



GLASGOW'S HOUSING STRATEGY





SUSTAINABLE COMMUNITIES, AFFORDABLE HOMES

2nd draft for consultation

Glasgow's Draft Housing Strategy 2017-2022

CONTENT

About this consultation

Introduction

- What is a housing strategy?
- Our housing strategy
- Housing needs and demand assessment

Housing in Glasgow

Glasgow's Housing Strategy

- Our vision and principles
- Strategic context
- Consultation

The Challenges

Our Strategic Priorities, Actions and Outcomes

- Increasing the supply and improving the quality of housing available to Glasgow's people.
 - Promote area regeneration and enable investment in new build housing
 - Manage, maintain and improve the existing housing stock
 - Raise management standards in the private rented sector
 - Tackle fuel poverty, energy inefficiency and climate change mitigation
- Improving access to appropriate housing for Glasgow's people
 - Improve access to housing across all tenures
 - Promote health and wellbeing

Delivering the Strategy

Monitoring and Evaluation

Outcomes

Glossary

About this consultation

This second consultation draft of Glasgow's Housing Strategy 2017-2022 refines and elaborates on issues following detailed feedback from the first consultation. Some parts remain largely unchanged while other parts have been significantly altered.

We have reduced the strategic priorities from ten to six following comments from the first consultation. The changes are summarised on pages six and seven. We have also made links to the previous strategy by splitting the strategic priorities into two themes covering housing supply and improving access. More details about the themes can be found on pages five and six. Welfare reform, because of its potential impact, is reflected throughout the document.

We recognise that the strategy is quite lengthy but we have tried to be as comprehensive as possible and explain why we have included some actions. We have also tried to include as many of the issues you have raised in your consultation feedback as possible. Some of these may be repeated in the Strategic Housing Investment Plan document. We do intend to produce a shorter, more accessible version of the strategy when we have a final version.

As part of this consultation, we are asking

- Do you agree with the text and actions we have included
- What issues we have missed or should include
- Any other general comments

We aim to produce a final version of the strategy and an action plan by the end of 2016.

Introduction

This document is the second draft of a new housing strategy for Glasgow 2017-2022 following some very helpful feedback on our first draft which focused on context and strategic priorities, rather than detailed proposals.

This strategy has been developed on the principle of co-production. This means that we have tried to encourage as many people and organisations as possible to participate in the development of the strategy through events, surveys and written consultation feedback. We want the strategy to be developed “**with and by**” stakeholders and active citizens.

We have taken your comments from the first consultation draft and used your feedback to shape this second draft of the strategy. The following reflects key issues which emerged, and which will now be incorporated:-

- We must do more in the strategy to reflect the strategic importance of pre 1919 tenemental stock.
- We need to emphasise the strategic agreements that the Council is developing with housing associations in the city and how this will help to deliver common and specific stakeholder objectives.
- There were too many strategic priorities and that the number of these could be reduced.
- Topic areas not commented on or developed enough included:
 - The digital agenda
 - the impact of student accommodation on communities close to higher learning institutions
 - community safety and antisocial behaviour
 - the acquisition of property strategy
 - partnership support for regeneration, open spaces, the environment
 - how we will address the needs of different types of vulnerable households (e.g. disability, asylum seekers and refugees)
- The importance of developing further expansion of mid-market renting
- We should say more about the outcomes from our housing needs and demand assessment

- Expansion of the section on Regeneration

You have also sought clarification on some specific statements and added helpful wording re the context to others

We would like to take the opportunity of thanking all of those stakeholders and individuals who participated for taking the time to make these comments. We have tried to incorporate them into this

document and we hope that what we have produced reflects your views more closely. We would also like to thank Glasgow Homelessness Network who organised a half day workshop with volunteers to give them an opportunity to comment on the strategy.

Our plan for the development of this document has been driven by our ambition for our partners to take ownership of the strategy and to help us deliver the actions in it. We are therefore asking partners to embrace the strategic direction, actions and outcomes.

What is a housing strategy?

The Local Housing Strategy (LHS) is a local authority's primary strategic document for housing in its geographic administrative area, in this case, the City of Glasgow. Local housing strategies are confined to these boundaries, however they can be influenced by wider strategic plans. In Glasgow's Housing Strategy, the housing supply targets are derived from the wider Clyde Plan. (Glasgow and Clyde Valley Strategic Development Planning Authority). The Housing (Scotland) Act 2001 places a statutory requirement on local authorities to produce a local housing strategy. The Act also states that the local housing strategy must be supported by an assessment of housing provision and related services and that it must be submitted to Scottish Ministers.

Glasgow's Housing Strategy sets out the issues for housing across all tenures in Glasgow and how the Council and its Partners will address these over the next 5 years (2017 to 2022).

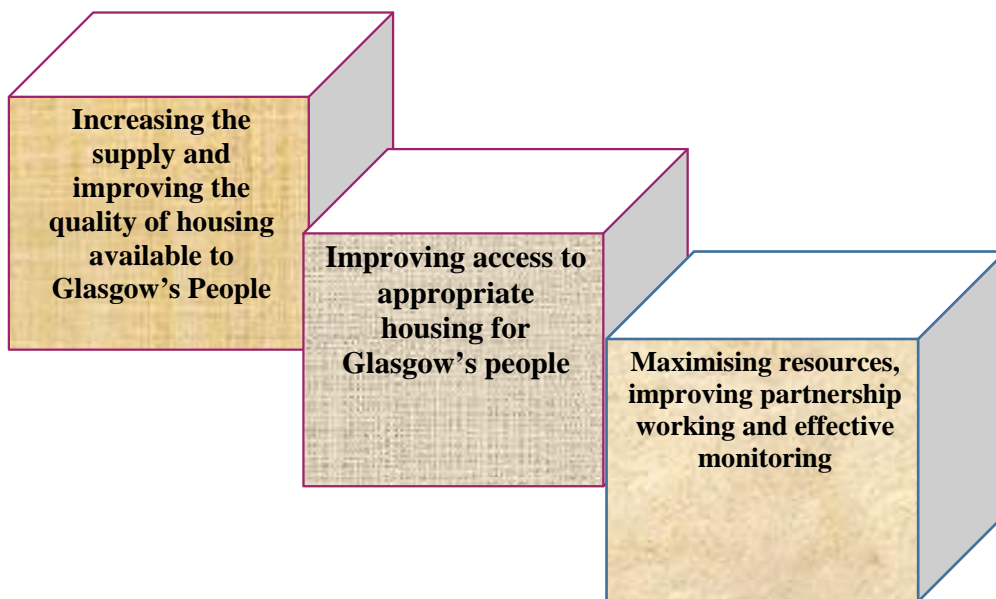
The strategy links to the Scottish Government's vision for housing detailed in their Housing Strategy [Homes Fit for the 21st Century](#) with the objectives of promoting effective supply, choice and quality. It also links to their [More Homes Scotland](#) target to deliver 50,000 affordable homes across Scotland. The approach is underpinned by the Scottish

Government's 5 year [Joint Housing Policy Delivery Plan](#) which identifies priority actions to

achieve the vision of all people in Scotland living in high quality, sustainable homes that they can afford and which will meet their needs. The Joint Delivery Plan also contains actions relating to the [Land Reform Review](#). This strategy aligns and compliments these national priorities.

Our Housing Strategy

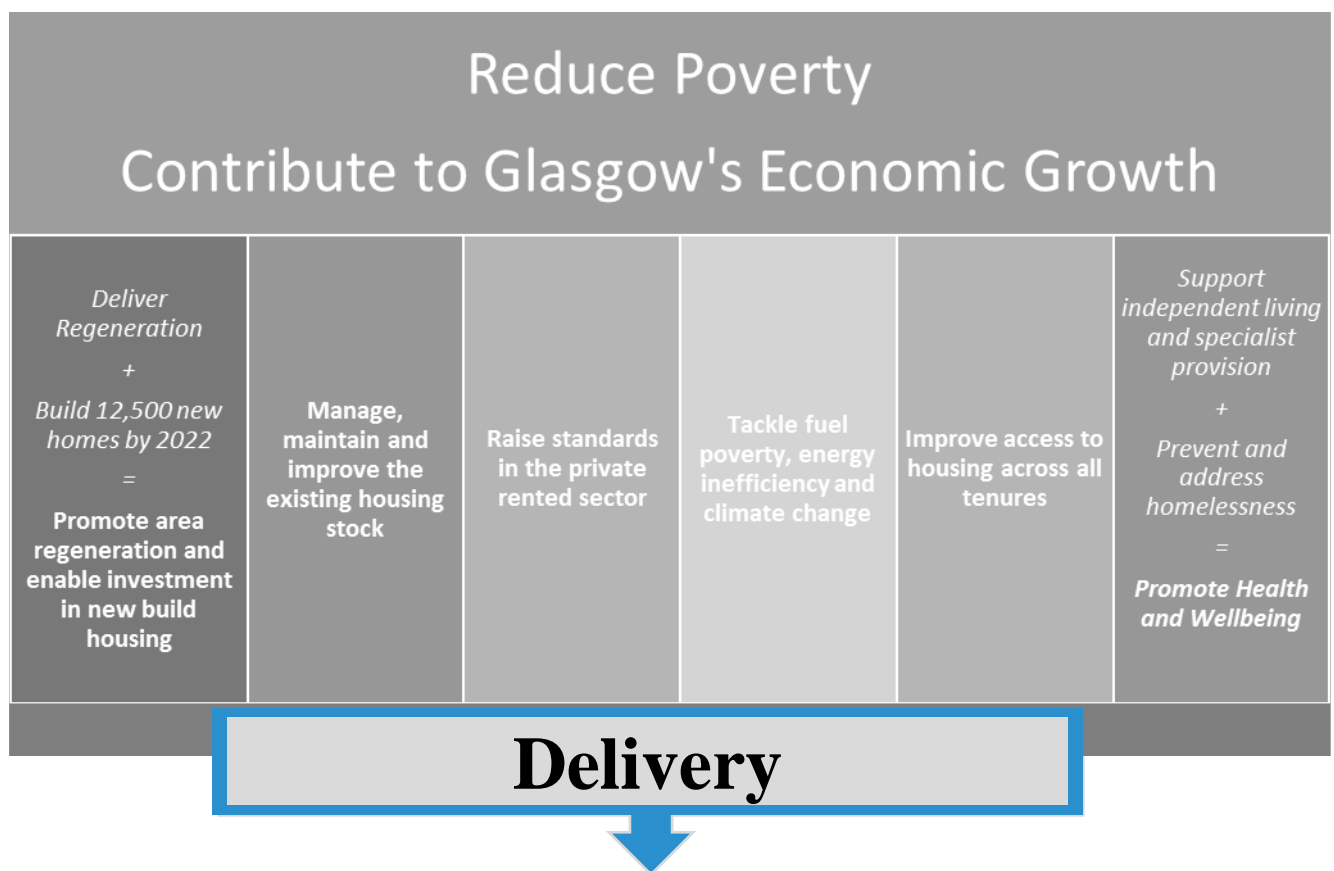
This draft of the strategy develops the priorities identified in the first draft. We have re-organised the content (arising from your feedback) building upon the strategic themes of the 2011-2016 strategy. These were:



We have reduced the number of themes from 3 to 2 to reflect consensus that the third theme of delivery, (maximising resources, improving partnership working and effective monitoring) is integral to the first two. On this basis, the outcomes and actions relating to the two broader themes can be developed.



