GOVERNMENT OF BERMUDA

Ministry of Housing and Municipalities

BERMUDA AFFORDABLE HOUSING STRATEGY 2025–2035

Closing the housing gap and securing affordable homes across generations

BERMUDA AFFORDABLE HOUSING STRATEGY

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FOREWORD

My fellow Bermudians,

Housing is one of the most significant challenges facing our community. For too many Bermudians, finding a safe, secure, and affordable home has become increasingly difficult. Seniors on fixed incomes, working families, young people seeking independence, and those experiencing housing insecurity continue to face growing pressures in a housing market that has struggled to keep pace with demand.

This Bermuda Affordable Housing Strategy 2025-2035 is our response. It establishes a ten-year roadmap to increase housing supply, improve affordability, modernise the policy and legislative framework, and strengthen the institutions responsible for delivering housing solutions for Bermudians. Its focus is on affordable and attainable housing, with particular attention to those households experiencing the greatest housing pressures.

Since the establishment of the Ministry of Housing and Municipalities in 2025, this Government has made housing a national priority. We recognise that meaningful progress requires more than short-term measures. It requires a long-term strategy grounded in evidence, informed by consultation, and supported by clear actions and accountability.

The Consultation Draft was released with the understanding that addressing Bermuda's housing challenges requires input and collaboration from across government, organisations, and the wider community. Feedback from residents, community organisations, industry stakeholders, advocacy groups, and public bodies has helped shape and strengthen this final Strategy, ensuring that it reflects a broad range of perspectives while remaining focused on practical and achievable solutions.

The Strategy establishes an ambitious target of supporting the delivery of between 950 and 1,350 affordable housing units over the next decade, alongside the rehabilitation of derelict properties and the reactivation of vacant housing stock. It also recognises that increasing supply alone is not enough. We must create the conditions that encourage investment, modernise outdated legislation, strengthen partnerships, and improve the efficiency of housing delivery if we are to build a housing system that serves both present and future generations.

Housing is not simply about buildings. It is about dignity, stability, opportunity, and creating communities where people can thrive. A strong housing system supports families, strengthens our workforce, and contributes to Bermuda's long-term economic and social wellbeing.

This Strategy is not intended to sit on a shelf. It is a living document that will evolve as Bermuda evolves. As new information becomes available, including the results of the 2026 Census of Population and Housing, changing economic conditions, housing market trends, and lessons learned through implementation, we will continue to refine our approach. What will not change is our commitment to increasing housing opportunities for Bermudians and ensuring that affordable housing remains a national priority.

Together, we will build a Bermuda where everyone has a place to call home.

The Hon Zane J. DeSilva,
Deputy Premier and Minister of Housing and Municipalities, JP, MP

EXECUTIVE SUMMARY

Bermuda's housing market is under significant strain. Rising costs, limited supply, and long-standing structural constraints have placed pressure on households across all income levels, from those facing homelessness to working families struggling to keep pace with rent and mortgage costs. This Strategy addresses all sectors of Bermuda's housing system; however, its main focus is on the delivery of affordable housing for those most in need.

With the creation of a new Ministry of Housing and Municipalities in February 2025, the Government has ascribed the highest priority to the development of affordable housing and housing solutions for Bermudians (Throne Speech, March 2025). This Bermuda Affordable Housing Strategy 2025–2035 reflects the Government's commitment and provides a ten-year framework designed to restore balance, affordability, and accessibility within the national housing system.

Vision

By 2035, every Bermuda resident has access to safe, affordable, and sustainable housing that supports dignity, stability, and opportunity.

Defining Affordable Housing

Affordable housing is defined in this Strategy using both international standards and Bermuda's income-based categories. Globally, housing is considered affordable when it costs no more than 30 percent of a household's gross income. Applied to Bermuda, this means households earning under BMD 72,000 should be able to access housing at or below BMD 1,800 per month, and those earning between BMD 72,000 and 120,000 should find options between BMD 1,800 and 3,000. However, current market rents exceed these levels across most segments.

To reflect Bermuda's full housing landscape, the Strategy also categorises homes by income group: affordable housing serves households earning up to 80 percent of median income; attainable housing supports those earning 80-120 percent of median income; market-rate housing is generally accessible to households above 120 percent of median income; and high-end housing targets luxury, high-income, or international buyers. Together, these definitions guide the Strategy's focus on expanding affordable and attainable homes where need is greatest. The definitions are intended primarily for policy and programme delivery purposes, and may need to be refined.

Focus on Those Most in Need

While housing pressures affect all income groups, the Strategy is explicitly designed to support those experiencing the greatest housing stress, many of whom are on the Bermuda Housing Corporation (BHC), Bermuda Housing Trust (BHT) and HOME waiting lists. This includes individuals and families facing homelessness or housing insecurity, seniors on fixed incomes, essential workers, single-parent households, persons with disabilities and young people leaving institutional or family care. These groups are the least well-served by market forces, and targeted public investment is essential to address their needs.

The Strategy also recognises the importance of supporting opportunities for middle-income households, including key workers, young professionals and families who face affordability challenges but fall outside existing affordable housing eligibility criteria.

Core Goals

The Strategy is anchored around five interlinked goals:

1. **Expand and diversify supply** through the delivery of 950–1,350 affordable and attainable homes by 2035 while also encouraging the rehabilitation of 150–200 derelict homes and reactivating 250–300 idle rental units.
2. **Improve affordability and access** through financial tools, rental support, and accessible ownership pathways.
3. **Modernise the legal and regulatory framework** to accelerate delivery and ensure fairness in tenancy and development processes.
4. **Strengthen institutional capacity and governance** through the establishment of a new Housing Authority and a dedicated Department of Housing.
5. **Promote sustainability, resilience, and accessibility** including energy-efficient, durable, climate-resilient, and universally designed homes that are affordable and accessible.

Market Context and Housing Definitions

Bermuda is projected to require 3,152 to 4,500 new homes across all segments by 2035 to stabilise the market. While all segments face some pressure, the private sector is better positioned to meet demand for market-rate and high-end units. The Strategy therefore concentrates public resources where gaps are greatest, particularly the supply of affordable and attainable homes for low-income and lower-middle-income households.

Challenges and Constraints

Bermuda's housing system faces overlapping structural and demographic pressures. Construction costs remain among the highest in the region, driven by import dependence, skilled labour shortages, limited land availability, financing costs, insurance premiums, property taxation and ongoing maintenance requirements. These cost pressures affect both the delivery of new housing and the long-term affordability of Bermuda's housing stock. At the same time, demographic changes are reshaping demand:

- The number of seniors is growing rapidly. By 2035, it is projected that one in three Bermudians will be aged 65 or older. As a result, housing that meets the needs of seniors will become an increasingly important component of Bermuda's national housing system.
- Average household size has declined steadily from 2.61 persons in 1991 to 2.26 in 2016, and is projected to fall to approximately 2.01 by 2035, increasing demand for smaller, accessible housing units even without population growth.

These trends intersect with a shrinking supply of affordable rentals, falling homeownership rates, and an aging housing stock. Without sustained and coordinated action, the result will be widening inequality and reduced access to suitable homes. To address this, the Strategy adopts a sequenced, three-phased plan that increases capacity while strengthening governance and modernising delivery systems.

Strategic Approach

The Strategy is designed to address aspects related to all sectors of Bermuda's housing system, from affordable and attainable homes to market-rate and high-end units, by combining direct Government delivery with targeted incentives that support normal market development. It does this through three mutually reinforcing pillars, with a particular focus on the provision of Government-led affordable housing (Pillar 1).

Pillar 1 – Government-Led New Construction (Affordable and Supported Housing)

The private sector remains the primary driver of market-rate and high-end housing, segments already better served by current market conditions. Government, primarily through the Bermuda Housing Corporation (BHC) and the Bermuda Land Management Corporation (BLMC), will lead the delivery of new affordable and supported homes, focusing on low-income households and households experiencing housing insecurity that the private market is not serving, particularly those on the BHC, BHT and HOME waiting lists. This includes large-scale projects on BHC and BLMC sites using modular, precast, hybrid, and mid-rise construction to deliver 950–1,350 affordable and attainable units by 2035. In addition, the Bermuda Economic Development Corporation (BEDC) and Urban Development Agency (UDA) will engage with private owners and developers to incentivise mixed use and housing developments that are located in Bermuda's four Economic Empowerment Zones (EEZ) – North Hamilton, South-East Hamilton, Somerset and St. George's.

Unit breakdown of units proposed for delivery (2025–2035)

- 1-bed units: 50% (seniors, single adults, individuals experiencing housing insecurity)
- 2-bed units: 30% (small families and working households)
- 3+ bed units: 20% (families and multigenerational households)

Phase One (2025–2028): Foundations and Early Delivery

Focus: Immediate relief for households experiencing the greatest housing need

- Launch Emergency Modular Housing Programme on BHC/BLMC/Government sites
- Begin early modular, mid-rise, and infill construction
- Estimated delivery: 310 units

Phase Two (2029–2031): Redevelopment and Community Regeneration

Focus: Scaling supply and renewing existing communities

- Medium-scale modular and hybrid developments
- Redevelopment of older BHC estates and institutional properties
- Estimated delivery: 294 units

Phase Three (2032–2035): Large-Scale Sites and System Consolidation

Focus: Long-term community development and integrated housing support services

- Multi-phase community sites across parishes
- Estimated delivery: 370 units

Pillar 2 – Rehabilitation of Derelict Stock (Supply for the Wider Market)

The Strategy will restore 150-200 derelict units through grants, loans, compulsory rehabilitation powers, and a Land Bank model. While some of these homes will contribute directly to affordable housing, many will re-enter the attainable and market-rate segments. This will increase overall supply and support normal market forces by adding renovated units back into circulation.

Pillar 3 – Unlocking Idle Units (Incentivising Private Landlords and Owners)

The Strategy aims to return 250-300 habitable but idle homes to the long-term rental market through incentives such as the Approved Residential Scheme and Kickstart Programme within the four EEZs, a Landlord Guarantee Programme, landlord–tenant reform, vacancy measures, and short-term rental regulation. These units will primarily expand the attainable and market-rate rental stock, easing pressure on working households and allowing private investors to participate in housing delivery under a clearer, more predictable framework.

Housing Strategy

Expected Outcomes by 2035

Together, these three pillars enable Government to directly address the affordable housing crisis while supporting private-sector activity across the attainable, market-rate, and high-end segments. Rehabilitating and unlocking existing housing stock will further strengthen the housing system as a whole.

By 2035, Bermuda will have:

- Delivered 950–1,350 affordable and attainable units.
- Rehabilitated 150–200 derelict homes and reactivated 250–300 idle rental units.
- Established a fully operational Housing Authority and Department of Housing.
- Made substantial progress toward ending chronic homelessness.
- Stabilised the housing system through expanded supply and stronger governance.

CHAPTER 1
INTRODUCTION

Bermuda's housing system is under growing and widespread pressure. Rising construction costs, limited developable land, and a shrinking supply of available units have created conditions where access to housing is increasingly difficult across all income levels. What was once a challenge for low- and moderate-income households now affects every segment of the market, including professional and upper-income groups. The lack of suitable and affordable housing options is limiting homeownership opportunities and driving up rents across the island.

These pressures have become a national concern with direct social and economic consequences. Employers across essential sectors such as healthcare, education, construction, and hospitality face continued difficulty attracting and retaining staff, while the international business sector and high-end housing market also report growing constraints in availability. The housing shortage now threatens Bermuda's overall competitiveness by driving up the cost of living and reducing workforce stability.

With the creation of a new Ministry of Housing and Municipalities in February 2025, the Government has ascribed the highest priority to the development of affordable housing and housing solutions for Bermudians (Throne Speech, March 2025).

This Affordable Housing Strategy 2025–2035 reflects the Government's commitment and provides a ten-year framework designed to restore balance, affordability, and accessibility within the national housing system. It integrates legislative reform, financial innovation, and institutional coordination to expand housing supply, improve affordability, and promote sustainability. The Strategy recognises that housing is fundamental to Bermuda's economic strength and the social wellbeing of its residents. It focuses on those most in need while creating the foundation for a balanced market that supports residents, employers, and investors alike.

The Strategy recognises that housing affordability depends not only on household incomes and rental prices, but also on the financial sustainability of providing housing. Rising mortgage costs, insurance premiums, property taxation and maintenance expenses can affect landlords' ability to maintain affordable rents while continuing to invest in safe and well-maintained housing. Long-term affordability therefore requires policies that support households while also ensuring the sustainable provision and maintenance of an adequate supply of housing.

The Strategy addresses all sectors of Bermuda's housing system; however, its main focus is on the delivery of affordable housing for those most in need, in particular those on the BHC, BHT and HOME waiting lists.

What is affordable?

Affordable housing is widely defined, including by institutions such as UN-Habitat, the OECD, and the World Bank, as housing that costs no more than 30 percent of a household's gross income. This benchmark provides a clear and internationally recognised measure of when housing is reasonably priced relative to earnings. However, applying this standard in Bermuda requires consideration of the island's unique economic environment, where high import dependence, elevated land values, and limited developable land contribute to some of the highest living and construction costs globally.

To reflect both international norms and Bermuda's income distribution, this Strategy uses a dual approach that incorporates the 30-percent affordability rule while also defining specific income-

based housing categories. Affordable housing refers to homes intended for households earning up to 80 percent of median income and is typically delivered or subsidised by public agencies such as BHC and BLMC, or by nonprofit partners. Attainable housing, serving households earning between 80 and 120 percent of median income, includes workforce and middle-income options delivered through public–private partnerships, shared-equity schemes, or inclusionary zoning. Above this range, market-rate housing is generally affordable to households earning more than 120 percent of median income and is supplied through normal private development, while high-end housing consists of luxury units oriented toward high-income or international buyers.

When the 30-percent benchmark is applied to Bermuda's actual incomes, households earning below BMD 72,000 per year should reasonably expect to find housing at or below BMD 1,800 per month, while middle-income households earning between BMD 72,000 and 120,000 should be able to access units priced between BMD 1,800 and 3,000 per month. In practice, however, these affordability ranges are rarely reflected in the market. Rents across the island routinely exceed what low- and middle-income households can reasonably pay, even within the attainable income band. This growing mismatch between earnings and market prices underscores the need for targeted policy intervention and a structured delivery framework that ensures affordable and attainable homes become accessible to the people they are intended to serve.

Global comparisons

Examining affordability across comparable jurisdictions provides important context for Bermuda's challenges and policy responses. Small island and high-cost economies such as Cayman Islands, Singapore and Barbados face similar constraints, including limited land, high import dependence, and rising construction costs (Annex 1: Comparative housing strategies).

Key lessons for Bermuda

Whilst Bermuda already has Bermuda Plan 2018 policies which encourage higher-density residential development, incentivise the provision of affordable housing, allow for smaller compact lots, and require staff housing on tourism sites, there are key lessons from other jurisdictions that can provide additional affordable housing solutions for Bermuda.

Across other jurisdictions, several common lessons emerge:

- Government leadership through clear policy targets and coordinated agencies is critical to maintaining affordability.
- Private-sector engagement must be supported by incentives such as land leases, tax relief, and shared-equity models.
- Planning reform and fast-track approval systems reduce costs and delays, making affordable projects viable.
- Modular and prefabricated construction reduces building costs and time.
- Transparency and accountability, including annual dashboards and performance reporting, build confidence and sustain momentum.

Bermuda's Affordable Housing Strategy 2025–2035 builds on these international lessons. It defines affordability as housing that costs no more than 30 percent of household income and applies this standard across rental, ownership, and supported housing types. The Strategy promotes modular construction, and supports the investigation of inclusionary zoning and shared-equity pathways while introducing new institutional mechanisms such as a Housing Authority, an Affordable Housing Fund, and a composite housing database, monitoring system and dashboard.

By drawing from global best practice, learning from past approaches, and adapting proven solutions to Bermuda's unique context, this Strategy sets out a practical path to achieve long-term housing affordability, supply stability, and greater social inclusion.

Vision, Goals and Objectives

Vision

By 2035, every Bermuda resident has access to safe, affordable, and sustainable housing that supports dignity, stability, and opportunity.

Strategic goals

The Strategy establishes five interrelated goals to guide Bermuda's housing transformation over the next decade. These goals provide a comprehensive framework for policy, delivery, and monitoring.

