in ways that improve outcomes for residents, provide good value for money and protect the long-term future of our housing services, while working with residents to shape decisions from the start.

Strategic actions	Strategic outcome
• **Develop estate improvement, regeneration and renewal plans where a place-based approach will deliver better long-term outcomes.** • **Target investment to improve the quality, safety and sustainability of homes, buildings and public spaces.** • **Consider social, environmental and community outcomes alongside asset investment decisions.**	Residents live in safe, attractive and sustainable neighbourhoods that support health, wellbeing and strong communities.
• **Review homes, garages, land, commercial units and other assets to identify opportunities for improvement, repurposing, regeneration or disposal.** • **Use asset performance information to ensure resources are focused on assets that deliver the greatest benefit.** • **Support opportunities to increase housing supply and make better use of existing assets.**	Homes, land and community assets are used effectively to meet housing needs and maximise benefits for residents.

Housing Revenue Account Asset Management Strategy 2026-2031 – Bristol City Council

Strategic actions	Strategic outcome
• **Use a clear and consistent approach to asset appraisal, which helps priorities investment where investment is needed most and where it will make the biggest difference for residents.** • **Assess options against safety, resident impact, equality, carbon reduction, whole-life cost, place-making and deliverability.** • **Prioritise investment in assets that support long-term sustainability and resident outcomes.**	Residents can be confident that investment decisions are evidence-based, transparent and focused on achieving the greatest community benefit.
• **Consider redevelopment, remodelling or regeneration where assets are no longer sustainable or require disproportionate investment.** • **Engage residents early and meaningfully in decisions affecting their homes and communities.** • **Ensure options appraisal fully considers resident impact, housing need and community outcomes.**	Where change is needed, regeneration and redevelopment deliver better homes, better neighbourhoods and improved opportunities for residents.

Objective 5 - Delivering intelligence-led asset management through trusted data, systems and insight

We are investing in better data, digital systems and asset intelligence to improve our understanding of homes, buildings and resident needs. By bringing together property, compliance, repairs and resident information, we will create a trusted evidence base that supports proactive decision-making, targeted investment and effective asset management. This will help us identify risks earlier, improve service delivery and deliver better outcomes for residents.

Strategic actions	Strategic outcome
• **Develop and maintain a comprehensive property record covering construction, condition, compliance, energy performance, adaptations and accessibility needs.** • **Use asset, repairs and performance data to identify homes at risk of non-decency, recurring failures, damp and mould, and poor energy performance.** • **Strengthen governance, ownership and assurance arrangements to improve the quality, consistency and reliability of asset information.** • **Use modern technology, better data and accessible digital services to improve decision-making, make services easier to access and give residents better information about their homes and communities.**	Trusted information about homes and resident needs supports better decisions, earlier action and improved investment outcomes.
• **With residents explore the use of smart homes technologies to:** * monitor property condition and performance and use real-time data to support preventative maintenance and investment planning. * Improve energy efficiency through smart heating and energy management. * Support independent living through assistive technologies. * Integrate smart home data into asset management systems. • **Ensure strong governance, security and resident engagement.**	Technology helps improve home performance, supports resident wellbeing and enables more proactive services.
• **There will be a range of ways for residents to access services.** • **Support will be provided to residents who wish to access information digitally**	Residents can access information, support and services in a way that works for them, regardless of their digital skills, confidence or access to technology.

Housing Revenue Account Asset Management Strategy 2026-2031 – Bristol City Council

4. Performance measures

A number of performance measures linked to the strategy objectives will be developed alongside a strategy delivery action plan. The success of the strategy will also be measured through performance against the Housing Service's Tier 1 and Tier 2 Corporate Performance measures summarised below:

Performance Measure Category	Performance Measure Reference	Performance Measure Description	Link to Strategy Objective
Tier 1 BP Metric	BPPM368	Proportion of homes that do not meet the Decent Homes Standard	1
Tier 2 Performance Metric Policy Committee	HSG403	Number of disrepair cases	3
Tier 2 Performance Metric Policy Committee	HSG404	Number of active disrepair cases	3
Tier 2 Performance Metric Policy Committee	HSG440	% of council Housing Health & Safety Rating System (HHSRS) failures rectified within target timescale	1
Tier 2 Performance Metric Policy Committee	HSG441	% of council homes that have a Housing Health & Safety Rating System (HHSRS) failure	1
Tier 2 Performance Metric Policy Committee	HSG501	Increase the % of Council homes with an Energy Performance Certificate (EPC) rating of C or higher	2
Tier 2 Performance Metric Policy Committee	HSG504	Ratio of Capital to Revenue spend on the maintenance of existing homes	3
Tier 2 Performance Metric Policy Committee	HSG701	Number of Mandatory Occurrences reported to the Building Safety Regulator	1
Tier 2 Performance Metric Policy Committee	HSG702	Regulatory interventions by the Fire Service, Building Safety Regulator and Regulator of Social Housing	1
Tier 2 Performance Metric Policy Committee	HSG703	% building safety cases for Higher-Risk Buildings reviewed by the Building Safety Regulator and marked as compliant	1
Tenant Satisfaction Measures – Policy Committee	TP02	Proportion of respondents who have received a repair in the last 12 months who report that they are satisfied with the overall repairs service	3
Tenant Satisfaction Measures – Policy Committee	TP04	Proportion of respondents who report that they are satisfied that their home is well maintained	3
Tenant Satisfaction Measures – Policy Committee	TP05	Proportion of respondents who report that they are satisfied that their home is safe	1

5. Our housing portfolio and evidence base

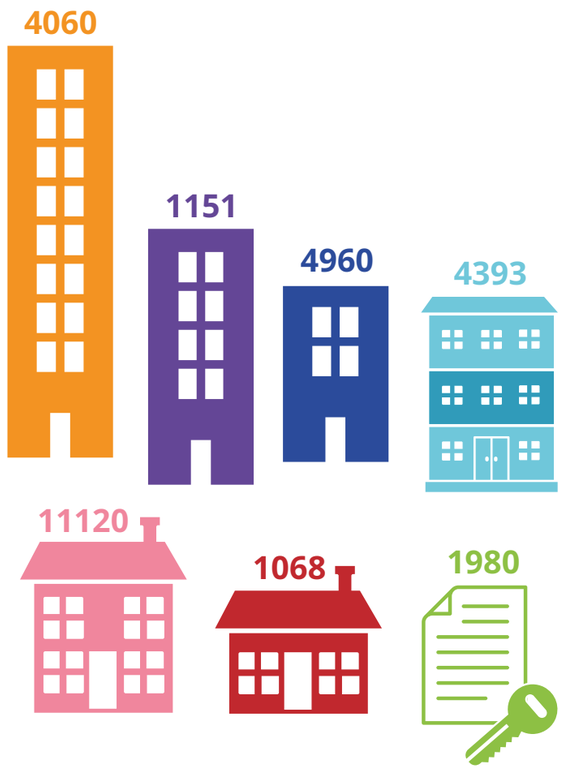
Wider Bristol housing market

Bristol is a rapidly growing place, our population is expected to climb by another 10% by 2032, reaching an estimated 526,600 to 550,900 people. Bristol is now one of England's least affordable cities to privately rent in and average house prices in Bristol are around nine times the average wage, placing additional pressure on the Housing Revenue Account.

Our homes and buildings

Council homes and estates are at the heart of Bristol's communities. Our HRA assets include houses, flats, high-rise blocks, non-traditional homes, leasehold interests, garages, land, commercial units and other HRA assets, summarised in figure 1. Homes across the city are different in their age, construction and heating systems, so we will tailor investment to the needs of each property.

Figure 1: Summary of housing types



Types of homes

- High rise flats
- Mid-rise flats
- Low rise flats
- House type flats
- Houses
- Bungalows
- Leaseholders

We manage homes with a range of tenure as outlined in figure 2. This includes 1,980 leasehold properties where we retain responsibility for repairs and investment in shared facilities such as lifts, lighting, shared heating and hot-water systems, the roof and structure of the building, as well as internal and external communal areas.