Following your feedback, we have reduced the number of strategic priorities from 10 to 6. This includes bringing together **reducing poverty** and **economic growth** as inclusive themes which are common to a number of the strategic objectives. We have also combined regeneration and new build and independent living and homelessness into 2 new priorities. The remaining priorities remain the same. We have not ranked the priorities in any particular order.



Housing Needs and Demand Assessment (HNDA)

A housing needs and demand assessment (HNDA) is an important evidence base which provides facts and figures which underpin the preparation of the Local Housing Strategy, the City's Strategic Development Plan and the Local Development Plan. The HNDA provides the evidence for key housing and planning policy areas such as:-

- Housing Supply Targets (HST) – this is the target for the number of new build properties to be built in the city split between private sector and social rented sector new build.
- Stock Management – This takes into consideration low demand properties and those earmarked for demolition.
- Housing Investment and Geographic Distribution of Land – how much investment and land is reasonably available to invest in the housing stock.
- Specialist Provision – this will include wheelchair and larger family housing.

Preparation of the second Housing Need and Demand Assessment (HNDA 2) was undertaken by the Glasgow and Clyde Valley Housing Market Partnership (GCVHMP) over the period 2013 to 2015. This is the main evidence base for the housing supply targets set out in Glasgow's Housing Strategy 2017-2022.

A Core Group of housing and planning officers from the 8 local authorities was established supported by the Clydeplan Team. Various sub-groups reporting to the Core Group worked on specific areas that required more intensive consideration including HNDA methodology, backlog need and specialist provision. HNDA 2 built on the knowledge, understanding and lessons learned from the first HNDA (2011). A full copy of the 286 page HNDA 2 report is available on the following link. [HNDA 2](#). The HNDA 2 assessment was completed in May 2015 and was approved by the Scottish Government as “**robust and credible**”. The Key Messages from HNDA 2 are as follows:-

Population and Household Projections

- Glasgow is the city at the centre of the Glasgow and Clyde Valley area. Its housing needs and demands are different to the other parts of the conurbation. The city's population is younger (due to sizable inflows of young people) and has greater ethnic diversity, mainly due to sizable inflows of economic migrants, international students and asylum seekers.

- The city has higher numbers of single person households, partly due to a net outflow of families from the city to the suburban parts of the conurbation.

Tenure and Affordability

- The tenure distribution in the city is distinctive. Social rented housing makes up a sizable part (36% in 2015) of the dwelling stock.
- The effect of the economic downturn since 2008 has given rise to affordability issues, resulting in an increase in affordable housing need.
- As owner occupation is now less accessible for potential first time buyers, many of these households are now living in private rented housing.
- The share of private renting in the city's dwelling stock has more than doubled in the recent decade (to around 20% in 2015).
- The economic recession and the lack of affordability have had an impact on the rate of household formation in the city, with fewer smaller households being formed.
- Up until 2006, the average household size in the city had been falling, but since 2006 that figure has risen slightly as the population has grown significantly without a corresponding rise in the city's dwelling stock.
- National Records for Scotland (NRS) projections assume that household formation rates will rise again in the near future, resulting in a projected household growth of 2,600 per year in 2012-2029, which is double the rate in 2001-2012 (1,300 per year). There is considerable uncertainty with respect to this, as continuing affordability issues and lack of affordable housing options across tenures may well restrict household formation in the future.

Homelessness and Welfare Reform

- The existing need elements of HNDA2, reinforces the significant part that homelessness plays in the housing system in the city and the Council continues to work with partners to prevent homelessness where possible.
- The impact of Welfare Reform has had a considerable impact on the city as a whole and on individual residents, which may inform housing choices and preferences going forward.

Housing Quality Issues and Regeneration

- Meeting the housing needs and demands of current and future households in the city is reliant on achieving a sustainable mix of good quality and accessible housing of different sizes and types in both the existing and new build housing stock.
- Parts of Glasgow are going through a process of major regeneration to tackle significant levels of deprivation and to improve and/or replace poor quality housing stock to meet needs in a sustainable way.

Economic Growth

- Rates of unemployment and deprivation in the city are significantly higher than the national average. However there have been significant improvements in the last decade with an increase in the employment rate and a sizeable reduction in deprivation rates, relative to the rest of Scotland. Despite a growing population, the city region will not regain pre-recession peak levels of employment until well after the end of the Strategic Plan period (2029). A gradual return to economic growth is most likely and HNDA2 assumptions and preferred scenarios have been influenced by this conclusion. More information on employment in Glasgow can be found in the following briefing note [Employment Change in Glasgow](#).

Housing Need

- Existing (backlog) need (comprising homeless need and overcrowded and concealed need) has been estimated at 5,677 for Glasgow (2,507 Homeless and 3,170 for

Overcrowded and Concealed households). This represents 48% of total existing need within the Glasgow and Clyde Valley Housing Market Partnership. HNDA2 has assumed that existing (backlog) need will be addressed over a 10 year period in Glasgow.

Housing Supply Targets

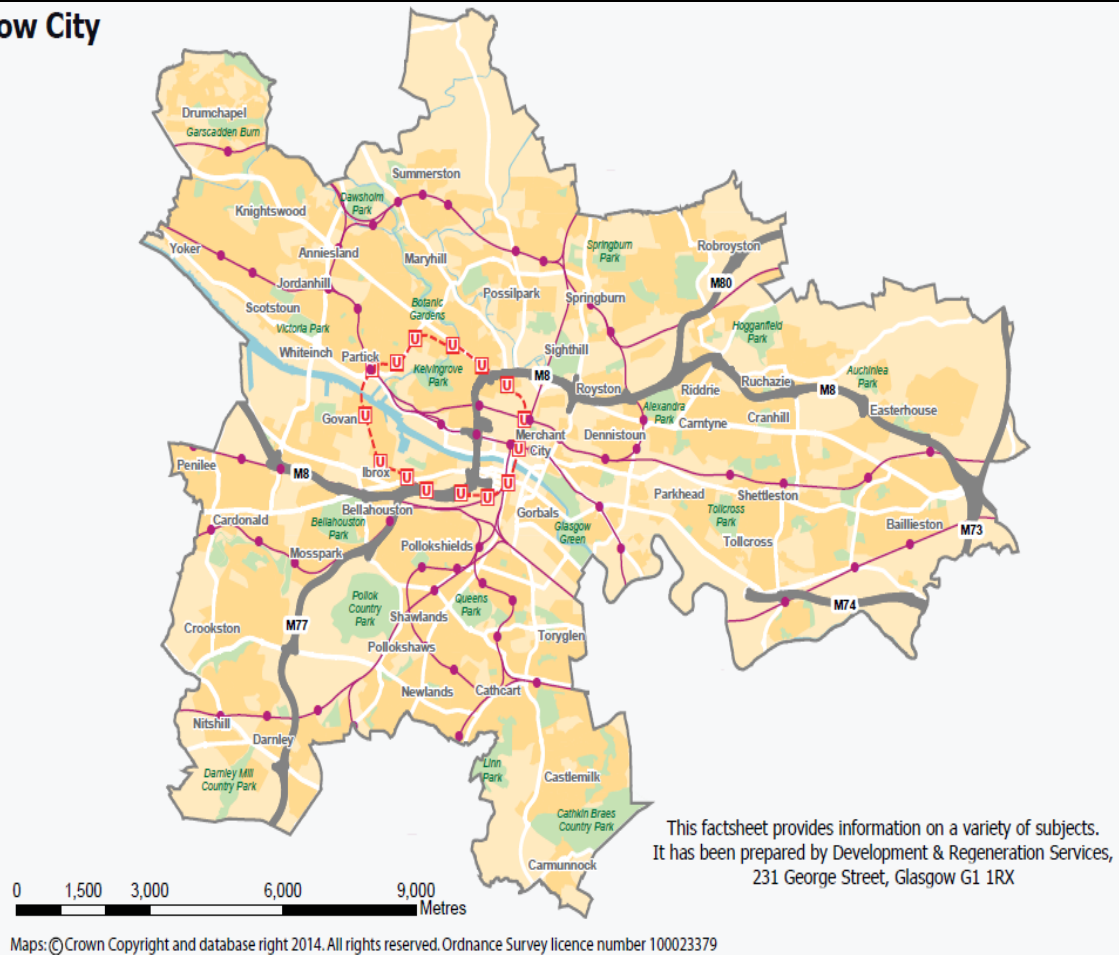
Strategic or Adjusted Housing Estimates (AHEs) identified by tenure are the final stage of the HNDA process and provide the basis for developing Housing Supply Targets (HSTs). These estimates take account of the principal planning scenario projections, existing needs estimates and tenure issues such as greater household mobility within the owner occupied sector across local authority boundaries. HNDAs

project housing needs estimates over the following timeframes – 2012 to 2024 and 2024 – 2029. A series of policy judgements is then applied to these estimates to determine a housing supply target.

The Housing Supply Targets by tenure for Glasgow for the period of the strategy (2017-2022) are:-

Private Sector including Private Rented Sector (PRS)	7,500
Social Rented (SR) and Below Market Rent (BMR)	5,000
Total	12,500

Glasgow City



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Housing in Glasgow

About Glasgow

Economic Profile

Glasgow is Scotland's largest city. Outside London, Glasgow has one of the largest concentrations of economic activity in the UK. It is Scotland's only conurbation. The city, its surrounding area and the Clyde Valley make a significant contribution to the Scottish Economy. Glasgow alone generates 17% of the country's jobs, is home to more than one in ten of the country's businesses and generates 17% of the value of goods and services produced in Scotland. Glasgow is an ambitious city which has been successful in attracting world class events, investment and business. It has made major investments in its civic, cultural and sporting infrastructure working with its partners in the private, public and third sectors. Glasgow has had the third highest level of commercial property investment in UK in the past decade (£19.25billion, source: GVA) and productivity is £2500 above the Scottish average. Glasgow's business base has grown over the last 2 years and GVA predicts that the economy will continue to grow by 2.5% per year until 2023 which is above average growth for Scotland.