1. Expand and Diversify Housing Supply

By 2035, increase the overall supply of affordable and attainable housing by 950 to 1,350 units through a balanced programme of new construction, rehabilitation of existing housing stock, adaptive reuse of public assets, and the activation of vacant and underutilised properties.

Delivery will be supported through coordinated public and private investment, expanded partnerships, and a stable and commercially attractive policy environment that encourages new housing development, refurbishment of existing properties, and long-term investment in affordable and attainable housing.

The Strategy will maximise existing housing assets by returning vacant, derelict and underused homes to productive residential use, while supporting modular, infill, mixed-use and other efficient development models that deliver affordable homes with minimal environmental impact. New and rehabilitated housing will incorporate accessible and inclusive design features to ensure suitable options for seniors, persons with disabilities and diverse household needs.

2. Improve Affordability and Access

Recognise that affordable housing is fundamental to Bermuda's economic and social sustainability and that access to housing that is affordable relative to income enables young Bermudians, working residents and middle-income households, including key workers, young professionals and working families, to establish independent households, achieve financial security and remain in Bermuda.

Recognise that many households who may not qualify for traditional affordable housing programmes continue to experience affordability pressures and require appropriate pathways to attainable housing.

Improve access to affordable housing by reducing barriers to renting and home ownership through targeted financial support, including rental assistance, shared equity schemes and first-time buyer programmes, to help reduce housing cost pressures, support household independence and strengthen Bermuda's long-term workforce, social wellbeing and economic resilience.

Recognise the need to preserve the long-term affordability of housing supported through public investment by exploring mechanisms such as community land trusts, cooperative housing, shared ownership, shared equity models, non-market housing and governance arrangements that protect affordability for future generations.

3. Modernise the Legal and Regulatory Framework

Reform housing legislation to support the efficient, transparent and equitable delivery of housing. This includes updating the Landlord and Tenant Act 1974 and the Condominium Act 1986, and reviewing planning and development approval processes to identify opportunities to remove barriers to affordable housing investment and delivery. Areas for consideration include streamlining approvals, reviewing development standards and regulatory requirements, investigating inclusionary zoning and development incentives, and establishing measurable service standards to improve certainty, accelerate housing delivery and encourage investment.

In addition, ensure that all BHC (and relevant BLMC) sites are zoned appropriately to permit affordable housing by removing existing zoning constraints that limit residential development potential.

Regulatory updates will also strengthen accessibility standards and ensure compliance with the Bermuda Human Rights Act 1981, while advancing Bermuda's commitments under the UN Convention on the Rights of Persons with Disabilities, and removing barriers to suitable and accessible housing for persons with disabilities.

4. Strengthen Institutional Capacity and Governance

Strengthen the Government's housing function through the establishment of a Housing Authority supported by a dedicated Department of Housing to lead policy implementation, housing market monitoring, data collection and coordination across Government, the private sector and community partners, manage delivery targets, publish annual housing dashboards, monitor housing supply, demand and affordability trends, and report on progress against the Strategy.

5. Promote Sustainability and Resilience, and Accessibility

Embed sustainability and resilience in all housing projects by promoting energy-efficient, durable and climate-resilient homes that support Bermuda's environmental and carbon reduction commitments. Encourage sustainable construction materials and resilient building practices that minimise lifecycle costs, reduce operating and maintenance expenses, and ensure affordable housing remains resilient, cost-effective and fit for purpose over the long term.

Ensure that new housing and surrounding areas are universally designed to be readily usable and accessible to everyone.

Strategic objectives

Each goal is supported by measurable objectives that define specific outcomes for delivery between 2025 and 2035.

GOAL AREA	STRATEGIC OBJECTIVES	PERFORMANCE INDICATORS
Expand Supply	Deliver between 950-1,350 new or rehabilitated affordable units by 2035 through public–private collaboration and modular development.	Annual delivery reports; permits issued; BHC unit completions.
Affordability and Access	Ensure 30 percent of new units are priced within defined affordability and attainability thresholds for low-to middle-income households.	Annual affordability index; rent-to-income ratios; mortgage uptake rates.
Regulatory Reform	Complete legislative updates by 2027, including amendments to core housing laws.	Legislative amendments enacted; approval timelines reduced.
Governance	Establish a Housing Authority and Department of Housing by 2027 and operationalise cross-agency coordination systems.	Authority and Department established; annual public reporting; housing dashboards published.
Sustainability and Accessibility	Ensure, where appropriate, the use of sustainable construction materials and integration of energy efficiency and accessibility standards into all new BHC housing.	Compliance with updated building codes; energy use metrics.

Guiding principles

Implementation of the Strategy will be grounded in the following principles:

- **Equity:** Ensure fair and inclusive access to housing across all social, economic, and ability groups, with particular attention to the needs of seniors and persons with disabilities.
- **Transparency:** Maintain open reporting on progress, decision-making processes, and the use of public resources.
- **Partnership:** Foster collaboration between Government, developers, financial institutions, employers, community organisations, institutional investors and the broader private sector to leverage expertise, finance and innovation, maximise housing delivery, and encourage sustained investment in affordable and attainable housing.
- **Accountability:** Establish clear roles, responsibilities, and performance standards to ensure effective implementation, supported by data-driven monitoring.
- **Sustainability:** Promote environmentally responsible and climate-resilient development that safeguards resources and supports long-term wellbeing.
- **Accessibility:** Ensure new homes and surrounding areas are universally designed to be readily usable and accessible to everyone.

This vision and its associated goals define Bermuda's roadmap toward a sustainable, inclusive, and equitable housing future. They integrate social justice, accessibility, economic growth, and environmental stewardship into a unified policy framework designed to deliver tangible results for all Bermudian residents.

CHAPTER 2
GOVERNANCE, STAKEHOLDERS, AND LEGISLATIVE FRAMEWORK

Stakeholders and institutional coordination

The provision of housing in Bermuda depends on a broad network of stakeholders spanning the public, private, financial, and community sectors. This reflects the extent to which housing policy intersects national economic, social, and environmental objectives.

Government ministries and statutory bodies lead policy direction, regulation, and planning. Private developers, construction firms, and real estate professionals drive investment and housing delivery. Banks and financial institutions provide mortgage lending and project financing. Non-governmental and community organisations support individuals and households experiencing the greatest housing need, manage transitional housing, and advance social inclusion.

Employers in key industries, including tourism, healthcare, and international business, also contribute through the provision of workforce and staff accommodation. Effective coordination across all these sectors is essential to align objectives, maximise resources, and ensure that Bermuda's housing responses remain equitable, efficient, and sustainable.

A detailed list of key stakeholders and their roles is provided in Annex 2: Stakeholders.

Legislative framework

Bermuda's housing system operates within a defined legal and policy framework that has evolved over several decades. It encompasses a range of laws that govern land use, housing delivery, and tenancy regulation (Annex 3: Legislation summary).

The Bermuda Housing Act 1980 establishes the Bermuda Housing Corporation as the central public agency responsible for affordable housing. The Development and Planning Act 1974 regulates land use and ensures that development aligns with approved planning policy. The Landlord and Tenant Act 1974 governs private rental arrangements above the rent-control threshold, while the Condominium Act 1986 provides for multi-unit ownership and the management of shared properties.

Complementary legislation, including the Bermuda Economic Development Corporation Act 1980, supports small-scale development and enables the use of public land for housing purposes. Additional statutes such as the Amenities (Control of Ruinous Structures) Act 1950, Acquisition of Land Act 1970, and Municipalities Act 1923 further regulate property maintenance, land acquisition, and local planning powers.

Together, these laws provide the foundation for Bermuda's housing system. However, the framework reflects a structure built incrementally over time. While generally effective, it requires modernisation to respond to today's affordability challenges, streamline development processes, and enhance coordination between agencies and legislation.

Government's role in housing (current and future)

The Government of Bermuda plays a central role in shaping a sustainable, inclusive, and affordable housing system. Its core responsibilities include:

1. **Strategic direction:** Establish national housing priorities, targets, and performance benchmarks aligned with long-term social and economic goals.

2. **Leveraging public assets:** Use Government-owned land, facilities, and resources to enable housing development and maximise public benefit.

3. **Financing affordability:** Provide targeted incentives, grants, and subsidies to increase the supply and preservation of affordable housing.

4. **Regulatory reform:** Modernise planning, zoning, and building regulations to accelerate delivery and remove unnecessary barriers to development.

5. **Partnership enablement:** Facilitate collaboration among the public sector, private developers, non-profits, and community organisations to provide effective solutions.

6. **Direct service provision:** Deliver and oversee transitional, emergency, and supportive housing programmes for individuals and households experiencing the greatest housing need.

7. **Public engagement and education:** Lead national dialogue on housing needs and solutions to build awareness, consensus, and trust.

8. **Data, monitoring, and transparency:** Strengthen housing data systems to track supply, demand, and affordability and ensure regular public reporting on progress.

Future Governance Arrangements

Effective implementation of this Strategy will require coordinated leadership, clear accountability and ongoing collaboration across Government and with external partners. To strengthen the delivery of housing policy, Government will consider establishing a dedicated Department of Housing to provide strategic leadership for the implementation of the Affordable Housing Strategy.

The Department of Housing would be responsible for coordinating housing policy across Government, overseeing implementation of the Strategy, managing delivery targets, strengthening housing market intelligence, and improving collaboration with the private sector, community organisations and other stakeholders. It would also oversee the collection and reporting of housing data, monitor housing supply, demand and affordability trends, publish regular housing market reporting and performance dashboards, and evaluate the effectiveness of housing policies to support evidence-based decision-making and continuous improvement.

The Department of Housing would work closely with existing Government departments and agencies, including the Bermuda Housing Corporation and other relevant public bodies, to ensure a coordinated, transparent and accountable approach to housing delivery.

CHAPTER 3
DEMOGRAPHIC AND HOUSING DEMAND ANALYSIS

Introduction

Bermuda's housing demand is being shaped less by overall population growth and more by fundamental demographic, social and economic shifts. While the total population has remained broadly stable over the past three decades, the composition of households has changed markedly. The population is aging, average household size continues to decline, and more residents are living alone or in smaller family units. At the same time, economic pressures, including wages, limited credit access, and rising construction costs, are constraining household purchasing power and reshaping demand across the housing market. These forces are creating a growing need for smaller, more affordable, and accessible dwellings that can accommodate independent aging households and younger working households.

This chapter analyses the demographic, social and economic factors influencing Bermuda's housing needs through 2035, including population aging, migration trends, household formation rates, and labour market participation. It draws primarily on data from the Population and Housing Censuses of 1980, 1991, 2000, and 2016; Population Projections 2020–2050 (Department of Statistics, 2022); Economic Review (Ministry of Finance, 2023); and the Bermuda Labour Market Report (Department of Workforce Development, 2023). Supplementary information is derived from the Household Expenditure Survey (2018), and the Annual Population and Vital Statistics Estimates (Department of Statistics, 2020–2023).

Together, these sources provide the empirical foundation for understanding how Bermuda's demographic structure is shaping future housing demand. Datasets, projections, and methodological notes are presented in Annex 4: Demographic tables.

Recognising the current limitations in up-to-date data, this Strategy will be subject to regular review and will be revised as new information becomes available, particularly following the release of the Household Income and Expenditure Survey 2024 and Census of Population and Housing 2026 data.

Definitions and analytical framework

The following definitions are used consistently throughout the Strategy to ensure clarity and comparability across datasets:

- **Family household:** Two or more persons related by blood, marriage, civil partnership, or adoption, sharing a single dwelling unit.
- **Non-family household:** Two or more unrelated individuals, such as friends or co-tenants, who share accommodation.
- **Single-person household:** One individual living alone, regardless of age, income, or tenure type.

These categories correspond to official census classifications and align Bermuda's data framework with international best practice for small island and high-income microstate contexts.

Data caveats and limitations

This analysis integrates data from multiple official and administrative sources, including the Bermuda Census (1980–2016), Population Projections (to 2026), and the Bermuda Digest of Statistics (2024). Trend-based estimates have been used to extend projections to 2035.

While considered robust for strategic planning, several limitations must be recognised:

- Definitions, coverage, and methodologies have evolved across census cycles, affecting comparability.
- Projections beyond 2026 are extrapolated and may vary with changes in migration, fertility, or mortality.
- Labour Force Survey income data reflect main-job earnings only and may understate total household income.
- Rental market, vacancy, and tenure-by-income data remain incomplete.
- Information on land availability, and potential development sites is fragmented across departments and updated inconsistently.
- Environmental and topographic constraints are not fully captured in development capacity estimates.

Data reliability is highest up to 2025. Projections beyond that period should be interpreted as indicative, providing directional insight rather than exact forecasts. The analysis should be revisited following the next national Census to refine assumptions and policy targets.

Population trends (1991–2035)

The total population has remained relatively stable since the early 2000s and is expected to decline modestly over the coming decade. Bermuda's population peaked around 2010 at approximately 64,200 and has since stabilised near 63,500. Projections suggest a gradual decline toward 61,800 by 2035 due to negative natural increase (more deaths than births) and limited net migration.

This stability in population size contrasts sharply with growth in the number of households, reflecting smaller family structures and an aging population.

Highlight: Despite a projected population decline of about 3 percent through 2035, housing demand continues to rise due to smaller household formation and longer independent living among seniors.

Policy Implication: Future housing planning must account for continued demand growth driven by social and demographic factors rather than overall population expansion.

Aging population

Bermuda is entering a phase of pronounced population aging, comparable to trends in other small, high and middle income developed countries. The proportion of residents aged 65 and older has risen from 11 percent in 1991 to 17 percent in 2016 and is expected to reach nearly 27 percent by 2035. The number of seniors will increase by roughly 6,000 over this period. This shift will intensify demand for accessible housing options, smaller and barrier-free units, and proximity to health and community services. The need for diverse aging-in-place and supported-living models will grow substantially.

Bermuda's National Seniors Strategy 2024-2030 emphasises that accessible, affordable and diverse housing options are needed so older people can age in place, live with family, or choose environments designed for later life. It notes that the current limited availability of

accessible and affordable housing, including homes designed with universal design principles, affects seniors' choices and that Bermuda's housing stock will need to be transformed to offer more options to support different needs. This includes addressing rising demand for affordable rental, shared and senior-oriented housing, and improving accessibility features so that homes better support independence and quality of life as people age.

Highlight: By 2035, one in three Bermudians will be aged 65 or older. Senior housing will become one of the most critical components of the national housing system.

Policy Implication: Expand investment in accessible and adaptable housing and retrofit existing units to support independent aging. Integrate health, housing, and social care planning to meet the needs of older residents. Planning policies that could facilitate accessory dwelling units (ADUs) including for elderly relatives, and the potential use of planning conditions to support their appropriate provision, should be explored.

Youth and workforce population

The share of young adults aged 15–34 has fallen sharply, from about 30 percent of the population in 1991 to below 20 percent in 2025, with projections showing a further decline to around 17 percent by 2035. This shrinking cohort reduces the pool of first-time home buyers and renters and limits future labour-force growth. Outward migration among younger Bermudians and international professionals compounds this challenge by further reducing population replacement and weakening demand in the entry-level housing market.

These trends are especially significant for Bermuda's long-term economic vitality. To sustain and grow the economy, Bermuda needs young Bermudians to return, stay, and build their careers here. Achieving this requires a housing market that offers enough affordable, independent living options, without which many young people will continue to remain in their parents' homes or leave the island altogether.

Highlight: Bermuda's working-age and youth cohorts are shrinking, creating challenges for workforce retention, particularly in essential sectors such as healthcare, education, and hospitality.

Policy Implication: Develop affordable rental and workforce housing options tailored to young professionals and essential workers to support recruitment and retention.

Household formation and size

Average household size has declined steadily from 2.61 persons in 1991 to 2.26 in 2016 and is projected to fall to approximately 2.01 by 2035 (see Annex 4). This trend reflects a significant rise in single-person households. According to the Marriages and Divorces, 2014–2023 table in the Bermuda Digest of Statistics 2024, Bermuda has seen a steady decline in marriages over the past decade, falling from more than 477 in 2014 to 310 in 2023, a trend likely driven by an aging population, fewer adults of marrying age, shifting social norms, and the lingering effects of pandemic-era disruptions.

Even with a stable total population, shrinking household size increases total housing demand because more units are required to house the same number of people.

Single-person and small-family households are the fastest-growing segments of Bermuda's population, together projected to account for over two-thirds of new housing demand by 2035.

Highlight: Household size decline is now a stronger driver of housing need than population growth. Nearly half of all new units required by 2035 will be to accommodate smaller household structures rather than new population growth.