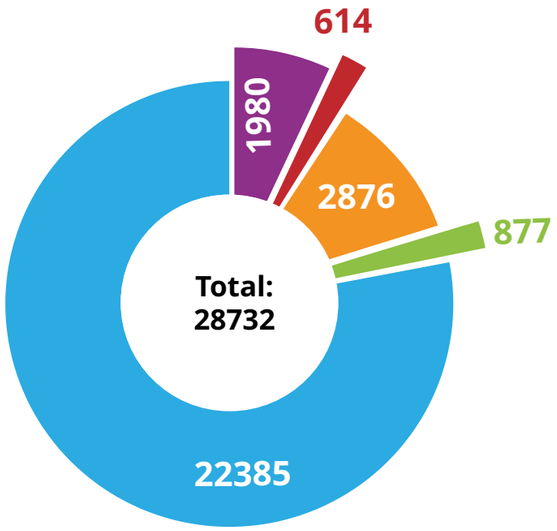


Figure 2: Summary of tenure types

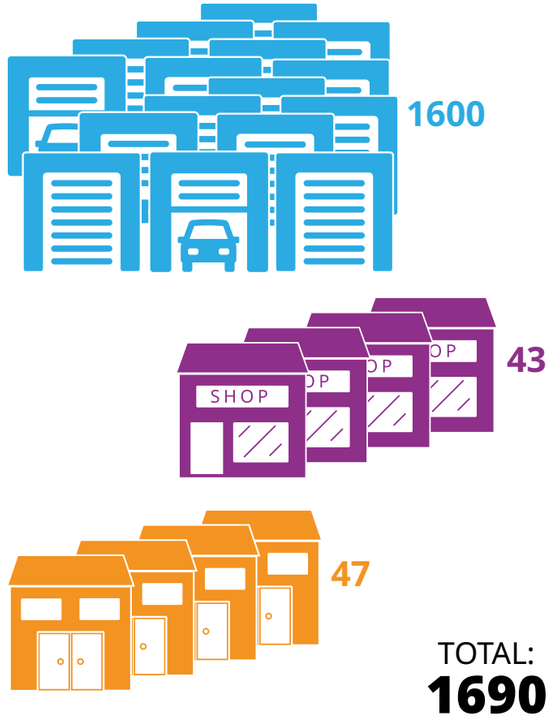
Tenure Type

HRA Owned:

- General Needs
- Sheltered Housing
- Temporary Accommodation
- Supported Housing
- Leaseholder

We own 43 commercial units (mainly shops) and 47 non-residential commercial and community buildings which are used for different purposes. We manage over 1,600 garages, as well as shared facilities like community rooms, offices and laundry spaces. Figure 3 gives a breakdown of the commercial property types.

Figure 3: Breakdown of Non-dwelling Assets



Type of commercial property

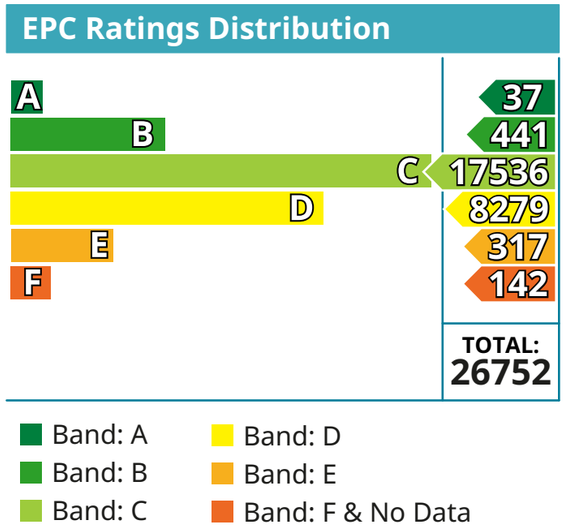
- Garage
- Commercial unit
- Stand alone facilities buildings

Housing Revenue Account Asset Management Strategy 2026-2031 – Bristol City Council

Figure 4 summarises the EPC rating of our homes. It shows that 67.3% of council homes (18,014 homes) are EPC C or above, with 32.2% (8,610 homes) rated EPC D or below.We currently have no Energy Performance Certificate (EPC) data for 128 homes. As we move our energy information into a new asset management system, we will improve data quality and identify any missing records. Where EPC information is still unavailable, we will carry out new assessments to ensure we have a complete and up-to-date understanding of every home.

As of March 2026, 22,843 homes were served by gas heating and hot water systems. This figure includes homes connected to communal heating systems. The remainder of the housing used either direct electric heating or electric heat pump technology.