The city is undergoing constant physical renewal and the state of the housing stock and urban core are central to this. Continuous investment in housing, workspaces, public areas, parks and iconic structures bring the city to life, connecting it to other cities. This investment is central to attracting people to live and work in Glasgow.

Housing Profile

Glasgow has over **606,340** residents living in **297,070** residential properties (based on 2015 Housing Stock Estimates). An estimated 44% are owner occupied, 36% are classified as social rented and 20% are privately rented. The city is home to a growing population of students, around 13% of the total population many of whom are housed in purpose built accommodation.



(Source: NRS 2015 Population Estimates)

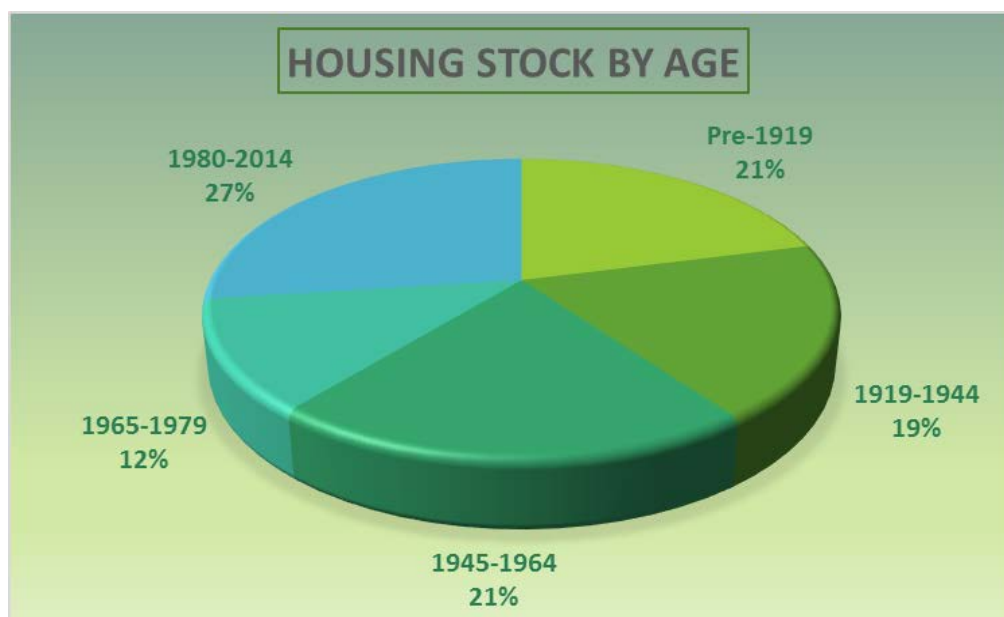
Tenure in Glasgow has changed considerably over the last 40 years. Owner occupation has increased from 25% in 1975 to 44% in 2015 reaching a peak of 50% in 2007. This compares to the Scottish figures of less than 40% in 1981 rising to a peak of 62% in 2007 before falling back slightly to 58% by 2015. This recent small reduction has coincided with an increase in the number of people renting privately which has seen a 124.3% increase in Glasgow since 2001.

The growth in owner occupation and the decrease in social renting housing can be attributed to the introduction of the right to buy in 1980 together with the increase in private sector house building. The recent shift away from owner occupation toward private rent may be at least partly caused by the economic downturn and the difficulty potential home owners have experienced in securing a mortgage. Glasgow has also seen a significant demolition programme of some types of social rented housing (particularly multi storey flats) over the last 15 years which has contributed to the reduction of the percentage of social rented housing in the city.

	1975	2007	2015
Owner Occupation	25%	50%	44%
Private Rented Housing	5%	9.5%	20%
Social Rented Housing	70%	40.5%	36%

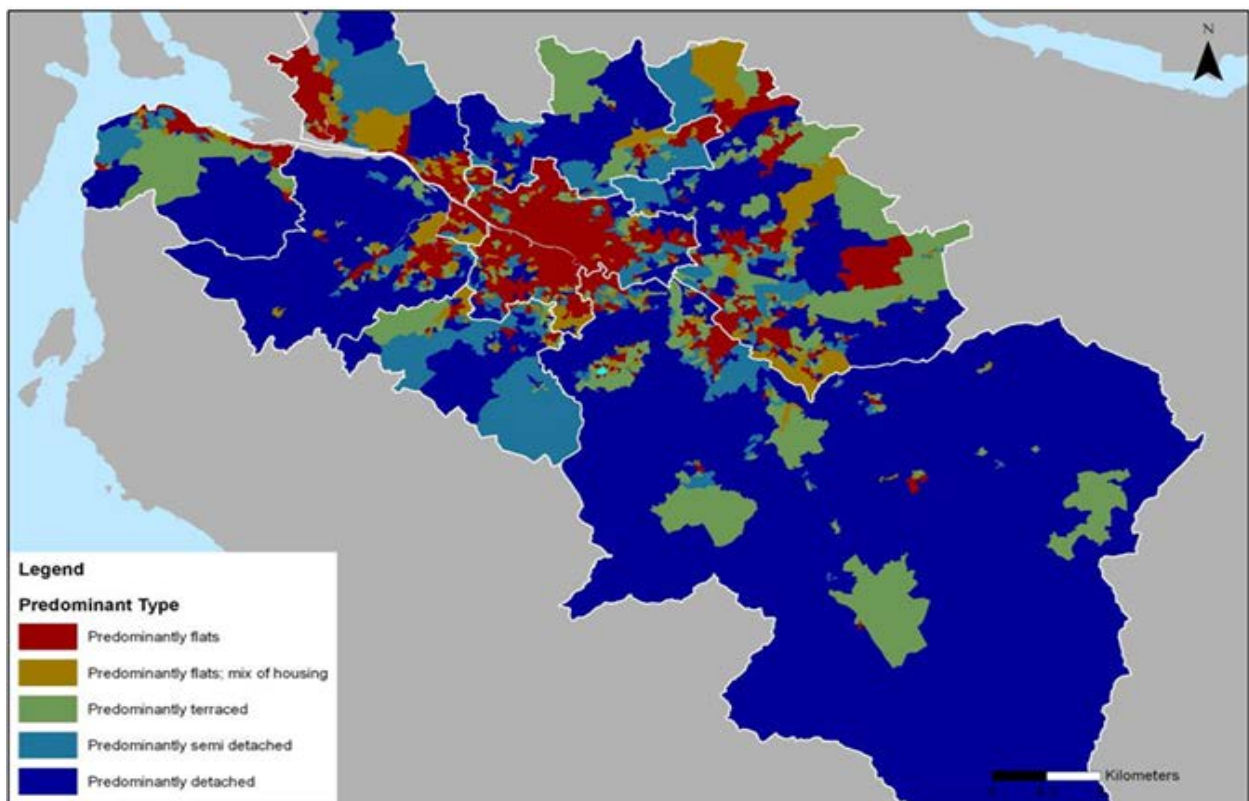
(Source: Development and Regeneration Services)

Over 63,000 (21%) properties in Glasgow were built before 1919 with a further 57,000 (19%) built between 1919 and 1944. Of the properties built before 1945, over 52% are tenements (93% of which were built before 1919). Over 14,000 pre 1945 tenements (22%) are owned by a registered social landlord (RSL).



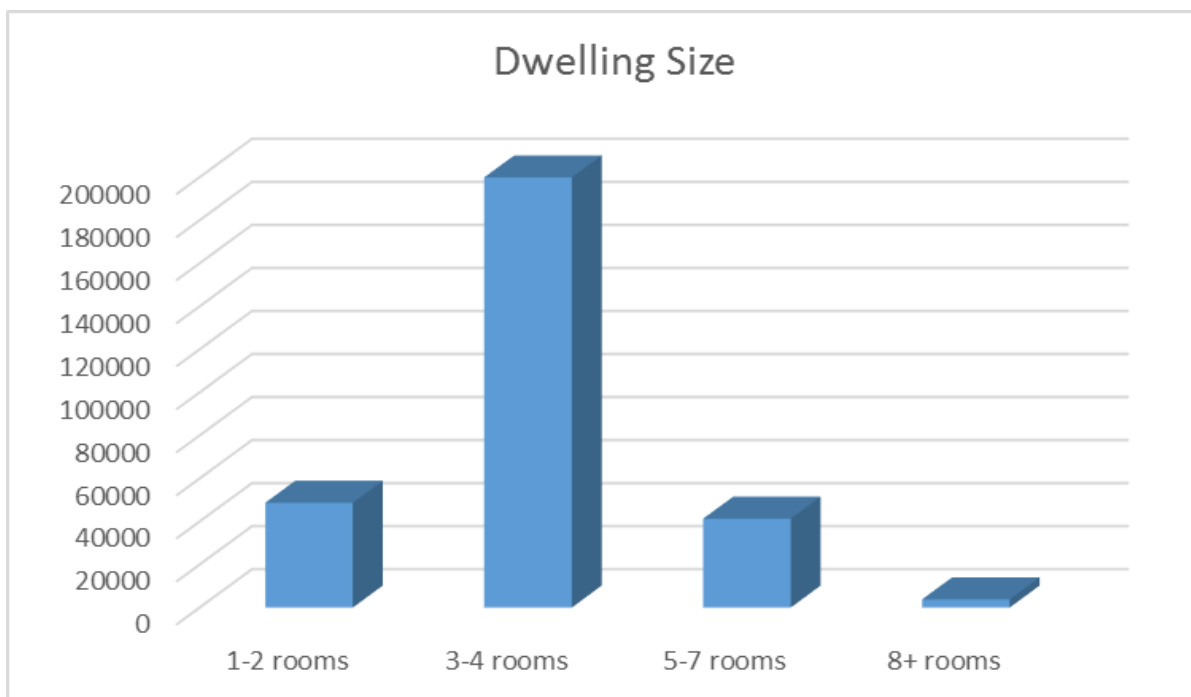
(Source: Development and Regeneration Services)

The map below shows the distribution of stock type across the Greater Glasgow conurbation. It clearly shows that the majority of properties in the City of Glasgow are flats (approx. 73%) with the majority of low rise properties mainly located in the outskirts rather than in the city. The map illustrates the pattern.