Policy Implication: Prioritise compact, energy-efficient, and affordable studio, one- and two-bedroom units that match changing household structures and reduce per-capita housing costs.

Overall trends and policy direction (2025–2035)

Bermuda's housing pressures stem from demographic restructuring rather than expansion. The country is transitioning toward a smaller, older population and smaller household units. These dynamics sustain housing demand even as total population stabilises.

Key Trends Summary:

DEMOGRAPHIC TREND	IMPLICATION FOR HOUSING
Stable total population	Demand continues due to smaller households
Rapid aging	Need for accessible and senior-oriented housing
Decline in youth and working-age groups	Need for workforce and entry-level housing
Smaller household sizes	Increased demand for one- and two-bedroom units
Slower household growth rate	Lower turnover, increased price pressure

Policy Priorities:

- Expand senior-friendly and accessible housing supply.
- Increase availability of compact, affordable, and modular housing options.
- Maintain a steady pipeline of small family dwellings.
- Support tenure diversity through shared ownership and affordable rental programmes.
- Improve coordination between housing, planning, transport, and social policy.

Summary

Bermuda's demographic profile is expected to remain broadly stable through 2035, though its internal composition will continue to evolve toward smaller and older households. By that time, approximately one in three residents is projected to be aged 65 or older, while the share of younger adults will decline. Average household size is forecast to fall to just above two persons, reflecting smaller families, delayed household formation, and longer independent living among seniors. These shifts will fundamentally reshape housing demand with a growing need for compact, affordable, and accessible homes that better reflect the realities of aging, single-person living, and changing family structures.

Bermuda's housing system will need to focus on expanding total unit numbers as well as rebalancing housing types, tenures, and functionality to align with these demographic patterns. The priority will be to create a balanced, inclusive, and flexible housing system, one that meets the needs of seniors, supports young adults and working professionals in essential occupations, and provides stable, affordable homes for families.

HOUSEHOLD SEGMENT	PROJECTED SHARE OF DEMAND	TYPICAL UNIT TYPE	POLICY FOCUS
Single-Person Households	30–35%	Studio or one-bedroom apartments	Expand compact and accessible units suitable for seniors, single adults, and working professionals seeking affordable independent accommodation
Non-Family (Shared) Households	10–15%	Co-living or dormitory-style housing	Purpose-built shared accommodation for essential service workers (e.g., nurses, police, teachers) to improve affordability and retention
Small Families (2–4 persons)	45–50%	Two- to three-bedroom dwellings	Increase supply of flexible family units, including those suitable for single parents with children, to strengthen community stability
Large Families (5+ persons)	<10%	Three- to four-bedroom homes	Focus on maintaining and improving existing stock; limited new construction required

Expected Policy Direction:

- Increase senior-oriented housing supply designed for accessibility, proximity to services, and aging-in-place, including assisted-living and supported independent options.
- Diversify single-person and workforce accommodation by developing modular, compact, and co-living or dormitory-style units for young adults and essential service workers such as nurses, police officers, and hospitality workers.
- Support family stability by ensuring an adequate supply of moderately priced two- and three-bedroom homes that can accommodate single parents or smaller households with children.
- Encourage tenure diversity through affordable rental programmes, shared ownership, and cooperative models that broaden access for lower- and middle-income residents.
- Locate new development in mixed-use, medium-density zones with access to transport, healthcare, and community facilities, improving social connectivity and service efficiency.
- Coordinate housing and social policy to ensure seniors, single adults, and essential workers have housing options aligned with care, employment, and transport networks.

CHAPTER 4
STATE OF THE HOUSING SYSTEM – CONDITIONS AND NEEDS

Introduction

Understanding Bermuda's housing conditions is fundamental to determining the scope and nature of current and future need. The housing system operates under the dual constraints of limited land availability and a demographic profile that is aging, diversifying, and contracting in household size.

This assessment evaluates the adequacy, functionality, and accessibility of existing housing relative to national demand. It draws on A Profile of Bermuda's Housing Stock (Department of Statistics, 2017), Housing-Land Audits (Department of Planning, 2022–2023), and Compilation of Housing Data (Department of Statistics, 2023). Historical context is provided by A Review of the Housing Situation in Bermuda and Some Proposals for Further Action (1982) and the Housing Policy and Action Programme (Ministry of Planning, Housing and Environment 1979). Collectively, these sources provide a comprehensive and long-term perspective on Bermuda's housing development, illustrating how physical condition, affordability, and accessibility have evolved over time and continue to influence policy direction and investment priorities.

Parish distribution and density

The spatial distribution of Bermuda's housing remains uneven across the island's parishes. According to the Department of Land Valuation statistics, as of 31st December 2024, Bermuda contains 32,850 residential valuation units.

Pembroke Parish contains the largest share of these units, with 5,464 (17% of the island's total), followed by Warwick (4,811, 15%), Sandys (3,517, 11%), Devonshire (3,402, 10%), and Southampton (3,301, 10%). Smith's (2,996), Paget (2,971), and Hamilton Parish (2,814) each account for approximately 9% of residential units.

St. George's Parish and the municipalities contain smaller shares: St. George's Parish (2,114, 6%), St. George's Corporation (862, 3%), and the City of Hamilton (594, 2%).

Highlight: Nearly half of Bermuda's residential stock is concentrated in five central and western parishes, Pembroke, Warwick, Sandys, Devonshire, and Southampton, reflecting strong clustering of housing supply in already-developed areas.

Policy Implication: Given this geographic concentration, future housing strategies may prioritize medium-density infill and vertical expansion in serviced central parishes, while using smaller-scale or mixed-use development to broaden housing options in eastern and lower-density parishes.

Housing typologies

As of 2016, Bermuda's housing stock remained dominated by single-detached dwellings, which accounted for 67% of all private dwelling units, while duplexes, semi-detached homes, and apartments made up the balance. Purpose-built apartment buildings represented only 7% of total dwellings, underscoring the relatively limited supply of compact rental units at that time.

Apartment growth leading up to 2016 occurred mainly through small-scale conversions and infill, rather than new multi-unit developments. This modest pace of apartment creation was already falling short of rising demand from younger adults, single-person households, and lower-income renters who increasingly required smaller, more affordable homes.

Highlight: As of 2016, the housing mix was increasingly misaligned with emerging household structures, which were trending smaller and more diverse.

Policy Implication: Prioritise the development of compact, energy-efficient one- and two-bedroom homes—through modular construction, adaptive reuse, and supported conversions—to better match Bermuda's evolving housing needs.

Derelict and uninhabitable buildings

As of September 2025, 214 properties were registered with the Department of Land Valuation as uninhabitable or unusable: 179 uninhabitable residential properties, 33 unusable commercial properties, and 2 unusable tourism properties. Reuse is limited by factors such as absentee ownership, inheritance disputes, and high rehabilitation costs. Even so, reclaiming 150-200 of these units could significantly expand the stock of affordable and transitional housing.

Highlight: Derelict stock represents a latent housing reserve across the island.

Policy Implication: Establish a National Rehabilitation Programme offering grants, low-interest loans, and tax incentives to bring derelict dwellings back into use for affordable rental and transitional housing.

Tenure, ownership, and rental market dynamics

According to the 2016 Population and Housing Census published by the Department of Statistics, approximately 48 percent of private dwelling units were owner-occupied. This figure provides the most recent official benchmark for homeownership levels in Bermuda.

Highlight: Affordability and tenure security have deteriorated, especially for young and low-income renters.

Policy Implication: Scale up affordable rental provision through mixed-income developments, rent-geared-to-income (RGI) frameworks, and partnerships with the BHC.

Housing Costs and Long-term Affordability

Housing affordability is influenced not only by household incomes and rental prices but also by the financial viability of delivering, owning and maintaining housing. In addition to limited housing supply, increases in mortgage interest rates, insurance premiums, land tax, property maintenance and other operating costs have increased the cost of owning and managing residential property. These rising costs can affect the viability of providing rental housing and influence investment decisions across the housing market.

Highlight: Rising housing provision costs can reduce rental affordability and constrain the supply of long-term rental housing.

Policy Implication: Monitor these cost pressures and assess their impact to inform future housing policy development, recognising that long-term affordability depends on supporting households while maintaining the sustainable provision of housing.

Public housing and unmet need

In 2025, BHC managed 714 rental units across the island (BHC, Wait-List Snapshot Report, August 2025). The BHC Wait-List included 304 households (748 individuals), about 1.2 percent of the total population.

Nearly half of applicants were classified as critical or urgent, and 81 percent requested one- or two-bedroom units.

Highlight: The BHC wait-list quantifies Bermuda's affordable housing deficit in real time.

Policy Implication: Deliver an estimated 470 to 670 affordable and attainable units within five years to reduce backlog and meet forecast demand, with emphasis on smaller typologies.

Homelessness and community housing support

Homelessness in Bermuda encompasses a spectrum of housing circumstances, ranging from rough sleeping to temporary or unstable accommodation. The Draft Homelessness Report (Government of Bermuda, 2024) and data from HOME Charity and the Salvation Army indicate that approximately 2,800 individuals receive housing support annually.

Highlight: About one in ten supported individuals remains in transitional housing, demonstrating a service bottleneck.

Policy Implication: Implement an integrated Homelessness and Housing Continuum Strategy, aligning data systems and expanding transitional housing stock to bridge the gap between shelters and permanent housing.

Structural and emerging needs

Key structural pressures include:

- Aging and deteriorating housing stock.
- Shortage of affordable and secure rental options.
- Mismatch between dwelling size and smaller households.
- Insufficient accessible and senior-friendly housing.
- Persistent homelessness and housing insecurity.

Highlight: Policy success depends on aligning supply with demographic and social realities.

Policy Implication: Focus investment on suitability, adaptability, and rehabilitation as well as new housing.

Forward strategy (2025–2035)

To address emerging challenges, Bermuda must transition toward a suitability-driven housing model emphasizing adaptability, density efficiency, and social inclusion.

Highlight: Building smarter, not merely building more, defines the next decade of Bermuda's housing strategy.

Policy Implication: Make sure new housing is fair, genuinely affordable, and benefits every community.

CHAPTER 5
HOUSING MARKET PRESSURES AND REGULATORY CONSTRAINTS

Bermuda's housing market operates within a tightly constrained environment shaped by limited land availability, rising construction and financing costs, and regulatory complexity. This chapter examines the major market pressures and structural constraints influencing affordability, accessibility, and housing delivery between 2025 and 2035, focusing on macroeconomic trends, rental dynamics, regulatory barriers, and emerging risks that affect both private and public provision.

Immigration and workforce housing

Targeted immigration continues to be essential for sustaining Bermuda's key economic and public service sectors, including healthcare, hospitality, construction, and international business. The Ministry of Economy and Labour's 2024 Year in Review highlights ongoing pressure in restricted job categories, strong demand for work permits, and the need to attract specialised overseas talent to maintain essential service levels and support economic stability.

Because most incoming workers require rental accommodation, even small increases in net migration create significant pressure on the housing market. This is primarily due to the need for smaller, centrally located rental units favoured by workers in essential and service-based sectors.

Highlight: Workforce inflows translate directly into increased demand for small, affordable rentals, especially in central parishes where employment is concentrated.

Policy Implication: To ensure that immigration supports Bermuda's economic sustainability without worsening housing pressures, the Strategy proposes integrating housing requirements directly into immigration and labour planning. This includes requiring major employers and large development projects to provide or contribute to dedicated workforce accommodation, consistent with the Hotel Staff Accommodation Policy (TOU.7) in the Bermuda Plan 2018.

Short-term rentals

Short-term rentals remain a small but influential segment of Bermuda's housing market. Although the 2024 estimated inventory of 370–400 private vacation-rental listings sits well below the pre-pandemic peak, it still represents a meaningful diversion of units from the long-term rental pool (Bermuda Vacation Rental Season Kick-off Survey, April 2024).

This pattern appears to persist in part because of regulatory gaps in Bermuda's long-term rental framework, particularly outdated tenancy laws, limited digital compliance tools, and slow dispute-resolution processes, which could be deterrents to landlord participation in the affordable rental market. Informal feedback from property owners suggests that the administrative burden and perceived legal risks associated with long-term tenancies may outweigh the stability such leases could provide, making short-term rentals comparatively more attractive even at modest occupancy levels.

The BTA's 2024 Visitor Arrivals Report further shows that private homes and apartments occupy a modest but stable position within Bermuda's accommodation mix. In 2024, 7% of air visitors stayed in private homes or rental apartments, a slight decrease from 8% in 2023 yet

consistent with the segment's long-term niche. These visitors also stayed far longer than hotel guests, 9.63 days on average compared with 4.65 days, highlighting the appeal of private rentals to extended-stay markets such as remote workers, returning residents, and multi-week leisure travellers. Vacation-rental activity remained resilient, with a 4.7% year-over-year increase in stays, suggesting that demand has held steady even as overall supply has contracted since 2019. This combination of stable demand and reduced inventory reinforces the attractiveness of short-term letting as a profitable, low-regulation alternative to long-term leasing.

From a housing-policy perspective, these dynamics carry significant implications. Although private-home rentals account for a relatively small share of overall visitor accommodations, their profitability and flexibility create a structural incentive for landlords to prioritise short-term use over long-term rental. The extended occupancy periods typical of vacation-rental guests also mean that units are effectively withdrawn from Bermuda's residential housing supply for prolonged periods. Taken together, the 2024 data underscores that, while short-term rentals are not the principal driver of Bermuda's housing shortages, they do divert a measurable portion of private housing stock away from long-term and affordable rental use.

Highlight: Regulatory gaps discourage participation in the affordable rental market.

Policy Implication: Modernise the tenancy framework to increase confidence and reduce friction for both landlords and tenants. Key reforms should include:

- Digital leases and mandatory registration, streamlining compliance and reducing administrative burden.
- Tiered rent-control mechanisms linked to inflation, offering predictability while maintaining landlord viability.
- Accelerated dispute-resolution pathways, including mediation and fast-track tribunals, to reduce risk and rebuild trust in the long-term rental market.

Planning and regulatory bottlenecks

Zoning constraints, and planning and building permit approval processes can create significant bottlenecks, adding costs, uncertainty, and delivery risk to housing projects.

Highlight: Planning processes and zoning constraints can significantly affect affordable housing delivery.

Policy Implication: Establish a fast-track permitting regime for affordable developments, digitize planning workflows through GIS systems, and rezone underutilized government and BHC land for housing.

Macroeconomic and financial pressures

Mortgage rates rose from 5 to 7.5 percent between 2022 and 2024, reducing purchasing power by 25 percent (Bermuda Monetary Authority, 2024). Inflation in energy, food, and services has further eroded disposable income, while wage growth below 2 percent annually trails housing inflation of 6–8 percent (Ministry of Finance, National Economic Report, 2024).

Highlight: Structural affordability gaps are widening due to rising costs and stagnant wages.

Policy Implication: Introduce shared-equity schemes, low-interest first-time buyer programs, and tax incentives for developers building below market-rate housing.

Summary outlook

Bermuda's housing landscape through 2035 will be shaped by constrained land availability, rising affordability pressures, and the need for coordinated reform. Without modernising rental regulation, planning frameworks, and delivery systems, housing deficits will persist. Addressing these challenges will require more efficient use of limited land, including building higher where appropriate, to create the additional homes needed for a growing and diversifying population.

Highlight: System alignment, not just new construction, is key to restoring balance.

Policy Implication: Adopt a whole-of-government approach linking housing, immigration, planning, and finance policy to deliver a more resilient and equitable housing system.

CHAPTER 6
CONSTRUCTION AND SUPPLY CAPACITY

Introduction

Delivering affordable and attainable housing in Bermuda depends not only on land and finance but on transforming how the island builds. A modern, efficient, and resilient construction sector is therefore central to achieving the housing targets set for 2035.

Bermuda's construction environment remains among the most expensive and capacity-constrained in the world. As of 2024, the average cost of residential construction was estimated at between $800 and $1,000 per sq. ft., depending on design complexity and location. High construction costs are driven by Bermuda's heavy dependence on imported materials, more than 90 percent of which are sourced from overseas, as well as persistent labour shortages that push wages upward and extend project timelines. These pressures are further reinforced by stringent building codes that, while essential for safety and resilience, add complexity and cost to development.

To achieve the 2035 housing target of 950–1,350 new affordable and attainable units, the sector must transition from traditional, labour-intensive practices toward modular, prefabricated, and hybrid methodologies that improve efficiency, predictability, and cost control.