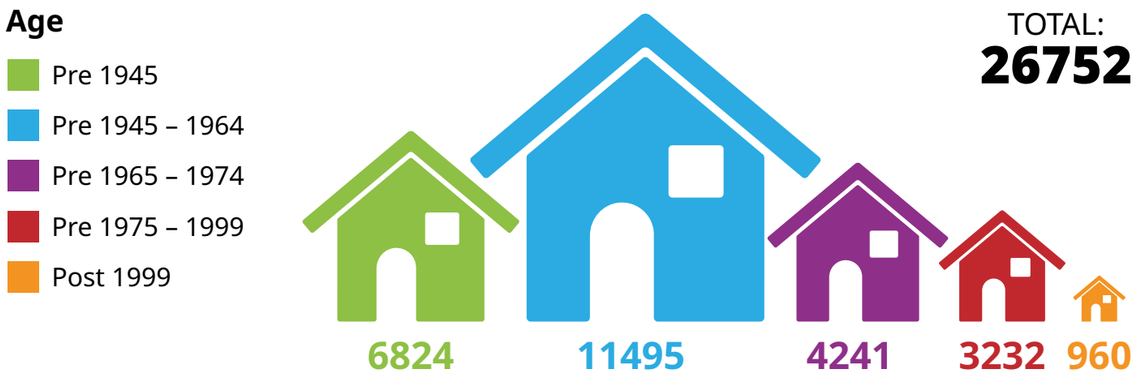
Figure 4: Energy Performance Certificate (EPC) Ratings as of June 2026 and excludes leaseholders



We have an aging housing profile, which means our homes are more expensive to maintain. The majority of our homes were built before 1964, see figure 5 for the age breakdown.

Around 8,000 homes (about 28% of our homes, including high-rise blocks) were built using older, non-standard construction methods common post World War Two. There are three high-rise and two mid-rise blocks constructed using Large Panel System (LPS), or similar methods. To support the management of these, we undertake enhanced monitoring and investment planning.

Figure 5: Age of homes we own (excludes leaseholder ownership)



Housing Revenue Account Asset Management Strategy 2026-2031 – Bristol City Council

Evidence base

In 2024 we commissioned independent consultants Savills and Ridge to carry out housing condition surveys on our homes and at the end of March 2026, 70% of homes had a survey that was less than five years old. The current housing condition programme is continuing and we aim to have up to date surveys to all our homes by March 2027. We will continue to refresh the housing condition surveys on a rolling five-year survey cycle.

We also commissioned Savills to undertake an independent review of the findings of the housing condition survey to date. The key findings from the assessment are:

Keys findings from the completed housing condition surveys

Investment required

Our housing condition surveys show that, overall, our homes are in reasonable condition. However, many building components, such as roofs, kitchens, bathrooms and heating systems, will need replacing or upgrading over the next five to ten years as they reach the end of their useful life.

We estimate that £3.22 billion will need to be invested in our homes over the next 30 years to keep them safe, well-maintained and fit for the future. While most of this investment can be funded through the Housing Revenue Account (HRA) business plan, there is a projected funding gap of £55 million over the period. Figure 6 provides a breakdown of the expected investment requirements.

Figure 6: Investment breakdown

Investment Category	Anticipated 30-year Cost
Major works (housing condition)	£1.36bn
Revenue expenditure	£1.41bn
Adaptations	£139m
Energy improvements	£53m
Fire safety, asbestos, surveys and complex mechanical and electrical	£263m
Total	**£3.22bn**

An independent review undertaken by Savills compared our performance and costs with similar social housing providers. The review found that spending on day-to-day repairs and maintenance is higher than expected, with projected costs of £1.41 billion over the next 30 years. Savills identified that our current spending allowances are around 10-15% above benchmark levels and may suggest:

- Historic underinvestment in capital works
- Increasing demand for responsive repairs; and/or
- Inefficiencies in delivering repairs and void services

While the investment needs identified are slightly higher than current funding capacity, the gap is relatively small and is expected to be manageable through regular reviews, careful prioritisation and making the best use of available resources.

- business plan capacity: £3.17 billion
- investment requirement: £3.22 billion
- estimated shortfall: £54.9 million (approximately 1.7%).

High-level financial modelling has explored the potential benefits of reducing spending on day-to-day repairs and maintenance towards benchmark levels over time, through a greater focus on planned and preventative investment. The modelling assumes:

- a 5% reduction in revenue expenditure during years 1 to 5
- a 10% reduction during years 6 to 10
- a 15% reduction during years 11 to 30

This approach could reduce long-term investment requirements by around £175.6 million over 30 years, including approximately £12 million of savings in the first five years.

savings in the first five years

These savings could be reinvested in improving homes, supporting planned maintenance programmes and helping to address future funding pressures.