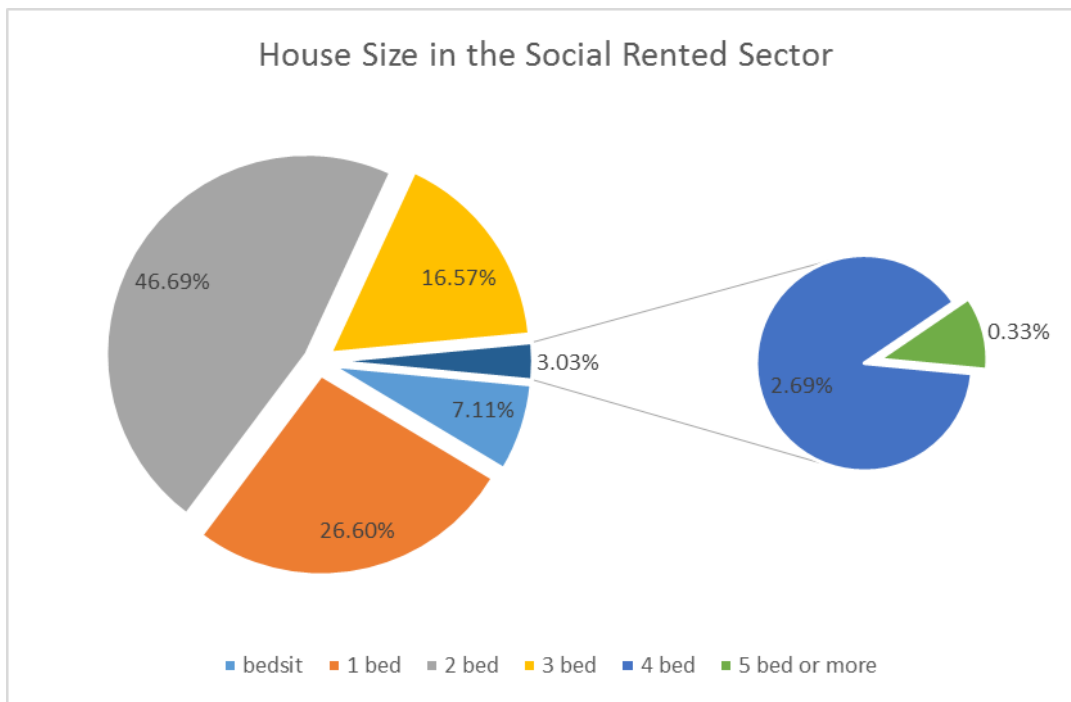
(Source: *Glasgow and Clyde Valley Housing Needs and Demand Assessment*)

Homes in Glasgow are relatively small with predominately 3 or 4 rooms (68%) with 17% having only 1 or 2 rooms. Only 15% of properties have 5 rooms or more. The average household size in Glasgow is 2.02 persons.



Source: SNS 2013

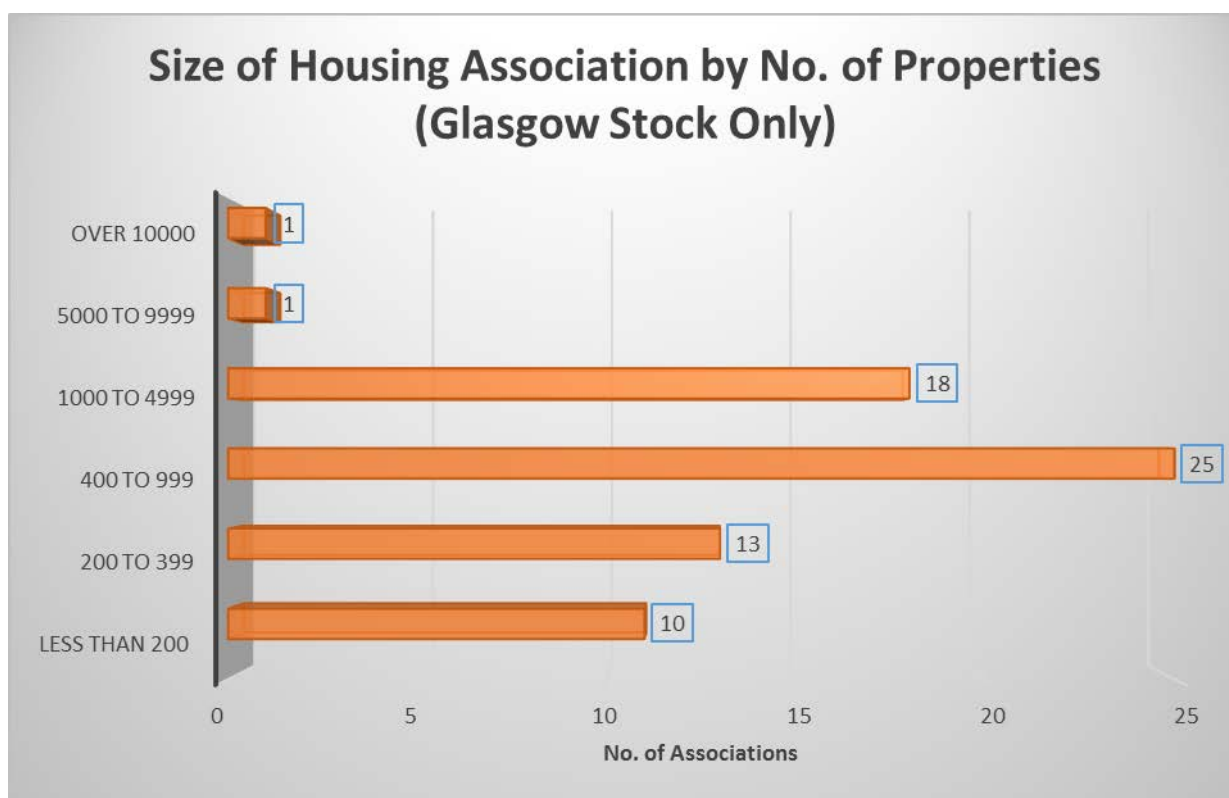
Note: Number of rooms is defined as the number of habitable rooms (usually bedrooms and living rooms). Some variation may occur in recording e.g. open plan areas, dining rooms, kitchens and kitchenettes.



63.26% of the social rented housing stock is 2 or 3 bedroomed with 33.71% (one third) of the housing stock being one-bedroomed or a bedsit. This has implications for the housing of single people especially in light of the introduction of the spare room subsidy rate and other changes to welfare payments in the UK.

There are 68 Registered Social Landlords (Housing Associations) operating in the city of Glasgow. Of these

- All are regulated with the Scottish Housing Regulator
- Most are also registered as Industrial and Provident Societies
- 51 associations operate solely within the Glasgow boundary
- 17 associations operate across more than one local authority area
- Almost all of the Housing Associations operate within very specific geographical boundaries
- 60 of the associations are considered mainstream associations while 8 provide specialist supported accommodation.



Source: Scottish Housing Regulator ARC Returns 2014/15

Glasgow City Council no longer owns or manages any social rented housing stock following the whole stock transfer of all 83,000 properties to Glasgow Housing Association in 2003, and the subsequent second stage transfers of around 22,000 of these dwellings to a number of RSLs operating in the city.

There are around 60,000 registered properties in the private rented sector in Glasgow (about 20% of all residential properties in the city) and in excess of 35,000 registered private sector landlords. City Lets report that the Glasgow letting market continues to grow at a steady rate of 7.2% year on year growth. The average rent in the city is £733 at Quarter 3 (2016) and the average relet time has reduced to 26 days with almost a quarter of properties being let within a week, suggesting high demand for this product.



Glasgow's Housing Strategy

Our vision and principles

Sustainable Communities Affordable Homes

Our vision is that there should be as much choice, quality and value as possible in the housing system for current and incoming residents.

Housing should be safe, wind and watertight, sustainable and energy efficient. As much of the housing stock as possible should be flexible and adaptable to the changing needs of households old and new.

New houses and flats should be situated in attractive, well managed, neighbourhoods.

The housing stock should have convenient access to work, education, shopping, leisure and cultural activities.

This vision for the housing strategy reflects what the Council and its partners want to achieve for the city over the next 5 years and has been developed based on Glasgow City Council's commitment to the principles of:-

- **Equality of access** to housing and information, ensuring suitable options are available to meet the diverse range of needs of the communities that we serve.
- **Creating sustainable housing** in terms of environmental, social and economic outcomes.
- **Improving the health and well-being** of the city's residents through improved house conditions and specialist provision in partnership with health and social care providers.
- **Encouraging innovative partnership solutions** to add value in new build, improvement and wider action

We recognise that there will be some serious challenges to delivery but we are confident that we are well placed to overcome these.

The Strategic Context

Policy and legislative change

Glasgow's housing strategy is influenced by policy and legislation at a UK, Scottish and local level. These policies will have a direct and indirect impact on housing in Glasgow over the period of the strategy. A full summary of the policy and legislation changes can be found on the following factsheets [Legislative Changes since 2010](#) and [Policy Changes since 2010](#).

Glasgow's Housing Strategy is influenced by and contributes to a range of Glasgow City Council strategies, policies and plans. Key documents are described below:-

Council Strategic Plan 2012-2017

The City Council launched [Glasgow's Strategic Plan](#) in 2012. The Plan identifies 5 priority areas where there could be a drive for real progress and achievement to ensure Glasgow has: -

- Economic growth, and is
- A world class city
- A sustainable city
- A city that looks after its vulnerable people, and
- A learning city

The Council's Strategic Plan was refreshed in 2015 to take account of new or emerging significant issues since 2012 such as City Deal, the Council's Transformation Programme and to re-affirm priorities.

Glasgow City Development Plan

The Proposed [City Development Plan](#) was submitted to Scottish Ministers on 24 June 2015 for examination. A Reporter was appointed to carry out the examination of the Plan and the Council has now received the Examination Report from the Reporters. The Council is now considering the Report with a view to modifying the Plan and submitting it, as the Plan it wishes to adopt, to Scottish Ministers. If Scottish Ministers are satisfied with the modified Plan the Council may then adopt the Plan as the Local Development Plan for Glasgow. The City Development Plan and Glasgow's Housing Strategy are closely linked and both use the Housing Needs and Demand Assessment as an evidence base. Housing supply targets are reflected in both documents.

Strategic Development Plan

Glasgow City Council is a member of [Clydeplan](#) which comprises the eight local authorities of East Dunbartonshire, East Renfrewshire, Glasgow City, Inverclyde, North Lanarkshire, Renfrewshire, South Lanarkshire and West Dunbartonshire Councils who work together on strategic development planning matters. The current Strategic Development Plan was adopted in May 2012 and sets out a shared spatial vision and strategy for the SDP area, including Glasgow. A revised SDP has been prepared and has been submitted to Scottish Ministers for formal examination and approval.