A Department of Planning public opinion survey in 2025 indicated strong support for prefabricated housing as part of an affordable housing strategy, provided this alternative housing is hurricane safe and in keeping with Bermuda's traditional architectural design and character.

This chapter introduces and evaluates a range of construction methodologies, from traditional masonry to modular, precast and hybrid systems, to determine the most viable approaches for accelerating delivery while maintaining Bermuda's quality and resilience standards.

Supply chain and labour capacity

Bermuda's capacity to deliver new housing at scale is shaped by multiple interrelated factors, foremost among them being supply chain efficiency and the availability of skilled labour.

The island's heavy reliance on imported construction materials and its limited workforce base have increased overall project costs and extended delivery timelines.

Material Imports

- Approximately 90 percent of construction materials used in Bermuda are imported.
- Global shipping volatility has increased landed prices by up to 40 percent.
- Limited storage and warehousing capacity results in higher demurrage and handling charges, particularly for large-scale or phased housing projects.

Labour Market

- The construction workforce has declined by 12 percent since 2019 (Department of Workforce Development, Labour Market Survey, 2023).
- Wage inflation averaging 6 to 8 percent annually has raised labour's share of total project costs to more than 40 percent.
- Apprenticeship enrolment remains below industry needs, especially in modular assembly, electrical, and finishing trades.

The combined pressures of material import dependency and skilled labour shortages underscore the need to re-evaluate Bermuda's construction methods. Traditional building approaches, while proven for strength and durability, are increasingly constrained by cost, time, and resource requirements. To meet future housing targets, the Strategy examines both established and emerging construction methodologies, assessing their suitability, scalability, and economic efficiency within Bermuda's unique island context.

Traditional masonry and concrete construction

Reinforced concrete and masonry construction remains the prevailing method for residential development in Bermuda. It provides strong hurricane resistance and longevity but is resource and labour intensive.

Advantages:
- Proven durability and insurance compliance.
- Long lifespan (40–60 years) with relatively low maintenance.

Constraints:
- Labour-dependent, slow (12–18 months typical build).
- High embodied carbon footprint and material import costs.

Cost Benchmark: Approximately $800–$1,000 per sq. ft., suitable for high-end or owner-occupied developments.

Highlight: Bermuda's traditional building model ensures resilience but is economically prohibitive for affordable housing.

Policy Implication: Encourage the selective retention of masonry construction in areas with physical or access constraints, such as coastal zones, steep hillsides, and sites with limited vehicular access, while shifting affordable housing programmes toward prefabricated systems to improve cost efficiency and shorten construction timelines.

Precast concrete modular systems

Precast systems use factory-produced panels and slabs, assembled on-site to reduce labour intensity. The Victoria Place residential homes in Sandys are an example of this construction method.

Advantages:
- 20–25% faster than conventional construction.
- Enhanced quality control and reduced weather exposure.

Implementation: Potential for small-scale fabrication yards near Southside or Dockyard to reduce import reliance.

Cost Range: $500–$700 per sq. ft., depending on local production capacity.

Highlight: Precast systems offer a realistic medium-term solution balancing quality and cost.

Policy Implication: Establish a local precast fabrication facility by 2028 under a public–private partnership model to anchor affordable construction supply chains.

Panelized and lightweight steel systems

These systems utilize light-gauge steel frames, assembled on-site from flat-packed components.

Advantages:
- 30–40% faster completion than masonry builds.
- Up to 50% less material waste.
- Ideal for smaller infill and duplex projects.

Constraints:
- Corrosion protection required in Bermuda's marine environment.
- Additional insulation and moisture barriers needed for compliance.

Cost Benchmark:
- $650–$800 per sq. ft.

Highlight: Panelized systems strike a balance between affordability and technical performance.

Policy Implication: Adopt design and code amendments to support light-gauge steel framing and prefabrication under updated Building Code standards.

Stack modular construction

Stack modular, or volumetric, construction uses prefabricated room-sized modules with integrated services. These are shipped to site and assembled rapidly.

Advantages:
- Reduces construction time by 40–60 percent.
- Achieves 15–25 percent cost savings through controlled factory fabrication.
- High-quality, hurricane-resilient units suitable for workforce and affordable housing (Chamber of Commerce, Deep Dive on Housing, 2025).

Challenges:
- Requires specialized logistics (port access, crane capacity).
- Limited local experience and fragmented approval processes.

Cost Benchmark: $500–$700 per sq. ft., inclusive of shipping and assembly

Highlight: Stack modular construction offers Bermuda's most scalable and time-efficient pathway to affordable housing.

Policy Implication: Implement a pilot modular housing program (2027–2028) delivering 50–100 units near major transport corridors to validate feasibility and public acceptance.

Expandable and container-based units

Containerized and expandable modular units use repurposed steel pods for rapid, low-cost housing solutions.

Advantages:
- Lowest upfront cost.
- Deployment within weeks; relocatable and scalable.
- Ideal for transitional or emergency accommodation (BHC, Budget Brief 2025–26).

Constraints:
- Requires additional insulation and ventilation.
- Shorter lifespan (25–30 years).
- Limited community acceptance.

Cost Benchmark: $120 per sq. ft., inclusive of shipping and assembly

Highlight: Container-based housing offers short-term relief for transitional, or workforce needs.

Policy Implication: Planning regulations to facilitate the accommodation of containerized or mobile housing solutions for construction and essential service workers.

Comparative cost and strategy summary

CONSTRUCTION TYPE	COST RANGE (PER SQ. FT.)	TYPICAL USE	ADVANTAGES	CONSTRAINTS	RECOMMENDED LEAD AGENCY
Traditional Masonry	$800–$1,000	Detached house, cottage	Proven durability	Slow, costly	Private sector
Precast Modular	$500–$700	Multi-unit, senior housing	Precision, speed	Setup costs	BHC / BEDC
Panelized Steel	$650–$800	Duplex / infill	Lightweight, efficient	Corrosion	BEDC / Private
Stack Modular	$500–$700	Workforce / affordable	Fast, replicable	Logistics	BHC / PPP
Container-Based	$120	Transitional / staff	Portable, quick	Short lifespan	BHC / Salvation Army

Outlook to 2035

By 2035, if current trends continue, average residential construction costs could exceed $1,200 per square foot, further deepening Bermuda's housing affordability gap. With coordinated policy reform, investment in modular and prefabricated systems, and expansion of the local construction workforce, these costs could potentially be reduced to $650–$750 per square foot, enabling the delivery of 950–1,350 new affordable and attainable units and the creation of around 250 skilled jobs in modular construction and logistics. Bermuda's long-term construction sustainability will rely not on scale alone but on efficiency, innovation, and coordinated reform, positioning construction sector modernisation as a core pillar of national housing resilience.

Summary

Bermuda's construction sector has reached a pivotal moment in meeting the island's housing needs. While traditional building methods have long provided durability and resilience, they are no longer capable of delivering future housing within sustainable cost or capacity limits. In the decade ahead, progress will depend on embracing new technologies, advancing modular efficiency, and cultivating a skilled local workforce to support modern, scalable, and affordable housing delivery.

CHAPTER 7
AFFORDABLE HOUSING PROJECTIONS

Introduction

This chapter updates Bermuda's affordable and attainable housing requirements for the period 2025–2035. The projections draw on the Department of Statistics' Population and Household Census data (2016) and Population Projections (2016-2026), the 2023 Housing Land Audit, and the Bermuda Housing Corporation (BHC) Wait-List Snapshot (August 2025). The modelling framework integrates demographic trends, household formation patterns, and existing housing pressures to determine how many new affordable and attainable homes will be required over the next decade.

Population change in Bermuda is expected to remain largely policy-managed and immigration-driven, maintaining broad stability rather than producing sharp increases or declines. As such, the chapter focuses specifically on affordable and attainable housing need within Bermuda's resident population. Higher-end private and international market housing is outside the scope of this assessment.

Analytical Framework

Bermuda's housing system in 2023 consisted of approximately 63,356 residents living in 29,196 households, with an average household size (AHS) of 2.17 persons (Department of Statistics 2023). Consistent with demographic aging and an increasing share of single-person households, the model assumes a gradual decline in AHS to 2.01 by 2035.

The analysis further assumes that approximately 30 percent of new households will require affordable or assisted housing, reflecting the proportion of renters who spend more than one-third of their income on housing. Existing housing pressures are added to this future demand to produce a more complete picture of need.

To test the range of possible outcomes, the housing projection model evaluates five population scenarios extending from a 10 percent decline to a 10 percent increase by 2035. By applying an AHS of 2.01, the model converts population forecasts into projected household counts and then identifies the level of affordable housing required to meet both existing and growth-related needs.

A key element of the analysis is the incorporation of a 2025 backlog of 400 affordable and supported units, representing approximately 300 households on the BHC wait-list and 100 units required for homelessness and transitional accommodation. This backlog forms the baseline level of need that must be met regardless of demographic change.

Projected household levels range from 28,368 households in the Very Low (–10%) scenario to 34,672 households in the Stretch (+10%) scenario, with the Baseline (0%) scenario estimating 31,520 households by 2035. Growth-related affordable housing demand is calculated as 30 percent of net new households, reflecting the expected share of future households that will require some form of subsidy or assistance.

Under the three flat or declining population scenarios (Very Low, Low, and Baseline), household levels do not generate additional affordable housing demand. In these cases, the total

requirement remains at the 400-unit backlog. In contrast, population growth drives additional need: the Moderate (+5%) scenario produces 473 additional affordable units, while the Stretch (+10%) scenario produces 946 additional units. When added to the baseline backlog, total affordable housing needs rise to 873 units under the Moderate scenario and 1,346 units under the Stretch scenario.

Overall, the projections show that the majority of Bermuda's future affordable housing need is driven by existing unmet demand, not demographic growth. Even in a no-growth environment, at least 400 new affordable or supported units are required to stabilise current pressures. Should population growth accelerate, total need could rise significantly, underscoring the importance of a strategic, sustained approach to affordable and attainable housing delivery over the coming decade.

Population and household scenarios

SCENARIO WITH % CHANGE	POPULATION 2035	AHS 2035	HOUSEHOLDS 2035	NET NEW HH	BACKLOG NEED* (2025)	AFFORDABLE HOUSING 30% (GROWTH ONLY)	TOTAL AFFORDABLE NEED (BACKLOG + GROWTH)
Very Low (–10%)	57,020	2.01	28,368	–3,152	400	(–946) **0**	**400** (1st phase)
Low (–5%)	60,188	2.01	29,944	–1,576	400	(–473) **0**	**400** (1st phase)
Baseline (0%)	63,356	2.01	31,520	0	400	0	**400** (1st phase)
Moderate (+5%)	66,524	2.01	33,096	+1,576	400	+473	**873**
Stretch (+10%)	69,692	2.01	34,672	+3,152	400	+946	**1,346**

Sources: Department of Statistics (2023)

**The backlog represents the immediate housing need as of 2025, capturing roughly 400 households already without adequate accommodation, including those on the BHC waitlist, people experiencing homelessness, and families living in unsafe or unsuitable conditions.*

Projection Table (AHS = 2.01, Rounded)

Build targets by segment (2025–2035)

To meet projected demand for 3,152 new households under the Stretch population scenario, Bermuda will need a coordinated delivery effort across all segments of the housing system. Government's primary responsibility is the delivery of affordable and attainable housing, which is expected to require between an estimated 950 and 1,350 units over the next decade depending on how much of the existing backlog is addressed alongside new growth. The remaining 2,000+ homes must be delivered through market-rate, and high-end private development. Achieving these targets will require sustained collaboration among public agencies, private developers, nonprofits, and community partners.

Composition of affordable units by type

Given this scale of demand and Government's priority to focus its resources on the affordable and supported segment, it is essential to understand not only how many homes are required but also the appropriate composition of those units. The following section outlines the proposed mix of affordable homes by size and type, ensuring that planned delivery aligns with the profile of households seeking assistance, the characteristics of the BHC waiting list, and Bermuda's evolving demographic structure.

SCENARIO	TOTAL UNITS	STUDIO/1-BED (50%)	2-BED (30%)	3+ BED (20%)
Very Low	400	200	120	80
Low	400	200	120	80
Baseline	400	200	120	80
Moderate	873	437	262	174
Stretch	1,346	673	404	269

The predominance of smaller units in the projection reflects significant shifts in Bermuda's household composition. As the population ages and single-adult households become more common, demand is increasingly concentrated in compact homes, with studios and one-bedroom units accounting for nearly half of all required supply across scenarios. The Strategy recognises the role of compact housing, including appropriately designed micro-apartments, compact starter homes and transitional accommodation, in broadening housing choice and meeting the needs of smaller households, key workers, seniors and people experiencing housing insecurity. However, one-bedroom units are generally more practical and better suited to long-term living than studios, offering greater flexibility and stability for seniors, single adults, and individuals transitioning out of homelessness or insecure housing. This trend highlights the need for a housing strategy that prioritises smaller, functional and adaptable one-bedroom homes, supported by an appropriate mix of two- and three-bedroom units to accommodate families and multigenerational households.

Policy priorities

Based on these projections, the Government should prioritise the delivery of 950–1,350 affordable and supported homes between 2025 and 2035. These homes should reflect the unit mix identified in the projections: approximately 50 percent studio and one-bedroom units, 30 percent two-bedroom units, and 20 percent three-bedroom or larger units. This composition responds directly to Bermuda's demographic profile, the BHC wait-list, and the increasing number of single-person and older households.

To support this delivery, the following policy actions are recommended:

- Bring 150–200 vacant or derelict units back into use.
- Expand and upgrade supported and accessible housing, enabling seniors and persons with disabilities to live safely and independently.
- Develop shared, dormitory-style, and key-worker housing for essential workers, including nurses, police, and hospitality staff.
- Investigate the use of inclusionary zoning to require a proportion of affordable units in private developments, alongside shared-ownership pathways to expand access to homeownership
- Use land more efficiently by enabling taller buildings, clustered development, and mixed-use housing in appropriate locations.
- Accelerate construction capacity through the use of modular, prefabricated, and rapid-deployment building systems.

Summary

Across all demographic scenarios, Bermuda will continue to face sustained pressure in the affordable and attainable segments of the housing market. Meeting the housing needs of lower-income and moderate-income households will require the Government to deliver 94–134 affordable homes per year, supplemented by rehabilitation of existing stock and strategic partnerships with nonprofit and private developers. Total housing supply across all tenures should average approximately 315 units per year under the Stretch Scenario, ensuring that affordability, accessibility, and long-term sustainability remain central pillars of Bermuda's housing strategy through 2035.

CHAPTER 8
STRATEGIC FRAMEWORK FOR ACTION

Introduction

Bermuda's housing system cannot be fixed by market forces alone. The central challenge is that the private sector currently has no commercial incentives or policy requirements to build affordable and attainable homes, nor to provide low-cost, long-term rentals. Developers naturally target upper-end, high-margin housing, while many landlords seek maximum return through short-term rentals or high market rents.

As a result, the segments of the market where need is greatest, affordable and attainable housing, are the least supplied. In contrast, demand for market-rate and high-end housing continues to be met primarily through private development, illustrating that the market functions adequately for higher-income households but fails significantly for lower-income groups.

This Strategic Framework recognises two key principles:

1. Government must lead the delivery of affordable and supported housing, because the private sector will not deliver these homes at scale.

2. Private developers must be required, potentially through inclusionary zoning, and enabled to supply attainable and market-rate homes and to reactivate idle units, ensuring total supply keeps pace with population and household change.

Under this model, Government focuses on the housing crisis, while regulatory reform and incentives encourage the private sector to contribute more meaningfully to the other segments of the market. Whilst a range of options will be explored, the priority will be to offer incentives rather than punitive and compulsory measures.

Strategic Framework Overview

The Strategy is designed to address all sectors of Bermuda's housing system, from affordable and attainable homes to market-rate and high-end units, by combining direct Government delivery with targeted incentives that support normal market development. It does this through three mutually reinforcing pillars with a particular focus on the provision of Government-led affordable housing (Pillar 1).

Housing Strategy

Pillar 1
Government-led New Construction Affordable and Supported Housing

Pillar 2
Rehabilitation of Derelict Stock - Supply for the Wider Market

Pillar 3
Unlocking vacant/idle units - Incentivising Private Landlords and Owners

Pillar 1 – Government-Led New Construction (Affordable and Supported Housing)

Government, primarily through BHC and BLMC, will lead the delivery of new affordable and supported homes, focusing on low-income households and households experiencing the greatest housing need that the private market will not serve. This includes large-scale projects on BHC and BLMC sites using modular, precast, hybrid, and mid-rise construction to deliver 950–1,350 affordable and attainable units by 2035.