Housing quality and safety

As part of our stock condition surveys, we identify any serious health and safety risks in homes using the Housing Health and Safety Rating System (HHSRS). Based on surveys completed so far, around 7% of homes inspected were found to have a serious hazard that requires attention. Independent analysis by Savills found this to be at the higher end of the range typically seen across comparable social landlords, highlighting the importance of targeted investment to address risks and improve the quality and safety of residents' homes.

The most hazards identified are:

- damp and mould
- structural collapse/falling elements
- electrical hazards
- fire hazards

As of July 2026, 82% of our homes were compliant with the Decent Homes Standard.

Ongoing housing condition surveys are giving us a clearer and more accurate picture of the condition of our homes. Where issues or compliance risks are identified, they are being incorporated into planned investment programmes so they can be addressed in a structured and efficient way. As a result, we expect compliance levels to improve significantly over the next 12 months as investment programmes are delivered and outstanding issues are resolved.

Our housing condition surveys show that the main reasons some homes do not currently meet the Decent Homes Standard are issues relating to thermal comfort, roofs, and windows and doors. These components have either reached the end of their useful life, are in poor condition or no longer meet the required standard. Where these issues have been identified, homes are being prioritised within planned investment programmes so that components can be repaired, replaced or upgraded. This targeted approach will help ensure more homes meet the Decent Homes Standard, improve residents' comfort and safety, and protect the long-term condition of our housing stock.

What our housing condition surveys are telling us:

- our housing stock is broadly sound but needing investment.
- we face a substantial £3.2bn investment challenge over the next 30 years.
- revenue spending on repairs and voids is unusually high and warrants detailed review.
- our long-term investment plans are close to being fully funded, with a funding gap of just 1.7%.
- damp and mould, fire safety and electrical hazards are the most significant housing quality risks.
- improving repairs, voids and asset management efficiency could release more than £175m of additional capacity over the life of the business plan.
- future net zero, building safety and structural investment pressures may increase costs beyond those currently modelled.

Investment planning and decision making

Our ongoing housing condition survey programme is helping us build a comprehensive picture of the condition and performance of our homes. This information will support the Housing Investment Plan (HIP), providing a clear framework for how we maintain, improve and invest in homes and other Housing Revenue Account (HRA) assets over the long term.

To strengthen our understanding of how homes are performing, we will introduce a housing appraisal tool that combines information about property condition, costs and social value. This will help us understand the performance of individual homes and make informed decisions about where investment will deliver the greatest benefit for residents and communities.

To improve the quality and accuracy of our asset information, we are establishing a dedicated Housing Condition Team. Working directly in neighbourhoods, the team will carry out detailed surveys of homes and provide up-to-date information on the condition of our housing stock. This will support better investment planning, evidence-based decision-making and more effective long-term financial planning.

We will take a flexible approach to managing survey appointments, using a range of methods to engage residents and gain access to homes, particularly where access has been difficult in the past. Residents will be kept informed throughout the process, and we will work proactively with them to ensure surveys can be completed successfully.

This improved understanding of our homes will help us target investment more effectively, make the best use of available resources and ensure residents live in safe, well-maintained and sustainable homes.

6. Delivering the strategy

This strategy provides the framework for the 30-Year Housing Investment Plan, five-year delivery plans and annual budget setting. It will be delivered in partnership with residents and elected members, with investment priorities and assumptions reviewed annually to ensure the strategy remains aligned to changing needs, risks and resources.

People, culture, partnerships and quality

Successful delivery of this strategy depends on having the right people, culture, systems and partnerships in place.

We will ensure that staff, contractors and service providers have the skills, knowledge and behaviours needed to deliver safe, compliant and resident-focused services. We will embed the principles of the Competence and Conduct Standard, promoting professionalism, accountability and a strong focus on resident outcomes.

We will procure and manage contracts to deliver quality, value for money and social value, supported by effective contract management, quality assurance and performance monitoring. We will work collaboratively with residents, partners and suppliers to continually improve services, while ensuring the safety and wellbeing of residents, staff and contractors remains our highest priority.

Equality, accessibility and health

We will consider equality, accessibility and health impacts in all major investment decisions, policies and programmes.