City Deal

Glasgow City Council has led the development of a set of proposals which will deliver £2.2bn of additional economic activity and 29,000 new jobs over the next twenty years. These proposals are centred on an Infrastructure Fund, and have parallel streams of activity to support Labour Market and Innovation measures. This will support the continued growth in the city region by enhancing transport infrastructure, unlocking new sites for housing and employment, and enhancing public transport over the next 10 to 15 years. The £1.13bn Glasgow and Clyde Valley Infrastructure Fund ([Glasgow City Region City Deal](#)) will provide a once in a generation investment into Glasgow's infrastructure. £500m of funding will be provided by the UK Government, £500m will be provided by the Scottish Government and a minimum of £130m by local authorities across Glasgow and the Clyde Valley. It will lever in an estimated £3.3bn of private sector investment on top of the public sector investments.

Single Outcome Agreement 2013 (SOA)

Glasgow's [Single Outcome Agreement](#) has been approved by the Community Planning Partnership Strategic Board. This document represents the joint priorities of Community Planning Partners in the city, and sets out some of the ways in which we will work over the next 10 years to deliver better outcomes for the residents of Glasgow. There are 4 strategic themes within the new SOA

- Alcohol,
- Youth Employability,
- Vulnerable People
- Thriving Places.

A Housing Need and Homelessness Group has been established under the Vulnerable People theme looking at multi agency (including third sector) joint working on homelessness prevention focussed on young people.

Glasgow City Integration Joint Board Strategic Plan 2016 - 2019

The Council is committed to developing a service to increase access to the Health and Social Care. The Public Bodies (Joint Working)(Scotland) Act 2014 required local authorities and health boards to integrate the strategic planning of most social care functions, and a substantial number of health functions. Glasgow City Council and NHS Greater Glasgow and Clyde agreed to adopt the integration joint board model, and also to integrate children and families, criminal justice and homelessness services as well as those functions required by the Act. The functions delegated from Glasgow City Council to the Integration Joint Board (IJB) represent almost all of the current Social Care functions of the Council, along with the budget for these functions. A similar range of health functions, along with the budget for these, are also delegated to the Integration Joint Board by NHS Greater Glasgow and Clyde. The Glasgow City IJB is a distinct legal entity created by the Scottish Ministers upon approval of the integration scheme and is the primary body through which integrated health and social care services are strategically planned and monitored within Glasgow. More details including a copy of the IJB's strategic plan can be found at [Health and Social Care Integration in Glasgow](#)

Interim Housing Contribution Statement

A draft Joint Housing Contribution Statement was prepared following an event held by the Housing, Health and Social Care Group (HHSCG) in February 2016 to engage with health, social care, housing, third and independent sector representatives on housing's role in integration. The provided the Group with very useful ideas and views about housing's role and this has been reflected in the [Interim Housing Contribution Statement](#). It is planned to fully complete the Housing Contribution Statement later this year.

Financial Inclusion

The city has established a Poverty Leadership Panel to bring together organisations, as well as individuals who have been directly affected by poverty. The panel's vision is that poverty is made a thing of the past and Glasgow is a place where everyone agrees that poverty is an outrage, and where every person feels that they can be a part of Glasgow. The aims of the Poverty Leadership Panel link to the objectives contained within Glasgow's [Financial Inclusion Strategy 2015-2018](#).

Digital Glasgow

Digital Glasgow is a partnership that pulls together expertise from business, the public

sector, universities and colleges, the third sector and community organisations. The city aims to become a world leading digital city by 2017. The success of this ambition rests on two core requirements:

1. A world class digital **infrastructure** - essential to supporting the wider transformation of the city, attracting new businesses and jobs and supporting major regeneration projects; and
2. Ensuring Glasgow businesses and residents have the **skills** required to create and access the opportunities that this digital infrastructure has to offer.

The [Digital Glasgow Roadmap 2014](#) was developed to ensure the city can deliver on these two requirements. A number of work streams have been identified which together will deliver on the vision for Glasgow to be a world leading digital city:

- Broadband Infrastructure
- Urban Wireless
- Digital Participation
- Digital Business
- Digital Public Services

Homelessness Strategy

The [Housing \(Scotland\) Act 2001](#) places a statutory duty on each local authority to carry out an assessment of homelessness in its area and to prepare and submit to Ministers, a strategy (as part of the Local Housing Strategy) for the prevention and alleviation of homelessness. In Glasgow, the responsibility for the production of the [Homelessness Strategy](#) has transferred to the Health and Social Care Partnership.

CONSULTATION

There has been extensive consultation with partners and stakeholders in the run up to the preparation of this second draft of Glasgow's Housing Strategy 2017-2022. A copy of the full consultation document is available on the following link ([consultation – still to be published](#)). The following is a brief summary of the type of consultation we have carried out in preparation for writing this strategy:

Events

- Single Outcome Agreement Vulnerable People Workshop 12th June 2013
- Welfare Reform Event 14th June 2013
- Homelessness Event, Monday 9th September 2013, Glasgow City Chambers
- 3 mini events in each of the strategic planning areas to inform the SHIP May /June 2014
- Factoring Commission Action Plan Event January 2015
- Welfare Reform Event, 27th April 2015
- Private Rented Sector Research Event 8th June 2015
- Energy Efficiency and Fuel Poverty Event, 9th July 2015
- River Clyde Strategy Main Issues and Governance Workshop 9th November 2015
- Greater Easterhouse Housing, Regeneration and Green Infrastructure Stakeholder Workshop – 10th November 2015
- Homelessness and Housing Need Single Outcome Group Workshop 11th January 2016
- Health and Social Care Integration Event, 11th February 2016
- Housing Strategy Consultation Event, 19th April 2016
- Sighthill Consultation
- Self-build
- Charrettes – Govan- Partick, Port Dundas, Applecross, East Pollokshields

Working Groups

- Glasgow Factoring Commission June 2012- Nov 2013 and Final Report Feb 2014
- Welfare Reform Housing and Investment Group Nov 2012 to present day
- Common Housing Register Working Group
- Housing and Social Care Group
- Housing Options Project Board
- Single Outcome Agreement Vulnerable People Working Group
- Private Housing and Homelessness Research Steering Group 2014-15
- Common Housing Register Pilot Steering Group

Strategic Agreements

- Wheatley Group Strategic Agreement
- Glasgow and West of Scotland Forum of Housing Associations and Scottish Federation of Housing Associations Strategic Agreement (In development)

Surveys

- Welfare Reform
- Energy Efficiency
- Private Landlords

Research

- Glasgow and the Clyde Valley, Housing Needs and Demand Assessment
- GWSF research report, December 2014, Section 5 Homelessness Referrals in Glasgow
- Mid-Market Rent Research
- PRS research study: housing affordability analysis & outcomes June 2015
- Gypsy/ Travellers Desktop Study to assist with informing development of Local Housing Strategies for the Glasgow, Clyde Valley and Ayrshire authorities (place on web)

Factsheets (Issued to Date)

- Housing Policy Changes
- Housing Legislative Changes
- Glasgow's Population
- Housing Needs and Demand Study
- Glasgow's Housing Strategy

Consultations

- Housing Strategy 2011-2016 Evaluation Report
- Draft Interim Housing Contribution Statement
- SHIP 2012, 2013, 2014, 2016
- Factoring Commission Report Consultative Draft August 2013

Still to be published

- Glasgow's Housing History Timeline
- Additional factsheets (Welfare Reform, Owner Occupation etc)
- Neighbourhood Profiles



The Challenges

The Challenges

This section of the Strategy sets out the scale of the housing challenges facing Glasgow over the next 5 years.

Changes to tenure profile

Since the development of the previous strategy in 2011, the results of the 2011 Census have been released and this has allowed us to compare changes in the city since the last census in 2001. Although this data is now a few years old, it still presents a good picture of the demographic changes in the city over time. This information has been used to produce the Housing Needs and Demand Assessment and a summary of the results and issues can be found on page 9. A full copy of the analysis can be found at [Housing Change in Glasgow](#) and [Population and Household Projections 2012-2022](#)

A rapid increase in the growth of the private rented sector

Between 2001 and 2011, the **private rented sector** in Glasgow increased by 124.3%. This is above the 85.6% rate of growth for Scotland. The private rented sector in Glasgow is currently estimated to be 59,192 dwellings ([Dwelling Estimates by Tenure 2015](#)). This growth has been driven by young adults although there is also an increase in the number of children who live in private rented accommodation. There was an increase of 3,400 student households during this period.

An ageing housing stock

The Scottish House Conditions Survey 2012-2014 estimates that approximately 5% of Glasgow's Pre 1945 properties are below the tolerable standard with the majority of these being in the private sector. The key challenges for this ageing housing stock include

- the substantial repair and improvement needs of pre 1919 buildings
- issues around shared responsibility for repairs and maintenance of communal parts in tenements
- owners who do not have a lot of experience in property maintenance
- the increasingly mixed ownership of stock in blocks of tenements

Overcrowding

Overcrowding has reduced in Glasgow since the 2001 census but the rate for Glasgow at 17.4% of households is still about twice the national average of 9% of households.

Overcrowding is highest in the private rented sector.

Ethnicity

The percentage of “other white and BME” households has increased in Glasgow from 7.7% in 2001 to 14.4% in 2011. This has the biggest impact on the private rented and social rented sectors. More information on Ethnicity in Glasgow can be found on the following briefing paper [Glasgow's Population by Ethnicity](#)

Economic certainty and stability

A majority of those who voted in the UK Referendum (Thursday, 23 June 16), on whether the UK should remain or leave the European Union (EU), voted to leave. This outcome has resulted in significant political, economic and constitutional uncertainty which is likely to have short, medium and longer term consequences for the UK. Continued uncertainty and instability created by “Brexit” has the potential to impact on developer and house builder confidence, and could affect the housing market (for example, a fall in house purchase transactions whilst potential movers await the outcome of negotiations.) There may also be higher costs for building trade labour and materials as a result of shortage of skilled labour and higher materials import costs. Housing Associations borrowing costs may also be affected depending on their individual loan repayment arrangements and interest rates. It is too early to determine what these consequences are or how they will impact on housing however the situation will continue to be monitored.

Poverty

Glasgow City Council's Poverty Leadership Panel estimates that

- Approximately **one in three** of the city's children live in poverty
- Just over **a quarter of** children living in poverty also live in workless households.
- About **one in five** families with children say they are unable to manage well financially, have some money difficulties or are in deep financial trouble.
- About **one in six** adults do not have access to a bank or building society account.
- Around **one in five** working Glaswegians earns below the Living Wage.
- Almost **half** of working-age Scots living in poverty and are in households where someone works.