Pillar 2 – Rehabilitation of Derelict Stock (Supply for the Wider Market)

The Strategy will restore 150–200 derelict units through grants and loans, and if necessary through compulsory rehabilitation powers and a Land Bank model. While some of these homes will contribute directly to affordable housing, many will re-enter the attainable and market-rate segments, increasing overall supply and supporting normal market forces by adding renovated units back into circulation.

Pillar 3 – Unlocking Idle Units (Incentivising Private Landlords and Owners)

The Strategy aims to return 250–300 habitable but idle homes to the long-term rental market through incentives such as a Landlord Guarantee Programme, landlord–tenant reform, vacancy measures, and short-term rental regulation. These units will primarily expand the attainable and market-rate rental stock, easing pressure on working households and allowing private investors to participate in housing delivery under a clearer, more predictable framework.

Together, these three pillars ensure that Government directly tackles the affordable housing crisis, while rehabilitation and unlocking of existing stock support and amplify private-sector activity across the attainable, market-rate, and high-end segments, strengthening the entire housing system rather than treating each part in isolation.

The housing system requires coordinated action across four market segments:

CATEGORY	% OF HOUSING	ANNUAL TARGET	TEN - YEAR TARGET	DELIVERY AGENTS	TYPICAL INCOME BAND
Affordable (public / subsidised)	15	47–67	473–675	BHC, BLMC, Government, NGOs	≤80% median income
Attainable	15	47–67	473–675	PPPs, inclusionary zoning, shared equity	80–120% median income
Market-rate and High-end	70	221–270	2,206–3,150	Developers / Private capital	>120% median income / Luxury
Total	100	315–404	3,152–4,500	Mixed delivery	All tenures

Pillar 1: Government-Led New Construction (Affordable and Supported Housing)

Bermuda's ten-year housing delivery programme is structured across three implementation phases, combining new construction, rehabilitation, and redevelopment on both government-owned and strategic private lands. The sequencing of projects reflects site readiness, planning constraints, and construction capacity, while maintaining alignment with affordability targets and geographic balance across parishes.

The Phased Housing Delivery Programme (2025–2035), based on the development of a range of BHC and BLMC sites, would invest an average of approximately $41.85 million per year to deliver around 974 units at an estimated cost of $418.5 million over ten years.

PHASE	TIMELINE	APPROX. UNITS	ESTIMATED COST (BMD M)	FOCUS
Phase I	2025–2028	310	110	Emergency and early build
Phase II	2029–2031	294	170	Redevelopment and refurbishment
Phase III	2032–2035	370	138.5	Regeneration and community-led housing
Total (Est.)	**2025–2035**	**974**	**418.5**	**Full programme implementation**

Cost estimates contained within this Strategy represent indicative planning assumptions based on information available during preparation. As individual projects are developed, market conditions, construction costs, delivery programmes, lifecycle costs and industry capacity will be reviewed and validated to support informed decision-making, effective project delivery and value for money.

Affordable housing unit composition

TOTAL UNITS	1-BED (50%)	2-BED (30%)	3+ BED (20%)
1,350	675	405	270

Smaller units dominate to serve single-person and senior households, while mid-sized homes address family demand.

Phase I (2025–2028): Emergency and early delivery projects

The first phase focuses on rapidly increasing housing availability through continued building on progress being made on the current housing programme (2025–2026).

The 2025–2026 fiscal cycle represents the first phase of delivery within Bermuda's ten-year affordable and attainable housing strategy. Projects underway through the BHC, public-private partnerships, and community organizations account for approximately 50 units, forming the backbone of Phase I (2025–2026) delivery under the Affordable and Attainable Housing Projections model. These projects are geographically distributed to balance access and stimulate local economies, emphasizing smaller, modular, and mid-density schemes that can be delivered rapidly.

PROJECT	PARISH / LOCATION	UNIT MIX	TOTAL UNITS	STATUS	EXPECTED COMPLETION
Harmony Terrace East	Paget	6 Studios, 6 1-Bed	12	99% Complete	2025 Q1
Chelsea Apartments	St. George's	3 2-Bed, 2 3-Bed	5	Under Construction	2025 Q2
Battery Road Phase 2	St. David's	6 Studios, 2 1-Bed, 4 2-Bed	12	Under Construction	2025 Q3
Harmony Terrace West	Paget	16 Studios	16	Design	2025 Q4
Middletown Road	Pembroke	4 2-Bed	4	Tendering	2025 Q4
Cottage Hill Apt 2	Hamilton Parish	1 2-Bed	1	Complete	2025 Q1
			50		

Total Confirmed (2025–2026): 50 units (Phase I baseline delivery).

Phase 1 is continued through the construction of emergency modular developments, refurbishment of existing BHC stock, and early mixed-use projects on serviced land. These initiatives provide immediate relief while establishing systems and capacity for long-term delivery.

Key sites include Boaz Island (Sandys), delivering capsule-style emergency housing for immediate occupancy by individuals and households experiencing the greatest housing need. Dr. Cann Park (West) will provide 110 units of senior housing, while Victoria Place and Albert Row (Sandys) provide affordable apartments under precast construction. Additional early-phase developments such as 13 Ewing Street (Hamilton), and Harbour View (St. David's) combine affordable ownership and rental opportunities with innovative modular and mid-rise apartment formats. Collectively, Phase I will deliver approximately 310 units.

Phase I (2026–2028) continued: Emergency and Early Delivery. The units below are in addition to the housing currently being built under the current BHC housing program 2025-2026.

SITE / PARISH	PURPOSE	LEAD AGENCY	HOUSING TYPE	ESTIMATED UNITS
Boaz Island, Sandys	Emergency housing	BLMC	Capsule (Pilot)	9
Victoria Place, Cochrane Road, Sandys	Affordable housing	BLMC	Precast concrete (3 storey apartment bldg.)	36
Albert Row, Sandys	Affordable housing	BLMC	Precast apartment (2 storey)	24
Tommy Fox Road (the field)	Affordable housing	BLMC	Precast	24
Dr. Cann Park (West), Morgan's Point	Senior housing	BHC	Precast	110
Dr. Cann Park (East), Morgan's Point	Affordable housing	BHC / MPWE	Capsule	TBD
13 Ewing Street, Hamilton	Affordable housing	BHC / BEDC	Modular stack mid-rise apartment	28
Harbour View, St. David's	Affordable ownership	BHC	Modular mid-rise apartment	36
Channel House	Seniors' housing	BHC / BLMC	Refurbishment	30-50 rooms

Phase II (2029–2031): Redevelopment and institutional expansion

The second phase expands housing delivery through larger, mixed-tenure redevelopment projects and strategic use of institutional and brownfield sites. Tudor Hill (Southampton) and Morgan's Point (South Rockaway) will support mixed detached and townhouse-style developments.

Refurbishment and adaptive reuse projects will also advance in this phase, including Loughlands (Paget), Wantley (Hamilton), and Leopard's Club (Cedar Avenue), all aimed at revitalising existing buildings and underutilised properties. These projects will demonstrate how affordable housing can be integrated into established communities while preserving heritage assets.

Combined, Phase II is expected to deliver approximately 294 units, focusing on medium-density redevelopment and the restoration of listed buildings and community-significant sites.

Phase II (2029–2031): Redevelopment and community development

SITE / PARISH	PURPOSE	LEAD AGENCY	HOUSING TYPE	ESTIMATED UNITS
Ocean View, Warwick	Affordable housing	BHC	Precast concrete. Mixed detached and town houses	80
Tudor Hill, Southampton	Affordable housing	BLMC	Precast concrete - Mixed detached and town houses	80
Maria Hill, Sandys	Affordable housing	BLMC	Precast concrete - Mixed detached and town houses	78
Morgan's Point (South Rockaway), Southampton	Affordable housing	BLMC	Precast concrete - Mixed detached and town houses	25
Loughlands, Paget	Affordable housing	BHC	Precast condominium	9
Wantley, Princess Street, Hamilton	Affordable housing	BEDC	Refurbishment (Condominium)	6
Leopard's Club, Cedar Avenue, Hamilton	Affordable housing	BHC / BEDC	Modular Stack dormitory-style apartments	16
Teucer House	Affordable housing	BHC	Refurbishment	TBD
Cross Island	Attainable housing – first time buyers		TBD	TBD

Phase III: Long-term pipeline and regeneration

The third phase brings forward the balance of the affordable housing target through new construction, community-led regeneration, and adaptive reuse.

Priority sites in this phase are concentrated in the eastern parishes, including Burrows Hill (West and East), Westcott Road (West and East), The Sink Road, Tommy Fox Road, Arcadia, Slippery Hill, and several historic properties in St. George's such as Sparks Cottage, Northlands, Woolwich Cottage, and Victoria Cottage.

These developments will focus on affordable ownership and rental housing using a mix of precast concrete, modular concrete and traditional construction, depending on heritage, logistical and zoning conditions.

Phase III represents the full consolidation of Bermuda's affordable housing framework, embedding sustainable construction standards and expanding the housing supply by an estimated 370 units.

Phase III (2032–2035): Long-term pipeline

SITE / PARISH	PURPOSE	LEAD AGENCY	HOUSING TYPE	ESTIMATED UNITS
Burrows Hill (West), St. David's	Affordable housing	BLMC	Precast townhomes	60
Burrows Hill (East), St. David's	Affordable housing	BLMC	Precast townhomes	42
Westcott Road (West), St. David's	Affordable housing	BLMC	Precast townhomes	50
Westcott Road (East), St. David's	Affordable housing	BLMC	Precast townhomes	35
The Sink Road (West), St. David's	Affordable housing	BLMC	Precast townhomes	24
The Sink Road (East), St. David's	Affordable housing	BLMC	Precast townhomes	17
Old Hospital Site, Tommy Fox Road	Affordable housing	BLMC	Precast townhomes	50
So Far Lane	Affordable housing	BLMC	Precast townhomes	8
Arcadia, Slippery Hill, St. George's	Affordable housing	BHC / BEDC	Traditional townhouse	8
Barrack Street, St. George's	Affordable housing	BHC / BEDC	Traditional townhome	12
Sparks Cottage, St. George's	Affordable housing	BHC / BEDC	Traditional town home	56
Northlands, St. George's	Affordable housing	BHC / BEDC	Traditional town home	4
Woolwich Cottages, St. George's	Affordable housing	BHC / BEDC	Refurbishment	2
Victoria Cottage, St Georges	Affordable housing	BHC / BEDC	Refurbishment	2

Overall programme outlook

Across all three phases, the programme is projected to deliver between 950 and 1,350 affordable housing units over a 10-year period to 2035, supported by complementary rehabilitation and vacancy activation initiatives. Modern methods of construction, including modular, precast, volumetric, panelised, and hybrid systems will be considered where they demonstrate value for money, resilience, quality, sustainability and compliance with Bermuda's planning and building requirements. Public–private and community partnerships will support efficient programme delivery and encourage broad participation.

Pillar 2 – Rehabilitation of Derelict Stock

The Strategy will aim to restore 150–200 derelict units through grants, loans, compulsory rehabilitation powers, and a Land Bank model. While some of these homes will contribute directly to affordable housing, many will re-enter the attainable and market-rate segments, increasing overall supply and supporting normal market forces by adding, renovated units back into circulation. Bermuda faces a growing challenge of housing units that have fallen into disrepair or remain vacant due to ownership disputes, high rehabilitation costs, or structural deterioration.

Many of these properties are concentrated in mature neighbourhoods where aging infrastructure, limited maintenance capacity, and unresolved title issues have removed once-viable homes from the market. In 2025, there were 214 properties registered with the Department of Land Valuation as uninhabitable (residential) and unusable (commercial). The Ministry of Youth, Social Development and Seniors (MYSDS) and the Department of Planning conducted a visual survey to rate the condition of these uninhabitable and unusable properties, the results of which indicated that just over half of these properties (112) appeared to need only limited to minor repairs.

Bringing these properties back into productive use represents one of the most cost-effective and sustainable ways to expand Bermuda's housing supply. Rehabilitation can often deliver new or improved housing faster and at lower cost than new construction, while also restoring neighbourhood vitality and preserving Bermuda's architectural heritage.

Strategic Context

Existing legislation, such as the Amenities (Control of Ruinous Structures) Act 1950 and the Public Health Act 1949, provides limited authority to order demolition but no powers for rehabilitation or adaptive reuse. Similarly, the Acquisition of Land Act 1970 was originally written to facilitate infrastructure and utilities projects, not community renewal. As a result, the current framework does not adequately support modern housing regeneration goals. Reforming this legal foundation is therefore essential to unlocking Bermuda's dormant housing assets and preventing further urban decline.

The proposed legislative reforms would expand the definition of "public purpose" to include housing and urban regeneration, enabling the acquisition, rehabilitation, or repurposing of derelict and abandoned properties for community benefit. These measures would complement the broader objectives of the Affordable Housing Strategy by restoring housing units, revitalising neighbourhoods, and strengthening public confidence in the built environment.

In addition, the BEDC indicates that many of derelict properties are located with Bermuda's four EEZs which offer various financial and economic benefits.

Strategic Actions

To address these challenges and return neglected properties to active use, the Strategy proposes a combination of policy, financial, and legislative actions:

Repair-to-Rent Programme

Provide grants or low-interest loans for renovations of uninhabitable properties, with agreements requiring landlords to offer affordable rents for a minimum period following rehabilitation.

The BHC's Private Sector Refurbishment Programme currently offers up to $125,000 in interest free funding to refurbish units and add them to the affordable rental inventory, to provide much needed housing for families on BHC's waiting list. Increased financing and a more targeted approach towards property owners of uninhabitable properties which require only minor repairs could help to increase the number of properties eligible for this programme. In addition, those owners with properties located within any of the four EEZs may be eligible for further financial benefits to rehabilitate their properties.

Vacant Property Activation

Expand the BHC's Private Sector Refurbishment Scheme to include tax incentives, material subsidies, and technical assistance for property owners who refurbish vacant units for the long-term rental market.

Compulsory Rehabilitation and Acquisition Powers

Introduce new statutory powers, through amendments to the Acquisition of Land Act 1970 and related laws, to allow the compulsory acquisition or rehabilitation of derelict dwellings where ownership is unclaimed or neglect is prolonged. These provisions would ensure fair compensation while returning idle properties to social use.

Title Resolution Tribunal

Establish a dedicated tribunal to fast-track resolution of ownership disputes, including probate and co-ownership conflicts that currently prevent many properties from being restored. The tribunal would have powers to mediate or issue binding rulings where necessary to break deadlock.

Land Bank Programme

Create a Land Bank mechanism or similar entity to manage government-acquired derelict properties. This would enable systematic rehabilitation, leasing, or disposal of properties for affordable and community housing purposes, ensuring transparency and accountability in reuse decisions.

Training and Employment Partnerships

Pair rehabilitation projects with training programmes through the BHC, the Bermuda College, and private contractors to create employment opportunities for Bermudians in construction, restoration, and building maintenance.

Fiscal and Market Incentives

Introduce redevelopment tax credits, vacancy taxes on long-term unused properties, and exemptions for refurbished units that meet affordable housing criteria. These incentives would encourage both private and community investment in housing renewal.

Housing Co-operative

A housing co-operative could be piloted by repurposing a derelict public property and transferring it via long-term lease or conditional conveyance to a resident-owned co-op. Under this model, future occupants would collectively own and democratically govern the co-operative, purchasing shares that grant them the right to occupy units while paying monthly fees to cover renovation financing, maintenance, and operating costs. Government support could include initial capital investment, technical assistance, and regulatory facilitation, reducing development risk while preserving long-term affordability through co-op bylaws that limit resale speculation.

Expected Outcomes

Through a coordinated approach that combines rehabilitation incentives, legal reform, and

community partnerships, Bermuda can restore between 150 and 200 derelict units by 2035. Beyond the numbers, this initiative will strengthen communities, preserve local heritage, and demonstrate the value of sustainable regeneration as a core pillar of the national housing strategy.

Pillar 3 – Unlocking Idle Units

The Strategy aims to return 250–300 habitable but idle homes to the long-term rental market through incentives, landlord–tenant reform, vacancy measures, and short-term rental regulation. These units will primarily expand the attainable and market-rate rental stock, easing pressure on working households and allowing private investors to participate in housing delivery under a clearer, more predictable framework.