Our commitments

- Use information about residents' needs and circumstances to provide appropriate support and communication.
- Make reasonable adjustments and provide information in accessible formats.
- Monitor outcomes to understand and address inequalities in service delivery and investment.
- Consider the impact of works, disruption and temporary moves on residents' health and wellbeing.

7. Funding

This strategy will be delivered through the Housing Revenue Account (HRA) Business Plan, supported by rental income, service charges, borrowing, reserves and external funding.

Sources of funding

- Rental income, service charges and HRA capital resources.
- Borrowing and reserves within approved affordability limits.
- Government grants and energy-efficiency funding programmes.
- Funding and partnership opportunities, including through the West of England Combined Authority.
- Capital receipts, contributions and other external investment.
- Leaseholder contributions where applicable and in accordance with statutory requirements.

We will regularly review and stress test the HRA Business Plan to ensure investment remains affordable and sustainable. Where financial pressures require changes to priorities or investment levels, decisions and implications will be reported transparently through established governance arrangements.

8. Governance

The Executive Director for Housing is the sponsor of this strategy. Delivery is led by the Director of Housing Strategy and Assurance, supported by Asset Management and Compliance teams, council services, contractors and delivery partners.

Governance arrangements

- Homes and Housing Delivery Committee oversight of investment, compliance and performance.
- Senior management oversight through corporate and directorate governance arrangements.
- Programme governance supporting regulatory improvement and compliance.
- Data governance through the relevant corporate governance framework.
- Clear accountability for strategic objectives, programmes and compliance areas.
- Resident scrutiny and transparent public reporting.

Compliance and delivery assurance

- Operational controls and evidence-based compliance monitoring.
- Management oversight, exception reporting and escalation processes.
- Regular verification of property, compliance and certification records.
- Independent audit and technical assurance proportionate to risk.
- Clear management of overdue actions, incomplete evidence and data risks.
- Regular reporting to residents, senior leaders, elected members and regulators.

Risk management

We will actively identify, assess and manage risks that could affect delivery of this Strategy.

Key risks include changing regulations, funding pressures, rising costs, workforce and supply-chain challenges, and the condition of our housing assets. We will maintain strategic and operational risk management arrangements to identify emerging issues, inform decision-making and support effective delivery.

Risks will be monitored regularly and reported through established governance arrangements, including the Homes and Housing Delivery Committee.

Monitoring and review

A delivery plan will set out the actions, milestones and performance measures required to achieve the objectives of this strategy.

Monitoring arrangements

- Quarterly monitoring of investment, delivery-plan milestones, budgets and performance.
- Annual reporting to residents and the Homes and Housing Delivery Committee.
- Annual review of the Housing Investment Plan and delivery programme.
- Review following significant regulatory, financial, safety or stock-condition changes.
- Full strategic review every five years, or sooner where required.

Regular monitoring and review will ensure the strategy remains effective, affordable and responsive to changing resident needs and regulatory requirements.

Housing Revenue Account Asset Management Strategy 2026-2031 – Bristol City Council

9. Appendices

Appendix 1
National policy

- Fire Safety Act 2021 and proposed revisions to the Regulatory Reform (Fire Safety) Orders
- Building Safety Act 2022
- Fire Safety (England) Regulations 2022
- The Social Housing Regulation Act 2023
- Consumer Standards from April 2024
- Awaab's Law – effective from October 2025
- Decent Homes Standard - new Standards coming into full effect in 2035
- Minimum Energy Efficiency Standard regulations (MEES) - new energy efficiency standards coming into effect from 2030
- Procurement Act 2023
- Rent Settlement – 10-year Rent Policy and rent convergence
- Regulations for Heat Networks 2026

Appendix 2
Local policy context

This Strategy sits within a wider Council Strategy and Policy framework. This includes:

- Bristol City Council Corporate Strategy
- Corporate Asset Management Strategy
- Heat Decarbonisation Strategy
- Energy Efficiency Strategy
- HRA Asset Evaluation Policy
- Safer Homes Resident Engagement Strategy
- Homes for Bristol Affordable Housing Delivery Plan
- Procurement Strategy
- Value for Money Strategy.
- Capital and Treasury Management strategies
- One-City Climate Strategy
- Bristol Warm Homes Plan
- Aids and Adaptation Policy
- Housing Consumer Standards Programme

BD18699 - Bristol Design, Bristol City Council