- Glasgow Homelessness Network ([GHN](#)) facilitated two surveys about people's experiences of poverty. Both can be accessed [here](#).

(Source: [poverty leadership panel](#))

Welfare Reform

The Welfare Reform Act (2012) set out the UK Government's intention to reform the welfare system. These changes have had a fundamental impact on tenants and housing providers in Glasgow. *The Joseph Rowntree Foundation report: [The impact of welfare reform on social landlords and tenants](#)*, shows the financial strain being put on people affected by welfare reform changes. The report says in its key findings:

'Tenants are experiencing poverty, anxiety, debt and health problems. Food banks are becoming essential. People rely on family and friends for help. Tenants and landlords expect evictions to rise.' People are choosing between heating and eating, with three quarters cutting back on food bills, and anxiety is increasing as tenants become more reliant on emergency support'

The report found that half of those paying the Social Sector Size Criteria Charge (known colloquially as the 'Bedroom Tax') were in arrears in the first six months of the policy due to the average £14 per week cut. It also found more than 100,000 people subject to the cut are trapped in larger homes despite wanting to move. Only 6 per cent have moved to avoid paying. Six months after implementation, 22% of affected tenants had registered for a transfer or exchange.

Registered Social Landlords in the city are extremely worried about the impacts of the reforms on their business especially when a high proportion of their income comes from tenants on housing benefit. There will also be increased costs for the associations including cash handling facilities, increased arrears, increased staffing costs, increased void loss and additional costs if they take anyone to court over arrears. Lenders will also perceive associations to be a higher risk as their income is no longer guaranteed through direct payments and this may result in higher borrowing costs.

With both the potential shortfall in benefit payments and the housing cost element ultimately being paid directly to the claimant under universal credit, housing organisations will have to revise and devise new ways to ensure that tenants pay their rent in full and on time even if they do face competing demands for their limited incomes from creditors, council tax, utilities and so on. For further information please see factsheet on welfare reform (still to be published)

Affordability

The cost of housing is an issue for people trying to gain access to home ownership and for those in the private rented sector with private rents increasing faster in Glasgow than in Scotland as a whole.

Empty homes

Council Tax records indicate that there were 1857 empty properties within Glasgow as of March 2016, defined as lying vacant for more than 6 months. The number of empty properties has increased slightly, 111, (6%) since 2011. Records also indicate that there were an additional 472 empty properties classed as second homes in March 2016. A challenge is to reduce the proportion of vacant properties at a time when housing demand (in all tenures) is high.

Health

Glasgow's population has a poorer state of health than the Scottish average. 22.4% of the population in Glasgow has an illness or disability which limits their day to day lives. This compares to 19.2% of Scotland's population. 37.5% of households have at least one household member with a limiting long term illness. In some deprived areas in Glasgow, over 50% of households contain someone with a limiting long term illness. The challenge for this strategy is to ensure that housing is accessible, there is effective support and barriers are removed to enable people to live independently.

Homelessness

There are sustained and growing supply and demand pressures on all types of accommodation within the homelessness system in Glasgow. It is widely acknowledged that the City Council faces unique challenges in responding to these pressures: Glasgow has by far the highest recorded levels of individuals presenting as homeless in Scotland. The Homelessness strategy is now the responsibility of the Glasgow Health and Social Care Partnership.



Our Strategic Priorities, Actions and Outcomes

6 Strategic Priorities have been identified within this strategy, though they are interconnected, representing the fact that Glasgow's housing system is complex and diverse with multiple impacts. The actions cannot and do not represent every aspect of housing that Glasgow and its partners are working on, simply those highlighted within the co-production process.

Our strategic priorities are:

- **Promote area regeneration and enable investment in new build housing**
- **Manage, maintain and improve our existing housing stock**
- **Raise management standards in the private rented sector**
- **Tackle fuel poverty, energy inefficiency and climate change**
- **Improve access to housing across all tenures**
- **Promote health and wellbeing**

It is a major challenge for the Council and its partners to deliver these strategic priorities within the constraints of limited resources. During consultation throughout the development of this Strategy, the Council's partners have expressed a willingness and commitment to work together collaboratively to achieve shared strategic priorities and to explore new ways of delivering positive outcomes for residents.

Promote area regeneration and enable investment in new build housing

Glasgow City Council is a key partner in delivering both private and affordable housing within the city especially in a rapidly changing political and economic climate. This strategic priority sets out our approach to tackling regeneration and enabling investment in new build housing. In doing this we want to

- Maximise investment in housing and housing related services
- Create sustainable communities
- Make attractive places to live

To achieve this we have set challenging housing supply targets to increase the number of additional houses to be delivered across both the private and social rented sectors in Glasgow. These can be found on page xx:

The target to build at least 12,500 new homes in the next 5 years contributes to the Scottish Government's commitment, detailed in the [More Homes Scotland](#) document, to commit over £3bn across Scotland over the next 5 years to fund the delivery of 50,000 affordable homes, 70% of which will be for social rent. This will help to support approximately 14,000 full time equivalent jobs a year in the construction and related industries and generate approximately £1.8b of economic activity a year over on average over the lifetime of the 5 year programme. The Scottish Government have also made the supply of more homes a national strategic "social infrastructure" priority in the [2015 Infrastructure Investment Plan](#).

To assist this increase in new build, the Scottish Government has increased the new build subsidy levels for social housing delivered through the Affordable Housing Supply Programme and reintroduced the Partnership Support for Regeneration grant for eligible private builders developing housing for sale. In Glasgow, this funding is managed by Glasgow City Council as part of the Transfer of the Management of Development Funding arrangement which was agreed at stock transfer in 2003. These changes were welcomed by associations and developers in the city.

The council recognises that affordable housing extends to mid-market rent (MMR), shared equity and other ownership products. Since commissioning research into MMR (2012) the council has been encouraged by the demand for MMR across the city reflected by a number of Housing Associations providing it in mixed tenure new developments. MMR fills an important gap in the market and the council is keen to encourage more investment in MMR to meet identified demand. This will be more fully reflected in the new Strategic Housing Investment Plan (SHIP).

Action: Enable the development of 12,500 new build properties in the city between 2017 and 2022.

The Scottish Government has also undertaken an independent review of the planning system which was published on 31st May 2016. The report sets out 48 recommendations and changes to the planning system and calls for strong and flexible local development plans, which should be updated regularly with a "20-year vision", and an enhanced national planning framework. Recommendations also focus on delivering more, better housing, and improving infrastructure. While it is as yet unknown how this review will translate into legislation, it is fair to say that we can expect changes to the planning system during the lifetime of this strategy. The Scottish Government are proposing to bring forward a planning bill in the near future.

The Council is keen to support all housing developers to build new housing in Glasgow to help deliver the priorities identified in this strategy and meet newly arising local needs. The Council will work with partners, including the Scottish Government, to try to tackle or mitigate the issues identified as barriers to development and it is committed to facilitating partnerships to maximise resources and expertise in a project. The Council will engage with all potential development organisations to increase housing supply and contribute to regeneration activity in the city. The Council would like to see the reintroduction of GPSE grant funding (Grant to Improve the Physical and Social Environment) as part of the Affordable Housing Supply Programme to assist in dealing with environmental issues found in developments. The Scottish Government has indicated that it will provide 5-year resource planning assumptions. This will help with programming of work rather than annual funding allocations.

Action: The council will continue to lobby for a return of GPSE funding and will support housing associations who wish to provide new supply shared equity providing that risks to associations are mitigated and incentives are introduced to maximise uptake.

The Strategic Housing Investment Plan (SHIP), which accompanies this document, sets out in detail the priorities for investment in housing over the next 5 year period 2017-2022, the funding available and how the Council and its partners will deliver these priorities.

Our approach to tackling regeneration in the city and enabling investment in new build housing

The term regeneration can mean different things to different people and can be used to describe a broad range of public policy initiatives. For the purpose of this document, regeneration is taken to mean “housing-led” or “asset-led” regeneration which not only focuses on building new housing but also on refurbishment, renewal or improvement of the local environment. This contributes to a range of positive community, social and economic outputs.

Regenerating the city is the key to improving the general wellbeing of Glasgow’s citizens, not only in terms of the physical quality of housing and the environment they live in but in improving their overall quality of life. The Scottish Index of Multiple Deprivation (2016) reports that Glasgow City has six of the ten most deprived data zones in Scotland. Glasgow City also has the largest share of deprivation with nearly half (48 per cent) of its data zones classified in the 20 per cent most deprived in Scotland.

The geography of deprivation in Glasgow is closely matched to the neighbourhoods managed by registered social landlords (RSLs) and they sit at the interface of health and place, making partnership working with all of the city’s social landlords vital if the Council is to tackle the root causes of poverty, poor health and inequality. RSLs, in their role as “community anchors”, are well placed to invest in local areas, providing holistic solutions to local problems and challenges, making sure that local communities are at the heart of regeneration and decision making about their area. The local delivery groups in the Transformational Regeneration Areas [TRA City Map](#) are a good example of how communities are involved in the regeneration process.

Action: Encourage RSLs to act as “community anchors” and promote partnership working between organisations.

Community empowerment also links to Community Planning's [Thriving Places](#). This is an intensive neighbourhood approach which centres on partners working collaboratively and with local communities to make better use of existing resources and assets and speed up better outcomes for residents. The neighbourhood approach recognises that for some communities, the issues are often more complicated and solutions need to be more flexible and focussed.

Regeneration in the city is delivered in a variety of ways which is not a “one size fits all” approach. Regeneration initiatives try to take account of local circumstances and tailor the approach to the area. The one thing that they do have in common however is the aim of contributing to the city's economic growth and tackling poverty. Housing is critical to economic growth, ensuring that Glasgow can remain economically competitive and provide quality infrastructure that is essential to support

Glasgow's growth. Development of new homes is likely to generate expenditure in the local economy e.g. through new homeowners spending money on furnishings, gardening tools and supplies. Increased council tax receipts are also likely to be collected.

House building will also create jobs directly in construction and the related supply chains that extend beyond Glasgow's boundaries. Housing construction supports more jobs per £ invested than most other sectors because it sponsors a range of related activity such as concrete production and glass manufacturing. Every new home built creates two jobs for at least a year. Every £1 of investment in construction is estimated to generate a total of £2.84 in total Gross Domestic Product (GDP). (*Source: Construction in the UK economy—The benefits of investment, UK Contractors Group, 2009*)

Glasgow City Council has developed a policy on Community Benefits to ensure that the city secures the maximum economic and social benefit from procurement contracts. The policy introduced measures to encourage;

- the targeted recruitment and training of the long-term unemployed and those furthest from the job market
- support of small to medium (SME) sized businesses
- support for social enterprises.