While new construction remains essential, one of Bermuda's fastest and most sustainable opportunities to increase housing supply lies in reactivating homes that already exist but are not being used for long-term living. Many of these properties are habitable but stand idle, kept vacant for inheritance reasons, investment purposes, or diverted into the short-term tourism market. Additionally, as of 2024, BTA figures show approximately 370-400 verified short-term vacation rental units that could be suitable for rentals. Unlocking even a portion of these properties would significantly ease pressure on renters, reduce speculative vacancy, and make more efficient use of existing housing infrastructure. Restoring these homes to the long-term market complements rehabilitation efforts and helps stabilise rent levels without the cost and delay of new construction.

Strategic Context

The Landlord and Tenant Act 1974 does not adequately reflect modern practices or provide sufficient protection or incentives for long-term rental participation. Many owners prefer to keep properties vacant or lease them short-term rather than engage in uncertain long-term arrangements.

At the same time, data on the private rental market remains fragmented. The absence of a central registry makes it difficult to monitor rental supply, enforce housing standards, or measure vacancy trends. A modern, evidence-driven rental framework is essential to ensure that existing homes contribute fully to the national housing system.

By improving data collection, providing fiscal incentives, modernising landlord–tenant regulation, and introducing fair but firm vacancy measures, Bermuda can return an estimated 250 to 300 habitable homes to long-term residential use by 2035.

Strategic Actions

National Rental and Vacant Property Registry

Establish a digital registry for all rental and vacant properties to track supply, monitor vacancy rates, and improve transparency. This registry will record tenancy terms, rental ranges, and compliance with building and safety standards, enabling better policy planning and enforcement.

Approved Residential Scheme and Kickstart Programme

Support the Approved Residential Scheme (ARS) and Kickstart Programme which were launched in 2022 to incentivize investment in housing and stimulate economic growth in Bermuda's four Economic Empowerment Zones.

Incentives for Long-Term Leasing

Encourage owners to lease properties for residential use through rent guarantees, income tax relief, and maintenance grants. Priority incentives will target landlords who provide affordable rents or participate in government-backed rental assistance schemes.

A well-designed Landlord Guarantee Programme could help to expand the supply of rental

properties by incentivising landlords to 'unlock' their rental properties. The programme would reduce landlord risk by providing landlords with a guaranteed rent as well as tenant management support from BHC, and would ensure tenants are provided affordable, quality housing.

"Rent It Out" Public Campaign

Launch a national awareness campaign to encourage property owners to rent long-term rather than keep homes vacant or in short-term use. The campaign will highlight benefits such as guaranteed rent, simplified leasing, and the opportunity to support community housing stability.

Short-Term Rental Regulation and Licensing

Modernise the regulatory framework for vacation rentals by requiring registration, annual licensing, and compliance with safety and zoning standards. Introduce tiered licensing fees based on occupancy and reinvest a portion of revenues directly into the Affordable Housing Fund to support new development and rent assistance programmes.

Vacancy Taxation for Unused Serviced Dwellings

A modest but progressive vacancy tax applied to residential properties left unoccupied for extended periods, encouraging owners to return them to productive use while generating revenue for rehabilitation grants and affordable housing initiatives. Exemptions would remain only for clearly justified situations, such as active rebuilding, probate, verified hardship, or temporary relocations and could be strengthened to prevent misuse. As part of this reform, existing land-tax exemptions for uninhabitable or unusable properties could be removed or significantly tightened, ensuring owners cannot indefinitely avoid tax by allowing dwellings to deteriorate; instead, any relief would be linked to demonstrated repair efforts and time-limited assessments. This combined approach discourages speculative vacancy, supports bringing derelict homes back into the housing supply, and channels public revenue directly toward improving and expanding affordable housing options. Revenues from this measure will support rehabilitation grants and affordable housing initiatives, encouraging property owners to bring homes back into productive use.

Landlord–Tenant Reform and Dispute Resolution

Update the Landlord and Tenant Act 1974 to introduce clear rights and responsibilities, digital lease registration, and faster dispute resolution. A modernised system will build confidence among both landlords and tenants, encouraging greater participation in the long-term rental market.

Data Integration and Public Transparency

Link the rental registry, land valuation system, and taxation records to provide an integrated view of Bermuda's housing use. Annual summaries will be published as part of the Housing Dashboard and Housing Report Card, showing trends in vacancy, rental affordability, and compliance.

Expected Outcomes

By 2035, the combined effect of these measures, registry creation, incentive programmes, rental reform, and short-term rental regulation, is expected to return between 250 and 300 habitable units to the long-term rental market.

Beyond increasing supply, this initiative will:

- Improve fairness and stability in landlord–tenant relationships.
- Strengthen housing data and transparency.
- Encourage responsible ownership and investment.
- Reduce speculative vacancy and support affordability.

Together, these actions will ensure that Bermuda's existing housing stock aligns better with residents' needs, helping to stabilise rents, expand choice, and deliver immediate relief while longer-term construction projects scale up.

Financing and Incentive Framework

To support the sustained delivery of affordable housing, Bermuda will explore a range of financing, incentive and delivery mechanisms, including:

- Landlord Guarantee Programme.
- Affordable Housing Fund.
- Low-interest construction loans.
- Stamp duty and customs relief.
- Materials cost stabilization.
- Land-lease models.
- Shared equity programmes.
- Cooperative housing models.
- Inclusionary zoning.
- Public–private partnerships.

International models (Singapore, Jersey, Guernsey, Cayman) demonstrate the value of predictable, transparent financing systems.

Tax Relief Strategies

Potential tax relief strategies to encourage growth in the provision of housing could include the following:

- Fixing or further reducing specific tax rates in the ARV bands for designated low income housing units;
- Reducing land tax tied to the period of the lease, with greater relief offered for longer term leases that support housing stability;
- Designation of specific developments as projects of national importance which are eligible for payroll tax relief on qualifying employees engaged in the construction and delivery of these projects;
- Stamp duty relief could be provided on conveyances where the property is being purchased with a view to renovating it for lease as affordable housing, or the property is a lot of land on which affordable housing will be constructed; and stamp duty relief on leases that are designated as affordable housing.

These tax relief strategies would potentially impact the Land Tax Act 1967, the Land Valuation and Tax Act 1967, the Payroll Tax Act 1995, and the Stamp Duties Act 1976.

Public-Private Partnership (PPP)

Government recognises that increasing the supply of affordable and attainable housing cannot be achieved through public investment alone. Successful delivery of the Strategy will depend on creating a stable, transparent and commercially attractive investment environment that encourages sustained participation by developers, financial institutions, employers, institutional investors, landowners and community organisations.

Public-private partnerships (PPPs) will play a key role in delivering affordable housing by combining Government land, policy support and strategic investment with private sector capital, expertise, innovation and delivery capability. Through these partnerships, Government will seek to reduce development risk, improve regulatory certainty, facilitate access to finance and encourage investment in new housing, the refurbishment of existing properties and other innovative housing solutions.

PPPs may include partnerships between Government, developers, financial institutions, employers, institutional investors and community organisations to leverage shared resources, expertise and investment in support of affordable housing outcomes. Employer-assisted housing initiatives will be encouraged on a voluntary basis as a complement to broader Government housing policies, recognising the important role employers can play in supporting workforce housing while maintaining Government's leadership in delivering a coordinated housing strategy.

By fostering collaboration across the public, private and community sectors, PPPs will help accelerate housing delivery, improve affordability, maximise the use of public assets and support the long-term sustainability of Bermuda's housing system.

Institutional Reform

Responsibility for housing in Bermuda is currently distributed across several ministries and statutory bodies, including the Ministry of Housing and Municipalities, the Ministry of Public Works and Environment, the Ministry of Economy and Labour, the Ministry of Youth, Social Development and Seniors, the Ministry of Finance, and the Ministry of Home Affairs, as well as public agencies such as the BHC, the BHT, the BLMC and HOME. Each plays an important role in housing policy, land use, and delivery. However, this dispersion of functions across ministries and entities has resulted in fragmented planning, overlapping mandates, and inconsistent accountability.

To address these challenges, it is proposed that a Housing Authority be established by 2027 under the Minister responsible for Housing, supported by a dedicated Department of Housing. Together, these institutions will unify housing policy, finance, and delivery, ensuring strategic alignment and transparent oversight across all levels of government.

The Housing Authority will provide national leadership in housing policy and performance management. It will oversee strategy implementation, coordinate programmes across ministries and agencies, and report annually to the Minister responsible for Housing and to the Legislature.

The Department of Housing, serving as the Authority's operational arm, would manage delivery, reporting, and inter-ministerial coordination. As a permanent department, it would maintain continuity of housing operations and policy implementation through any future changes in ministerial structure.

Mandate of the Housing Authority

- Coordinate and align national housing programmes across ministries, statutory bodies, and development partners.
- Administer the Affordable Housing Fund and manage public–private partnership frameworks.
- Establish and enforce affordability, design, and sustainability standards.
- Maintain a centralised housing database and publish annual housing performance and accountability reports.
- Oversee shared-equity, rent-to-own, and first-time buyer programmes.
- Lead redevelopment and rehabilitation of derelict or underutilised sites to expand supply.
- Undertake housing market assessments, demand forecasting, and policy evaluations to guide long-term planning.
- Promote innovation through modular, hybrid, and co-living pilot initiatives.

Role of the Department of Housing

- Deliver and monitor housing programmes under the strategic direction of the Housing Authority.
- Consolidate housing data, evaluation, and reporting functions to strengthen transparency and accountability.
- Coordinate programme delivery with the Ministries of Housing and Municipalities, Public Works, Home Affairs, Economy and Labour, and other relevant entities.

- Collaborate closely with the BHC, BHT, HOME, BLMC, BEDC and UDA, and private and non-governmental developers on housing projects.
- Manage budgets, performance metrics, and compliance reporting.
- Provide administrative, technical, and analytical support to the Housing Authority and Minister.
- Ensure operational stability and institutional continuity through government transitions.

Governance and Reporting Structure

The Housing Authority would operate as a statutory body chaired by the Minister responsible for Housing. Its Board would include representatives from the Ministers responsible for Finance, Public Works, Economy and Labour, Youth, Social Development and Seniors, Housing and Municipalities, Home Affairs, and Land Management. It would also include representatives from the BHC, BHT, HOME, BEDC, BLMC, the municipalities, and key private and community-sector partners.

The Authority would be required to:

- Submit annual housing performance reports to the Minister and to the Legislature.
- Maintain a public housing data dashboard tracking delivery, rehabilitation, and affordability metrics.
- Commission independent audits of the Affordable Housing Fund and major delivery programmes to ensure transparency and accountability.

Legislative reform programme

It is proposed that Bermuda's housing legislation be modernised to accelerate development, strengthen tenant protections, and support a more coordinated housing system. The following legislative measures, to be advanced between 2027 and 2030, are intended to align existing laws with the objectives of the Affordable Housing Strategy and to establish the legal framework for the proposed Housing Authority.

LEGISLATION	AMENDMENT / ACTION	OBJECTIVE	LEAD OWNER
Bermuda Housing Act 1980	Integrate BHC with Housing Authority and PPP powers	Modern public delivery	Ministry of Housing and Municipalities
Landlord and Tenant Act 1974	Modernise security and dispute processes	Stabilise rental market	Ministry of Home Affairs
Condominium Act 1986	Enable shared-equity ownership and repair financing	Expand access	Ministry of Public Works and Environment
Acquisition of Land Act 1970	Permit compulsory acquisition of derelict properties	Reactivate idle stock	Ministry of Housing and Municipalities
Amenities (Control of Ruinous Structures) Act 1950	Extend compulsory rehabilitation powers	Improve neighbourhoods	Ministry of Public Works and Environment
Municipalities Act 1923	Authorise local affordable housing zones	Decentralise delivery	Ministry of Housing and Municipalities
Housing Authority Act (2027) (proposed)	Establish powers, funding, and reporting duties	Create unified institution	Ministry of Housing and Municipalities

Communications & engagement

Delivering the housing vision requires public trust, transparency, and continuous engagement. Communication will ensure Bermudian residents understand the strategy's goals, see visible progress, and participate in decision-making at every stage.

Objectives

- Build public confidence in government-led and PPP housing delivery.
- Promote awareness of new housing opportunities and eligibility criteria.
- Encourage private sector participation and community collaboration.
- Provide clear updates on timelines, site development, and impact metrics.

Key Actions

- Develop a public portal and dashboard showing projects in train, approvals, and affordability metrics.
- Publish quarterly Housing Bulletins summarising progress and milestones.
- Hold community engagement sessions in the early design stages of major site developments.
- Launch campaigns on home repairs, vacant property activation, and "Rent It Out."
- Coordinate media releases and case studies highlighting successful placements and partnerships.
- Ensure consistent messaging across ministries and agencies through a joint communications plan.

Outcomes

- Improved public understanding of programmes and pathways.
- Greater uptake of rehabilitation and rental schemes.
- Enhanced trust between government, private sector, and communities.
- Transparency in progress toward 2035 targets.

Housing Market Intelligence, Monitoring and Policy Evaluation

The Strategy aims to establish a comprehensive housing data and monitoring framework to improve the availability, quality, and use of housing information for evidence-based decision-making. Regular monitoring and evaluation of housing supply and demand, rental market conditions, affordability pressures, and programme performance will support a more responsive and accountable approach. This will ensure policy decisions are informed by reliable evidence, resources are directed to the most effective interventions, and progress towards the Strategy's housing targets through 2035 can be measured and achieved.

The Department of Housing will oversee implementation of the housing data and monitoring framework, establish delivery milestones, coordinate data collection across relevant stakeholders, publish annual housing dashboards and market reports, monitor housing supply, demand and affordability trends, improve public access to housing market information, and evaluate the effectiveness of housing policies to inform future decisions.

Key Performance Indicators (KPIs) establish the core performance measures used to monitor delivery, assess outcomes, improve market understanding, and maintain accountability throughout the implementation of the Strategy.

1. Housing Data and Monitoring Framework

Goal:
Establish a comprehensive housing data and monitoring framework to strengthen evidence-based decision-making, improve market transparency, and support effective housing policy delivery.

Performance Indicators:
- rental market conditions, trends, and pressures.
- housing supply and demand dynamics.
- affordability indicators linked to household incomes.
- housing availability and market conditions.
- property and rental market information to improve transparency.
- outcomes, effectiveness, and emerging impacts of housing policies and programmes.

Success Measures:
- annual housing dashboards and market reports published.
- reliable housing data collected and updated regularly.
- affordability, supply, demand, and rental market trends monitored over time.
- rental market conditions, affordability, supply and demand trends are monitored over time.
- housing policies and programmes are periodically evaluated, with findings used to refine initiatives and inform future decision-making.

2. Affordable Housing Units Delivered

Goal:
Deliver 94–134 affordable housing units annually.

Performance Indicator:
- Number of affordable housing units completed and occupied each year.

Success Measure:
- Progress is considered on track where a minimum of 95 affordable units are delivered annually.

3. Total Affordable Housing Units Delivered by 2035

Goal:
Deliver between 950 and 1,350 affordable housing units by 2035.

Performance Indicator:
- Cumulative number of affordable housing units completed and brought into service.

Success Measure:
- Progress is considered on track where delivery milestones are achieved, including approximately 300 units by 2028 and 600 units by 2031.

4. Affordable Housing Supply and Affordability Outcomes

Goal:
Increase the supply of housing that is affordable and attainable for Bermuda households, with affordability linked to household incomes.

Performance Indicators:

- Percentage of new housing units meeting established affordability and attainability standards.
- Number of households gaining access to housing that meets affordability thresholds.
- Monitoring of affordability indicators, including housing costs relative to household income.

Success Measure:

- Progress is considered on track where at least 30% of new housing units meet defined affordability and attainability criteria, and affordability indicators demonstrate improved access over time.

5. Derelict Units Rehabilitated

Goal:
Restore 150-200 formerly derelict residential units by 2035.

Performance Indicator:
Number of vacant or derelict units rehabilitated and returned to habitable use.

Success Measure:
Progress is considered on track where an average of 15-20 units are rehabilitated annually.

6. Bermuda Housing Corporation Waitlist Reduction

Goal:
Achieve a sustained year-on-year reduction in households awaiting affordable housing.

Performance Indicator:

- Number of households successfully transitioned from the waitlist into stable housing.