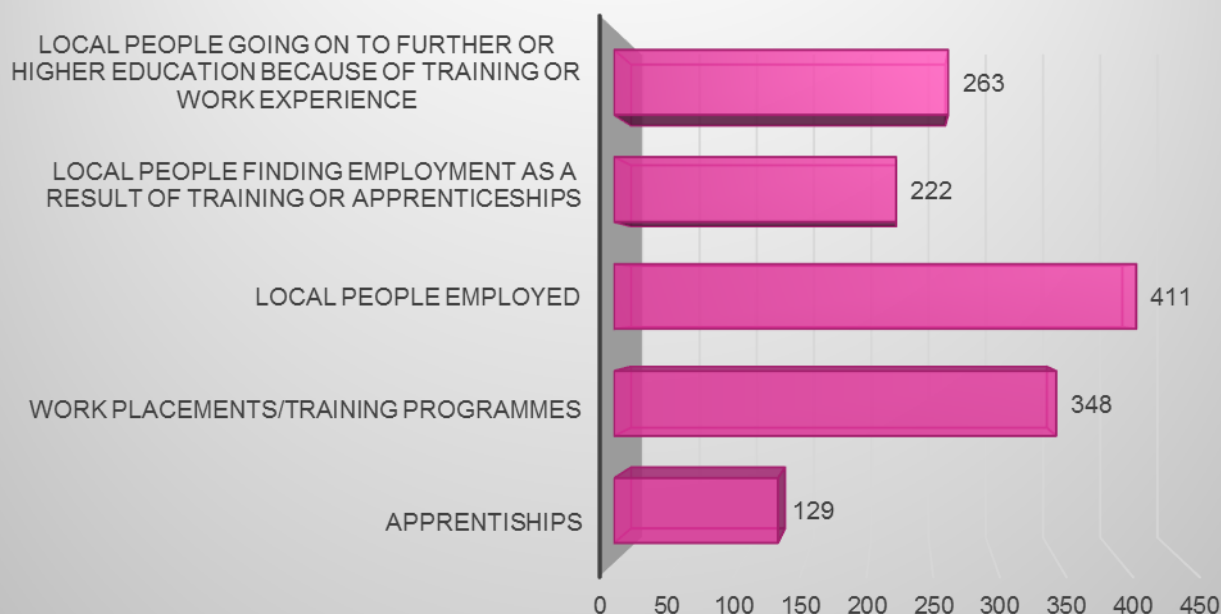
Action: Optimise the use of community benefits through all contracts including investment contracts

Housing associations in the city have contributed to this policy and the Glasgow economy by providing jobs and training opportunities from their regeneration and new build contracts. A survey carried out by the Glasgow and West of Scotland Forum of Housing Associations (GWSF) demonstrated that housing associations support the training and employability agenda in a variety of ways including

- providing apprenticeship opportunities and encouraging contractors to use local apprentices
- employing local people directly and including employment related community benefits clauses in contracts
- providing training opportunities to help build up skills including “softer skills” like confidence building and communication skills
- working with a range of partners including local schools and colleges, third sector organisations, social enterprises and local authorities
- providing a range of volunteering opportunities

The results of the survey are in the chart below and are based on 21 responses. If this is extrapolated to all the housing associations in the city, the numbers are considerably more.

Employment/training by community based / controlled housing associations



Based on a survey of 21 Community Based / Controlled Housing Associations by Glasgow and West of Scotland Forum of Housing Associations.

In addition to the community based / controlled housing associations, the Wheatley Group, in the last year has:-

- helped 198 people into jobs
- created 193 training places through the Community Janitors scheme which sees long-term unemployed people work alongside GHA's environmental teams keeping neighbourhoods clean.
- employed 19 school-leavers in modern apprenticeships in Business, Housing and IT.

The Wheatley Group has created the "Wheatley Pledge" which encourages contractors to create jobs and training opportunities. Since 2013 the scheme has created 160 opportunities, mainly for young people.

Action: Create training and employment opportunities for local residents through investment in new build housing

The council has put in place a range of structures, resources and programmes to deliver regeneration and new build in the city. The following is a summary of these;-

City Deal The City Deal is an agreement between the UK Government, the Scottish Government and the eight local authorities across Glasgow and the Clyde Valley. The partnership of 8 neighbouring local authorities has secured £1.13 billion, the second largest City Deal in the UK, which will focus improvement in the Glasgow and the Clyde Valley across 26 projects.

Glasgow will benefit from over £400m of the City Deal funding which will focus on improvements to the physical environment, improving connectivity and contributing to the social and economic environment. This will deliver approximately £2.2bn of net additional Gross Value Added (GVA) per annum and contribute to approximately 28,000 new jobs.

One of the key objectives of the project includes the unlocking of the development potential of vacant and derelict sites which will remove some of the development constraints for developers in the city. This includes improvements to drainage, public realm, remediating land and improving connectivity.

Glasgow has five infrastructure projects totaling £385.8 million investment, the £144.3 million Glasgow Airport Access project shared with Renfrewshire and the £4 million Tontine centre for business innovation and growth

Action: Deliver City Deal projects to unlock development potential of vacant and derelict land
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Transforming Communities: Glasgow (TC:G) was established as strategic partnership between the Council, Glasgow Housing Association and the Scottish Government to oversee the delivery of a regeneration and development programme across Glasgow's eight identified Transformational Regeneration Areas (TRAs).

- | | | |
|---------------|----------------------|----------------|
| • Gallowgate | Red Road | Maryhill |
| • Laurieston | Sighthill | North Toryglen |
| • Pollokshaws | East Govan and Ibrox | |

This partnership has since formed into a regeneration company and registered charity.

The TRA programme aims to provide new sustainable mixed tenure communities through the provision of new housing, community facilities, green space and where appropriate, commercial units. Each TRA has its own local delivery group, with resident and community representation.

Sighthill is the largest of eight Transformational Regeneration Areas (TRAs) in Glasgow. Sighthill was proposed as the location for the Youth Olympic Games in 2018 in addition to having TRA status however the city's bid was unsuccessful. Despite this, the Council took the decision to take the proposals forward and these are virtually unchanged from the bid. The work in the Sighthill area is now 10-20 years ahead of the original TRA schedule as a legacy of the games bid.

Working with strategic partners through Transforming Communities: Glasgow, our partnership with Scottish Government and Glasgow Housing Association, we have developed a £250m master plan for Sighthill TRA.

New Neighbourhood Initiatives at Garthamlock, Oatlands & Drumchapel.

New Neighbourhood Initiatives in Glasgow are predominantly private sector housing developments, with some social housing, and are designed to increase the choice of house type and size in the city. It is hoped this type of housing will help to reduce the population loss to neighbouring local authorities, particularly amongst family households in the middle-market sector. In addition to this, the New Neighbourhoods are designed to tackle deprivation, encourage social inclusion and regenerate some of the less affluent areas in the city.

City Centre Regeneration Strategy The Glasgow City Centre Strategy has been developed collaboratively within Glasgow City Council Services, the business communities, Glasgow economic leadership and other city centre stakeholders and organisations. The strategy has a wide range of over 50 proposed actions to be delivered over the period of 2014-2019, all aimed at ensuring that Glasgow remains as one of the top city centres in the UK and Europe. In relation to housing, one of the key objectives of

the City Centre Strategy is to develop a range of housing to bring more families back into the city centre as well as carry out work to the public realm and improve connectivity. In June 2016 consultants were appointed to assess residential capacity and the nature of the housing market as part of a new residential strategy for the City Centre. The outcomes will inform the scope to attract new households and further boost demand for goods and services within the city's core business area

Canal Regeneration The Glasgow Canal Regeneration Partnership is a partnership between Glasgow City Council, Scottish Canals and BIGG Regeneration formed with the aim of delivering the

Canal Action Plan which outlines proposal for regeneration over the next 5 years. This includes the development of new housing in the Maryhill TRA and Maryhill Locks but also includes other developments such as the Glasgow City Council's self-build project. Six serviced plots for sustainable self-build homes in Maryhill are being released to the public. The plots are situated in an attractive wooded location close to the Forth and Clyde canal.

Clyde Gateway Clyde Gateway is a partnership between Glasgow City Council, South Lanarkshire Council and Scottish Enterprise, backed by funding and direct support from the Scottish Government. Its aim, over a 20-year period until 2028, is to lead the way on social, economic and physical change across communities over an area of 840 hectares in the east end of Glasgow and in Rutherglen. It will also continue to build on the Legacy aspects of the 2014 Commonwealth Games.

Continued investment in Dalmarnock In summer 2014, the Commonwealth Games Athletes' Village in Dalmarnock was home to 6,500 athletes and officials attending the 20th Commonwealth Games. Post-Games, the 700 houses were retrofitted for permanent habitation. 400 are social rented family houses now owned by Thenue Housing Association, West of Scotland Housing Association and Glasgow Housing Association. The balance of 300 houses and flats for sale were sold by the developer consortium, City Legacy. A high percentage of these owner occupiers are first-time buyers.

The Village continues to win awards for its design, construction, and overall delivery, and is now home to thousands of very satisfied new residents. The housing at the Village is complemented by other facilities, including the adjacent Dalmarnock Hub community

centre and [Cuningar Loop Forest Park](#). A new care home has been developed in the village, a new nursery will open in 2017 and a new school will be developed in 2018. The adjacent site at Dalmarnock Riverside will be developed for mixed tenure.

[Planning Regeneration Areas](#) A number of areas have been identified by Glasgow City Council's Planning Teams as priorities for regeneration and planning study/masterplans have been prepared which describes and maps development concepts including present and future land use, the built form and infrastructure. These include area development frameworks for:-

- Glasgow City Centre
- Riverclyde Corridor
- Glasgow North
- Govan/Partick
- Inner East
- Carlton
- Sauchiehall and Garnethill

A strategic development framework has also been prepared for Greater Easterhouse which will be presented to Council for approval on 27th September 2016. The framework will provide guidance to maximise regeneration potential in the area to secure future investment and economic prosperity for the area including new build housing.

Action: Work with strategic partners to deliver regeneration projects in the city, creating local employment and apprenticeship opportunities through continuing and expanded house building programmes

Regeneration in existing stock

We recognise that regeneration is not just about new build housing and that regeneration or renewal also takes place within areas of existing housing. Govanhill is an example of this where there is multi agency involvement in the upgrading of the area. This is covered in more detail within the *Manage, Maintain and Improve the Existing Housing Stock* section of this document.