Success Measure:

- Progress is considered on track where the waitlist is reduced by approximately 8–12% annually, supported by increased housing supply, improved allocation processes, and targeted housing interventions.

ANNEX 1
COMPARATIVE HOUSING STRATEGIES

This annex reviews affordable housing strategies from small island jurisdictions and territories, drawing lessons relevant to Bermuda. These contexts share similar constraints, including limited land, high construction costs, reliance on external financing, and demographic pressures. The insights help shape Bermuda's approach to expanding, rehabilitating, and unlocking housing stock.

All-Island Strategy for Affordable Housing (Ireland, 2002–2020)

Summary of Recommendations

- Introduced zoning and planning reforms to accelerate affordable housing.
- Established affordability criteria linked to income bands.
- Created financing support through subsidies and shared equity models.
- Encouraged regeneration of derelict sites and brownfield land.

Lessons for Bermuda

- Bermuda should formalise affordability definitions (e.g. rent-to-income ratios).
- Expand shared equity and rent-to-own pathways.
- Prioritise redevelopment of underused and probate-locked properties.

Guernsey Housing Plan (2023)

Summary of Recommendations

- Targets 3,000 new homes by 2040 with emphasis on affordable supply.
- Introduces fast-track approval processes for priority housing.
- Focus on 1–2 bedroom units for aging population and young workers.
- Public reporting of housing delivery progress via annual dashboards.

Lessons for Bermuda

- Bermuda should adopt fast-track approval mechanisms.
- Set clear, measurable unit delivery targets with annual reporting.
- Prioritise smaller units aligned with demand.

Barbados National Housing Policy (2021)

Summary of Recommendations

- Emphasis on climate-resilient housing with hurricane-proof designs.
- Public-private partnerships with land release from government.
- Promotion of cooperative housing and incremental ownership schemes.

Lessons for Bermuda

- Integrate resilience into all new housing codes in Bermuda.
- Consider cooperative housing to expand options for low-income households.

Cayman Islands National Development Plan – Housing Chapter (2017)

Summary of Recommendations

- Severe housing pressures from population growth and expatriate demand.
- Promotes vertical and higher-density development in urban areas.
- Calls for dormitory housing for essential workers in tourism and health sectors.

Lessons for Bermuda

- Bermuda should expand vertical development in Hamilton and town centres.
- Essential worker dormitories (nurses, police, tourism staff) must be integrated.

Jersey Housing Strategy (2016–2026)

Summary of Recommendations

- Introduced residential tenancy law modernisation.
- Expanded affordable rental programmes and social landlord role.
- Set out land release programmes for affordable housing development.

Lessons for Bermuda

- Modernise Bermuda's Landlord and Tenant Act for balance and efficiency.
- Expand BHC's role as social landlord with incentives for private landlords.

Isle of Man Strategic Plan – Housing Chapter (2016)

Summary of Recommendations

- Emphasis on planning reform and faster approvals.
- Address mismatch between unit sizes and demographic needs.
- Support housing for seniors and those with disabilities.

Lessons for Bermuda

- Bermuda must streamline permitting processes.
- Increase supply of 1–2 bedroom and senior-friendly units.

Singapore Housing Development Board (HDB) Model

Summary of Recommendations

- State-led development of high-density, affordable flats across income bands.
- Mass use of prefabricated construction methods to reduce cost and time.
- Integrated financing through mortgages, subsidies, and savings schemes.

Lessons for Bermuda

- While not fully replicable, Bermuda can adapt elements of Singapore's approach.
- Use modular and prefabricated methods as standard practice.
- Develop integrated financing support in partnership with banks.

Comparative Overview Table

JURISDICTION / STUDY	STRATEGIC TARGETS	POLICY TOOLS & PROGRAMMES	KEY LESSONS FOR BERMUDA
Ireland – All-Island Strategy	33,000 homes/year	Public land release, cost-rental model, shared equity	Cost-rental model could inspire Bermuda's mid-market solutions
Guernsey – Housing Plan 2023	1,500 units in 10 years	Zoning reform, states-owned land release	Proactive zoning and land mobilisation accelerate delivery
Barbados – National Housing Policy	1,000 affordable homes 2022–2027	Subsidised land, duty relief on materials	Duty relief and subsidies effective in small island context
Cayman Islands – Housing Plan	Expand affordable ownership	Low-interest loans, shared equity	Shared equity reduces entry barriers
Jersey – Housing Strategy	Supply-demand balance	Inclusionary zoning, affordable quotas	Inclusionary zoning ensures mixed-income communities
Isle of Man – Housing Strategy	Targeted new supply	Rental supports, planning incentives	Performance indicators critical for tracking progress
Singapore – HDB Model	Nationwide high-density housing	Prefab methods, integrated financing	Modular and prefabricated methods reduce costs

Summary of Cross-Cutting Lessons

Across all jurisdictions, several common lessons stand out:

- Government must play an enabling role by unlocking land, reforming regulation, and setting clear unit targets.
- Private sector participation is critical for meeting supply targets, especially in mid-market categories.
- Duty relief, subsidies, and shared equity models are widely used to improve affordability.
- Modular and prefabricated housing is increasingly adopted for speed and cost control.
- Strong governance, data transparency, and public reporting underpin accountability and success.

For Bermuda, these lessons reinforce the importance of balancing new construction with rehabilitation and unlocking idle stock, while setting pragmatic targets and diversifying delivery mechanisms.

ANNEX 2
STAKEHOLDERS

Government Ministries & Agencies

- Ministry of Housing and Municipalities – overall lead for housing policy, planning, and delivery
- Bermuda Housing Corporation (BHC) – public housing construction and management
- Bermuda Land Management Corporation (BLMC) – land allocation and development
- Ministry of Public Works and Environment – government landlord and estate management, infrastructure, and environmental compliance
- Ministry of Youth, Social Development & Seniors – homelessness, seniors' housing and social services
- Ministry of Finance – budget, subsidies, and financing frameworks
- Ministry of Health – medical and assisted living housing needs
- Ministry of Tourism and Transport, Culture & Sport – hotel and tourism workforce housing
- Department of Planning – zoning, permitting, and land use management
- Department of Statistics – census and demographic data
- Department of Consumer Affairs – tenant and landlord protections, rental standards
- Department of Land Valuation – property assessments and valuation
- Land Title Registry – ownership records and title clarification
- Bermuda Economic Development Corporation (BEDC) – small developer financing, incentives, and the Urban Development Agency (UDA) supporting regeneration and small-scale developments in urban areas
- Bermuda Police Service – essential worker housing
- Bermuda Hospitals Board (BHB) – transitional and supported housing for patients, staff accommodation
- Municipalities (City of Hamilton, Town of St. George's) – urban housing developments
- Parish Councils

Private Sector Partners and Agencies

- Bermuda Chamber of Commerce – Real Estate Division and Construction Division
- Bermuda Business Development Agency (BBDA)
- Private developers and construction firms – delivery of mid-to large-scale housing developments
- Real estate agencies – rental market data, housing placement, and market engagement
- Local banks and credit institutions – mortgage products, shared equity schemes, rental guarantees
- Hotel and tourism sector employers – dormitories and staff housing for tourism workforce
- Bermuda Hotel Association
- International business employers and associations – accommodation support for workers and potential public-private partnerships
- Association of Bermuda International Companies (ABIC)
- Association of Bermuda Insurers and Reinsurers (ABIR)
- Construction suppliers and importers – materials supply chains, modular construction options
- Construction Association of Bermuda
- Institute of Bermuda Architects

Non-Governmental & Community Organisations

- Bermuda Housing Trust – seniors' housing and affordable rental support
- Age Concern
- Centre Against Abuse
- Human Rights Commission
- Women's Resource Centre
- Bermuda Is Love
- Bermuda Environmental Sustainability Taskforce
- Bermuda Audubon Society
- Bermuda National Trust
- HOME – homelessness advocacy, transitional housing and support services
- Homelessness charities and shelters – transitional housing support and service delivery
- Faith-based organisations – community housing support and social services
- Non-profits serving youth aging out of care, ex-offenders, and persons with disabilities – targeted housing programmes
- Community action groups and residents' associations – engagement, feedback, and project acceptance

International & Technical Partners

- Caribbean Development Bank (CDB) – potential financing for housing schemes
- Commonwealth Secretariat and UN-Habitat – technical advice and best practices
- Regional modular housing suppliers – prefabricated housing solutions tailored for island environments
- UK Foreign, Commonwealth and Development Office (FCDO) – potential funding and technical support for Bermuda via Governor's Office as conduit for accessing UKOT-specific grants and housing resilience programmes
- UK Infrastructure Bank / other development finance institutions – possible financing for affordable and climate-resilient housing

ANNEX 3
LEGISLATION SUMMARY

Bermuda Housing Act 1980

The Bermuda Housing Act 1980 establishes the Bermuda Housing Corporation (BHC) as the primary statutory body responsible for delivering and managing public and affordable housing across the island. The Act empowers BHC to acquire, develop, lease, repair, and dispose of residential properties; provide loans for home purchase or improvement; and support community development related to housing estates. It also authorizes BHC to oversee housing associations, enforce minimum housing standards, and borrow funds (up to a statutory limit) for housing initiatives with ministerial approval. The BHC operates under the direction of a government-appointed board and is accountable through annual reporting and financial oversight. Collectively, the Act provides a comprehensive legal framework to support Bermuda's housing policy objectives, with tools to address supply, quality, and affordability challenges across the housing continuum.

Development and Planning Act 1974

The Development and Planning Act 1974 provides the statutory framework for managing land use and regulating residential development in Bermuda. Under the Act, planning permission is required for constructing or materially altering dwelling units—defined as self contained housing with cooking, living space, bathroom, and private outdoor access—ensuring that new housing complies with the island's Development and Local Plans, which designate zones and allowable densities. The Act empowers the Minister responsible for Planning, the Development Applications Board, the Director of Planning, and, where delegated, municipal authorities to evaluate applications, enforce planning conditions, and carry out subdivision control. Notably, the legislation enables designation of land for housing provision, conditional approval or refusal of housing schemes, and compensation mechanisms for planning decisions that affect property values. Additionally, amendments in recent years have strengthened enforcement powers, provided discretion for retroactive approval of unauthorized housing developments, and streamlined processing timelines. This ensures that housing projects align with sustainable land use policies, zoning standards, and community development goals while protecting environmental constraints and residential amenity.

Landlord and Tenant Act 1974

The Landlord and Tenant Act 1974, applicable to residential properties with an Annual Rental Value exceeding BMD $22,800, governs all tenancy arrangements not covered by rent-controlled legislation. It prescribes implied terms in short term (under three-year) tenancy agreements—most notably, landlord obligations to maintain the structure and exterior, and tenant duties not to damage or misuse the property. The Act outlines procedural protections and termination rights: landlords can serve a valid Notice to Quit (typically with one month's notice) for breaches such as non-payment, damage, bankruptcy, or nuisance, and tenants have the right to contest eviction proceedings if the notice is deemed invalid or "oppressive." Rent reset terms are freely negotiable, but both parties must observe requirements like written notice for inspections (minimum 24 hours) and prohibition against lock changes without proper notice. In cases of rental dispute or arrears, landlords may seek recovery through the courts. This legislation ensures a balanced contractual framework for housing tenure in Bermuda's private rental market above the rent-control threshold, while still providing foundational tenant protections.

Condominium Act 1986

The Condominium Act 1986 and Regulations govern the legal framework for condominium developments in Bermuda, treating each unit as a separate parcel of real property while preserving shared interest in common elements. Under the Act, owners hold freehold (or leasehold) title to individual units and collectively share ownership and responsibility for common areas via a

condominium association. This legislation establishes the legal basis for forming condominium corporations, mandates registration with the Registrar of Companies, and requires bylaws and rules governing management, maintenance, and dispute resolution among unit owners. The Act supports housing delivery by enabling higher-density residential ownership, diversifying tenure options beyond traditional houses, and facilitating eligible leasing and transfer of condominium units under immigration regulations. It also lays the groundwork for annual condominium fees, board governance structures, and unit resale approval processes to protect property quality and owner rights.

Bermuda Economic Development Corporation Act 1980

Establishes the Bermuda Economic Development Corporation (BEDC), responsible for supporting small businesses, contractors, and economic development. The Act designates Economic Empowerment Zones (EEZs) in Hamilton, St. George's, and Somerset, providing incentives, financing support, and regulatory flexibility to stimulate investment. These powers can be expanded to include targeted housing delivery, small contractor development, and affordable housing partnerships.

Bermuda Land Management Corporation (BLMC) Act 1982

Provides for the management of public lands and assets, enabling the use of government-owned land for housing, community, and economic development.

Amenities (Control of Ruinous Structures) Act 1950

Empowers authorities to compel owners to repair or demolish unsafe or derelict buildings. Directly applicable to reactivating vacant or ruinous housing stock, particularly in urban areas.

Acquisition of Land Act 1970

Provides the framework for compulsory purchase of land for public purposes, including affordable housing schemes, with provisions for fair compensation.

Municipalities Act 1923

Grants municipal authorities' powers to regulate planning, zoning, and land use within Hamilton and St. George's, relevant to urban housing delivery.

Land Valuation and Tax Act 1967

Establishes the legal framework for valuing land and buildings and for imposing land tax based on those valuations. It requires properties to be assessed according to their estimated Annual Rental Value (ARV), provides for the preparation and publication of official valuation lists, sets out procedures for objections and appeals by property owners, and it authorises the Government to levy and collect land tax at rates set by the Minister of Finance. It creates a structured, transparent system for assessing property values and generating public revenue through land taxation.

Rent Increases (Domestic Premises) Control Act 1978

Regulates rent increases for certain residential properties by restricting the amount and frequency of rent increases that landlords may impose, particularly on older or controlled units. It establishes procedures requiring notice of proposed increases, provides for oversight and determination by the Rent Commissioner or Tribunal where disputes arise, and sets penalties for non-compliance. It protects tenants from excessive or arbitrary rent increases while allowing landlords to obtain reasonable returns within a regulated framework.

Vacation Rentals Act 2018

Regulates the short-term rental of private residential properties to visitors by requiring property owners to obtain registration or certification before offering accommodations for vacation rental use. The Act sets standards relating to health, safety, insurance, and compliance with planning and tourism requirements, empowers authorities to inspect properties and enforce compliance, and establishes penalties for operating without approval. It formalises and oversees the vacation rental sector, supports tourism, and ensures that short-term accommodations meet minimum regulatory standards.

ANNEX 4
DEMOGRAPHIC TABLES

Total Population Trends (1991–2035)

Population change is a primary determinant of housing need. Shifts in size, household formation and age composition influence both the volume and type of dwellings required. This section traces Bermuda's population from 1991 through 2035 and provides the analytical base for all subsequent household and affordability projections.

Between 1991 and 2010, Bermuda experienced steady population growth, peaking around 2010. From 2010 to 2016 population levels declined slightly due to out-migration, lower birth rates and demographic aging. Between 2016 and 2025 the population has stabilised near 63,500. Looking ahead, a gradual decline toward 61,800 by 2035 is projected, reflecting negative natural increase (more deaths than births) and minimal net migration.

Population Data Table (1991–2035)

YEAR	POPULATION	SERIES TYPE	SOURCE
1991	58 460	Actual (Census)	Census 1991
2000	62 059	Actual (Census)	Census 2000
2010	64 237	Actual (Census)	Census 2010 (Revised)
2016	63 917	Actual (Census)	Census 2016
2022	63 542	Estimate	Bermuda Digest of Statistics 2024
2023	63 356	Estimate	Bermuda Digest of Statistics 2024
2025	63 500	Estimate	Bermuda Digest of Statistics 2024
2030	63 200	Derived Projection	Extension from 2026 official series
2035	61 800	Derived Projection	Extrapolated using demographic rates

This forecast indicates a modest but steady contraction of Bermuda's total population through 2035. Declining natural increase is the principal driver, compounded by the outward migration of working-age residents. Despite the decline, total housing demand will continue to expand, as aging and smaller household formation sustain new unit requirements.

Source: *Bermuda Census 1991–2016; Population Projections 2016–2026; Bermuda Digest of Statistics 2024; Compilation Housing Data (25 Oct 2023).*

Senior population trends and implications (1991–2035)

Bermuda's demographic profile reflects broader patterns seen across small island and high-income microstates, where declining fertility, longer life expectancy, and sustained youth outmigration are driving rapid population aging. Like trends observed in Barbados, Malta, the Cayman Islands, and the Channel Islands, the percentage of older adults in Bermuda's population has risen sharply over recent decades.

The share of residents aged 65 and over increased from 9 percent in 1980 to 14 percent by 2010 and 25 percent by 2025. According to *Population Projections 2016–2026*, seniors will rise from 16.9 percent in 2016 to nearly 27 percent by 2035.

Senior Population (65+) – Share and Counts

YEAR	SHARE OF TOTAL (%)	SENIOR POPULATION	SOURCE
1991	11.2 %	6 550	Census 1991
2010	14.1 %	9 050	Census 2010 (Revised)
2016	16.9 %	10 800	Census 2016
2025	24.9 %	15 700	Population Projections 2016–2026
2030	26.0 %	16 500	Derived
2035	27.3 %	16 900	Derived

The number of seniors is projected to increase by approximately 6,000 between 2016 and 2035, intensifying demand for accessible housing, supported-living options, home retrofitting programmes, and opportunities for downsizing into smaller dwellings that can better accommodate evolving physical and supportive needs.

Source: *Population Projections 2016–2026; Census 2016; Bermuda Digest of Statistics 2024; Compilation Housing Data (25 Oct 2023).*

Youth Population (15–34) – Labour force and household formation outlook (1991–2035)

The size of the youth cohort (ages 15–34) is a leading indicator of first-time household formation, rental demand, and entry-level home-ownership potential. Tracking its long-term trajectory provides essential context for projecting future affordable housing needs.

The share of youth in Bermuda's population peaked near 30 percent in 1991 and has since declined steadily as fertility rates fell and outward migration continued. By 2035, the 15–34 age group is projected to comprise only 17–18 percent of residents, roughly half its early-1990s share.

Youth Population (15–34) – Share and Counts

YEAR	SHARE OF TOTAL (%)	YOUTH POPULATION	SOURCE
1991	30.2 %	17 640	Census 1991
2010	25.5 %	16 380	Census 2010 (Revised)
2016	22.4 %	14 300	Census 2016
2025	19.3 %	12 250	Population Projections 2016–2026
2030	18.2 %	11 500	Derived
2035	17.5 %	10 800	Derived

The continuing contraction of Bermuda's youth population will constrain labour-force growth and first-time-buyer demand. Affordability initiatives must therefore focus both on retaining younger adults and expanding entry-level housing supply.

Source: *Population Projections 2016–2026; Census 2016; Bermuda Digest 2024; Compilation Housing Data (25 Oct 2023).*

Middle-Aged Population (35–64) – Core Workforce and Move-Up Housing (1991–2035)

The 35–64 cohort represents the principal income-earning and home-owning segment of the population. Tracking this group helps forecast mid-market housing demand and potential downsizing behaviour in later years.

The middle-aged share increased through the 1990s and early 2000s, reflecting the aging of the large baby-boomer generation. This share stabilises after 2025 as boomers transition into senior categories.

Middle-Aged Population (35–64) – Share and Counts

YEAR	SHARE (%)	POPULATION (35–64)	SOURCE
1991	42.0 %	24 550	Census 1991
2010	44.3 %	28 470	Census 2010
2016	44.9 %	28 640	Census 2016
2025	42.5 %	27 000	Population Projections 2016–2026
2030	41.5 %	26 200	Derived
2035	41.0 %	25 300	Derived

While the absolute number of working-age adults will decline modestly, their share of home ownership remains dominant. Policy responses should encourage mobility within this group—such as incentives for downsizing to release larger dwellings back into the housing market.

Source: *Census 1991–2016; Population Projections 2016–2026; Digest 2024; Compilation Housing Data (25 Oct 2023).*

Average Household Size (1991–2035)

Average household size summarises long-term social and demographic change, influencing both the total number of dwellings required and the type of units demanded.

Household size in Bermuda has declined steadily, from 2.61 persons per household in 1991 to 2.26 in 2016 and is expected to fall further to an estimated 2.01 by 2035. This mirrors global small-island trends associated with aging, smaller families, and delayed marriage.

Average Household Size – Historic and Projected

YEAR	POPULATION	HOUSEHOLDS	AVERAGE HOUSEHOLD SIZE	SERIES TYPE	SOURCE
1991	58460	22430	2.61	Actual	Census 1991
2000	62059	25148	2.47	Actual	Census 2000
2010	64237	26923	2.39	Actual	Census 2010
2016	63917	28192	2.26	Actual	Census 2016
2022	63542	29160	2.18	Estimate	Estimate
2023	63356	29196	2.17	Estimate	Estimate (Dept. of Stats 2023) baseline
2026	63356	29740	2.13	Derived	Projection Extension
2030	63356	30450	2.08	Derived	Projection Extension
2035	63356	31540	2.01	Derived	Projection Extension

Note: Even with stable population, the trend toward smaller households continues to drive housing demand.

Source: *Census 1991–2016; Digest 2024; Compilation Housing Data (25 Oct 2023).*

Bermuda Housing Corporation (BHC) Portfolio and Wait-List (2025)

Stock Summary

INDICATOR	VALUE	SOURCE
Total BHC rental units	714	BHC Report, Aug 2025
Active rehabilitation projects	42	BHC Report, Aug 2025
New construction pipeline (2025–2027)	50 units	BHC Report, Aug 2025
Estimated demand (waitlist)	304 households / 748 individuals	BHC Wait-List Snapshot, Aug 2025

Wait-List by Unit Type

UNIT TYPE	HOUSEHOLDS	SHARE (%)	APPROX. INDIVIDUALS
Studio / 1-Bedroom	144	47	355
2-Bedroom	102	34	250
3+ Bedroom	58	19	143
Total	**304**	**100**	**748**

Wait-List by Priority

PRIORITY CATEGORY	HOUSEHOLDS	INDIVIDUALS	SHARE (%)
Critical	57	137	19
Urgent	98	238	32
Regular	149	373	49
Total	**304**	**748**	**100**

Analytical Note: Demand is concentrated in smaller unit types, with 81% requesting one- or two-bedroom dwellings. Nearly half of applicants fall into critical or urgent categories.

Homelessness and Transitional Housing (2025)

PROVIDER / CATEGORY	HOUSEHOLDS	INDIVIDUALS	SHARE (%)
BHC Permanent Tenants	714	1,850	65
BHC Wait-List (Unmet Need)	304	748	26
Salvation Army / Shelters	50	70	3
HOME Charity (At-Risk / Transitional)	60	160	6
Total Supported	**1,128**	**2,828**	**100**

Analytical Note: About 10% of those served remain in transitional or emergency housing. A coordinated strategy linking BHC, HOME, and Salvation Army data systems is recommended.

ANNEX 5
EMERGENCY MODULAR HOUSING PROGRAMME (2026–2027)

Summary

To meet urgent transitional housing needs on the Bermuda Housing Corporation (BHC) wait list, Bermuda will implement a pilot Emergency Modular Housing Programme between 2026 and 2027. This pilot will function as a bridge programme, providing immediate housing options while permanent housing developments progress.

The programme will be led and managed by the BHC, with responsibility for coordinating site preparation, unit installation, tenancy allocation, and service delivery.

The pilot will deploy a limited number of capsule units by the end of 2026 on Government-owned land with access to utilities and transportation. All units will meet Bermuda's safety, ventilation, and amenity standards and will be supported by wraparound services including case management, job-readiness programs, and health referrals. Tenancies will generally range from 6–18 months, with structured transitions to permanent housing.

This initiative will also test a range of modular housing types to determine which models are most suitable for Bermuda's climate, infrastructure, and service-delivery environment. Findings will guide future expansion if required.

Purpose

The Emergency Modular Housing Programme provides short-term, stabilising accommodation as a bridge while permanent housing capacity is expanded.

As the lead agency, the BHC will oversee all operational, technical, and service-delivery aspects of the programme.

The programme aims to:

- provide immediate safe and stable options for households in crisis;
- evaluate different modular housing models;
- ensure individuals and households experiencing the greatest housing need receive consistent support during housing transitions; and
- reduce pressure on emergency shelters.

Objectives

- Deploy capsule units by the end of 2026, under the leadership and operational management of BHC.
- Provide safe, secure transitional housing for priority groups.
- Integrate wraparound services coordinated through BHC and partner agencies.
- Maximise Government-owned land for efficient deployment.
- Ensure all units meet Bermuda Building Code and international standards.
- Generate evidence to guide potential expansion if additional bridge capacity is required.

Target Populations

- Single-parent and single-person households on BHC waitlist

Delivery Model

Phase 1 – Site Identification & Preparation (Q3–Q4 2025)

Lead: BHC
- Identify 2–3 pilot deployment sites
- Conduct feasibility and environmental checks
- Prepare sites (utilities, waste management, access adjustments)

Phase 2 – Unit Procurement & Installation (Q3 2025–Q4 2026)

Lead: BHC
- Procure a variety of modular unit models
- Install units in phased batches
- Equip each unit with sanitary, ventilation, and climate control systems

Phase 3 – Occupancy & Support Services (Q4 2025–Q4 2026)

Lead: BHC
- Manage allocations through BHC's centralised system
- Coordinate wraparound support with partner agencies
- Apply tenancy durations of 6–18 months with transition plans

Partnership Framework

- **Lead Agency: BHC**
- **Oversight and policy direction:** Ministry of Housing and Municipalities
- **Key Partners:**
  - Ministry of Youth, Social Development & Seniors
  - Department of Planning
  - BEDC
  - NGOs providing social services
- Financial Institutions: Procurement financing, rental guarantee schemes, insurance
- Utility Providers: Accelerated utility connections

Pilot Evaluation & Next Steps

Led by BHC, evaluation will consider:
- cost-effectiveness
- deployment speed
- durability and maintenance
- resident outcomes
- operational sustainability
- suitability for scaling island-wide

Depending on results, the programme may be expanded, adapted, or integrated more broadly into Bermuda's long-term housing delivery system.

ANNEX 6
ACTION ITEM LIST & OWNERSHIP

This annex outlines the detailed action items required to implement the Bermuda Affordable Housing Strategy 2025–2035. Each action has been assigned a clear owner, with the Ministry of Housing and Municipalities as the lead agency, supported by relevant government departments, statutory bodies, private sector partners, and NGOs.

A. Expand Housing Supply

ACTION ITEM	LEAD OWNER	SUPPORTING PARTNERS
Deliver 1000 new or rehabilitated units by 2035	Ministry of Housing & Municipalities	BHC, BLMC, BEDC, Private Developers, Chamber of Commerce (Construction Division)
Unlock land through BHC, BLMC, and underutilised government parcels and secure appropriate zoning designation	Ministry of Housing & Municipalities, BHC, BLMC	Ministry of Public Works and Environment
Continue to fast-track planning approvals and have designated Planner for affordable housing (new and change of use) projects	Department of Planning	Ministry of Housing & Municipalities
Continue to waive planning/ building permit fees for Government and BHC affordable housing projects	Ministry of Housing & Municipalities, Department of Planning	Ministry of Finance, BHC
Encourage modular and mid-scale developments	Ministry of Housing & Municipalities	Private Developers, BEDC
Require hotels and tourism projects to provide staff dormitories	Ministry of Tourism, Department of Planning	Ministry of Housing & Municipalities, Chamber of Commerce (Tourism Division)
Facilitate public–private partnerships and create a stable investment environment that encourages developers, financial institutions, employers, institutional investors and landowners to invest in affordable and attainable housing through improved regulatory certainty, access to finance, targeted incentives and collaborative delivery models.	Ministry of Housing and Municipalities	Ministry of Finance, Department of Planning, BHC, developers, financial institutions, employers, institutional investors, landowners

B. Rehabilitate and Unlock Existing Units

ACTION ITEM	LEAD OWNER	SUPPORTING PARTNERS
Launch Vacant Property Activation Grants and Repair-to-Rent scheme	BHC	BEDC, Ministry of Housing & Municipalities
Establish a National Rental & Vacant Property Registry	Department of Land Valuation	Ministry of Housing & Municipalities
Resolve title/probate disputes via mediation/legal aid	Ministry of Legal Affairs	Ministry of Housing & Municipalities
Enforce repair/removal of dangerous structures under the Amenities (Control of Ruinous Structures) Act 1950	Ministry of Public Works and Environment	Ministry of Housing & Municipalities
Public campaign 'Rent It Out' with landlord incentives	Ministry of Housing & Municipalities	Chamber of Commerce (Real Estate Division), NGOs, Parish Councils

C. Ensure Affordability and Accessibility

ACTION ITEM	LEAD OWNER	SUPPORTING PARTNERS
Expand rent subsidies and means-tested assistance	Ministry of Finance	Ministry of Housing & Municipalities
Expand pathways to home ownership and attainable housing for middle-income households through affordable mortgage products, shared equity schemes and first-time buyer programmes.	Ministry of Housing & Municipalities	Banks, BEDC
Develop policies and delivery models that ensure publicly supported affordable housing remains permanently affordable, including through community ownership, shared equity, cooperative housing and other long-term affordability mechanisms.	Ministry of Housing and Municipalities	Non-profit housing providers, financial institutions, community organisations
Introduce rent guarantee programmes	Ministry of Home Affairs	Private Landlords, Chamber of Commerce (Real Estate Division)
Encourage dormitory housing for essential workers (nurses, police, hotel staff)	Ministry of Housing and Municipalities	Ministry of Health, Ministry of National Security, Ministry of Tourism, Bermuda Hospitals Board

D. Strengthen Regulatory Frameworks

ACTION ITEM	LEAD OWNER	SUPPORTING PARTNERS
Amend the Landlord & Tenant Act 1974 to improve rental security	Ministry of Home Affairs, Legal Affairs	Ministry of Housing & Municipalities
Amend the Condominium Act 1986 to strengthen enforcement of condo fees	Ministry of Public Works and Environment, Ministry of Housing and Municipalities, Legal Affairs	Ministry of Housing & Municipalities, Condo Associations
Apply Acquisition of Land Act 1970 to unlock idle parcels	Ministry of Housing & Municipalities	Ministry of Finance, Ministry of Public Works and Environment
Review planning and development regulations to remove barriers to affordable housing, including density controls, minimum dwelling sizes, parking requirements, innovative housing design standards, development incentives and fast-track approvals	Department of Planning	Ministry of Housing and Municipalities, Ministry of Public Works and Environment, Institute of Bermuda Architects

E. Address Demographic-Specific Needs

ACTION ITEM	LEAD OWNER	SUPPORTING PARTNERS
Develop senior-accessible housing and assisted living facilities	Ministry of Housing & Municipalities, BHC	Bermuda Hospitals Board, Bermuda Housing Trust, Ministry of Health
Expand transitional/ supported housing for persons leaving prison, hospital, or care	Ministry of Housing & Municipalities, BHC	Ministry of Social Development & Seniors, Ministry of Health, Corrections, NGOs
Increase 1-BR units to meet demand (35–40% of mix)	Ministry of Housing & Municipalities, BHC	Private Developers

F. Promote Sustainability and Resilience

ACTION ITEM	LEAD OWNER	SUPPORTING PARTNERS
Advocate energy-efficient construction codes for all new builds	Department of Planning	Ministry of Housing & Municipalities, Utility Companies, Construction Association of Bermuda
Ensure energy efficient construction of all affordable new builds	BHC, BLMC, Department of Energy	Ministry of Housing & Municipalities, Department of Planning
Provide subsidies for retrofits (solar, water recycling, insulation)	Ministry of Finance	Ministry of Housing & Municipalities
Prioritise climate-resilient building methods	Department of Planning	Ministry of Housing & Municipalities, UN-Habitat, Construction Association of Bermuda

G. Governance, Data, and Community Engagement

ACTION ITEM	LEAD OWNER	SUPPORTING PARTNERS
Establish Housing Steering Committee for oversight	Ministry of Housing & Municipalities	BHC, BLMC, Chamber of Commerce, NGOs
Publish annual housing reports and dashboards	Department of Statistics / new Department of Housing	Ministry of Housing & Municipalities
Launch public education campaigns on housing rights and programmes	Ministry of Housing & Municipalities	NGOs, Media, Parish Councils
Capture key demographic data and trends in upcoming census, specifically regarding household sizes	Department of Statistics	Ministry of Housing & Municipalities
Develop toolkits for landlords and tenants	Ministry of Housing & Municipalities	Chamber of Commerce (Real Estate Division), NGOs

ANNEX 7
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GOVERNMENT OF BERMUDA

Ministry of Housing and Municipalities

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