Make attractive places to live

We want people to live in attractive well maintained neighbourhoods. From research and feedback, we know that derelict sites have a significant impact on the perception of an

area, on its popularity and on existing communities. Research has also made linkages with the impact of vacant land and poorer health (*Derelict Land, Deprivation, and Health Inequality in Glasgow, Scotland: The Collapse of Place* - J.A. Maantay) Over 60% of Glasgow City's population lives within 500 meters of a derelict site, and over 92% live within 1,000 meters of a derelict site. To tackle this, the council has introduced a number of projects aimed at improving the environment. These are:-

[Stalled Spaces](#) is a programme introduced by Glasgow City Council to support community groups and local organisations across the city to develop temporary projects on stalled sites or under utilised open spaces. Many sites may have plans for future development, however this can be anywhere from one to over ten years until development is scheduled to begin. The stalled spaces project delivers an innovative approach to dealing with issues relating to poor environmental conditions that have become more prevalent due to economic downturn. The project focuses on the temporary use of vacant land, under utilised open space and sites earmarked for development though stalled. Projects range through allotment gardens, green gym/play space/outdoor exercise to exhibition space and arts projects. All projects deliver a range of initiatives that promote health and wellbeing. The Glasgow Centre for Population Health has undertaken research on the impact of stalled spaces on individuals involved and the communities in which projects have taken place. Findings show that people involved gain confidence, develop new skills and felt better able to contribute to society. Wider community

benefits were also experienced through strengthened local partnerships and more positive feelings about the community as a place to live. These impacts compliment improvements to the physical environment, providing a strong basis for the community- led development of spaces to continue to be supported by Glasgow City Council.

The [Open Space Strategy](#) is the cornerstone of the place making theme that runs through the new City Development Plan and associated Supplementary Guidance. It will be a viable and enforceable tool that seeks to deliver multi-functional open spaces which are inclusive, accessible and fit for purpose. The Open Space Strategy concentrates on publicly accessible open space and will:

- Set the context for open space across the City
- Provide strategic direction on what constitutes a multi-functional open space
- Support the strategic direction for the Council's Parks & Maintenance Strategy
- Provide a framework for open space investment and asset management of open spaces across the City via the local area context appraisals

- Set open space standards to inform that framework and to assess the contribution that development proposals may need to make to open space provision/enhancement in the local area

A huge variety of open spaces are provided by a range of stakeholders across the City serving a number of needs and opportunities, it is not exclusively the responsibility of the Council to deliver and maintain publicly accessible open space. The Council will continue to work with stakeholders to build on these partnerships to further extend the range, quality, function and, where appropriate, accessibility, of open spaces across the City.

Action: Glasgow City Council and local partners will continue to develop open spaces with quality streetscape, growing spaces and access to play space for children

Transport Links Poor transport links can have negative consequences for access to employment and training opportunities as well as access to vital health, social work and advice services. Research with older residents highlighted that the lack of good transport links can also leave residents feeling isolated and cut off.

Action: Work in partnership with SPT to improve transport connections where communities have identified this as a priority.

Obstacles to development

From our consultation with registered social landlords (RSLs) and private sector developers, we know that to deliver regeneration and our promise of at least 1000 new social rented or below market rent properties and 1500 private sector properties per annum, there are a number of obstacles which need to be overcome and Glasgow City Council is committed to working with RSLs and private sector developers to do this. This is discussed in more detail in the Strategic Housing Investment Plan.

Manage, maintain and improve the existing housing stock

This strategic priority sets out the Council's approach to managing, maintaining and improving existing housing in the city across all tenures.

The minimum standard

The Below Tolerable Housing standard (BTS) is a condemnatory standard. A house that falls below this standard is not considered acceptable as living accommodation in any tenure. The Tolerable Standard consists of a set of criteria covering the basic elements of a house which are fundamental to its functioning as a home and these include issues of public health, comfort and safety. The Scottish House Condition Survey 2012-2014 estimates that 3% of the housing stock in Glasgow is below tolerable standard (BTS) with the majority of properties being in owner occupation. The Council's Strategy for tackling BTS housing has been approved (*document still to be placed on website*). The key elements of the strategy are to address housing which is currently identified as BTS, and to prevent housing becoming BTS or falling into serious disrepair. Where a property is found to be below the tolerable standard, owners would be tasked with bringing their property up to the tolerable standard. If this is not carried out, in line with our BTS Strategy, the Council can serve a closing or demolition order on the property.

A Common Housing Quality Standard Forum has been set up by the Scottish Government to consider a single repair standard which will apply to all tenures. We assume that, if agreed, this would replace the tolerable standard.

Action: We will take action to address properties which currently fall below the tolerable standard and we will take preventative measures to ensure that housing does not become BTS or fall into serious disrepair.

Pre 1919 Properties

The built heritage, particularly in the form of the pre-1919 tenements, is considered an important cultural attribute for the city. Glasgow's older private houses, including some 74,000 built before 1919, are an important and vital part of the city's housing stock. They provide a flexible housing resource and give the city much of its distinctive character. The majority of these properties are in the private sector. In 2006, the Council carried out a

[Survey of Older Private Housing](#) and from this developed an [Older Private Housing Strategy](#) in 2009. This now requires to be updated. There is a strong overlap between predominantly pre-1919 tenemental areas and Conservation Areas or buildings with listed status. Poor conditions in the older private housing stock can be found in particular areas of the city with major concentrations of poor pre 1919 housing in Govanhill, Ibrox/Cessnock, East Pollokshields and parts of Dennistoun. There are smaller areas of poor house conditions and management issues arising in other parts of the city but they are not as concentrated as these areas.

Action: Review the Older Private Housing Strategy

The Scheme of Assistance

Section 72 of the Housing Act (2006) requires a local authority to prepare and make publicly available a [Scheme of Assistance](#) for private sector housing. The Scheme of Assistance is aimed owner-occupiers, landlords and tenants of privately let properties, who are looking for advice and assistance with regard to property repairs and adaptation works. The Scheme of Assistance reflects national policy priorities such as the repair of sub-standard housing, promoting the responsibility of owners to maintain their property and enabling older people and people with disabilities to live independently. The Council will deliver assistance with a range of partners detailed in the Scheme of Assistance document. Glasgow City Council will provide the following types of assistance depending on the circumstances:

- Information and advice
- Practical help and guidance
- Financial assistance (in certain circumstances)

Financial Assistance

The Scheme of Assistance sets out what financial assistance the Council is able to offer and this may include directing the owner to seek independent financial advice about a range of loan or equity release schemes available. Grant funding may also be available in certain circumstances. [Grants for Common Property Repairs.](#)

As funding is limited and subject to availability, financial assistance will be targeted at those owners most in need where national and local strategic objectives are being delivered. Assistance will be prioritised according to work type and by area including:

1. Essential adaptations for people with disabilities.
2. Below Tolerable Standard (BTS) properties or properties at risk of becoming BTS.

3. Common repairs required in pre 1919 tenement properties in priority areas, which impact on all of the property owners, where the property is deemed as sub-standard or is in danger of becoming sub- standard. This will include small scale preventative maintenance works which if carried out will enable the appointment of a property factor.
4. Flatted dwellings which have secured funding through the
 - a. Affordable Warmth scheme to carry out energy efficiency measures and may be in need of common repairs.
 - b. Glasgow City Heritage Trust or similar bodies.
5. Various work initiatives that may be undertaken from time to time within priority areas.
6. Empty Homes – to bring the property back into use.

Equipment and Adaptations

The Housing Scotland Act 2006 places a general duty on local authorities to provide assistance to make a house suitable for a disabled person where the house is or will be that person's only or main residence. This is described in more detail on page xx

Care and Repair

Care and repair services are also provided as part of the scheme of assistance. These are discussed in more detail on page XX.

Enforcement Action

In instances where all owners or some owners do not agree to participate in a repair project or maintenance regime, the Council can take enforcement action under the Housing (Scotland) Acts 1987, 2006 & 2014. Under this legislation local authorities have statutory powers which they can use to facilitate or execute works in relation to common repairs. If any enforcement action is taken, the offer of any financial assistance is immediately withdrawn. The types of enforcement action the Council may take are:-

- Works Notices - Section 30, Housing (Scotland) Act 2006
- Missing Shares - Section 50, Housing (Scotland) Act 2006
- Maintenance Orders - Section 42, Housing (Scotland) Act 2006
- Closing Orders - Section 114, (Housing (Scotland) Act 1987)
- Housing Renewal Areas - Section 1, Housing (Scotland) Act 2006
- Enhanced Enforcement Areas - Section 28, (Housing (Scotland) Act 2014)

For more details on this enforcement action please click the following link. [Statutory Enforcement Action for Common Repairs](#)

Action: The Council will continue to make voluntary agreements with owners to maintain their properties and will make use of its statutory powers to carry out enforcement action if it is deemed necessary including expanding the use of “missing shares”

Strategic Acquisition Strategy

Housing Associations have a significant role in driving up standards in the private sector, particularly in relation to mixed tenure blocks or where the association provides a factoring service to owners. Glasgow City Council has introduced a strategic acquisition programme to assist associations in this regard, with the aim of targeting properties in poor condition or where there is a lack of effective management or maintenance.

The strategic acquisition programme provides funding to assist associations to purchase privately owned properties in mixed tenure blocks and will be targeted at:-

- Flatted dwellings without common repair or maintenance plans
- Priorities without effective management
- Properties which are long term empty
- Properties with absentee landlords not paying their share of repair/maintenance costs

The aim of this programme is to enable the appointment of a factor, carry out common repairs and introduce maintenance plans, ensure preventative maintenance is carried out and to consolidate housing association ownership in problem properties. This provides added value to social landlords by allowing them to tackle problem closes, tackle the issue of absentee landlords and raise their profile in communities.

Action: Expand the strategic acquisition programme to encourage RSLs to purchase properties off market in order to consolidate majority ownership in tenements and four in a block houses

Govanhill

In 2015, a strategy was agreed with the Scottish Government in respect of South West Govanhill. The strategy involved Glasgow City Council, Govanhill Housing Association and the Govanhill Partnership working together to try to resolve problems in the area such as overcrowding, deterioration of the building fabric, infestations and environmental issues through a package of investment and management interventions.

The Scottish Government agreed to fund £4.3m over 2 years for a 2 year pilot project and a further £5m was committed by Glasgow City Council. This funding was to be used to acquire and improve 80 properties over the two years. 4 blocks in South West Govanhill were to be designated as an

Enhanced Enforcement Area, the first of its kind in Scotland, giving the Council enhanced enforcement powers to tackle some of the issues in the area. The concentration of resources on the 4 blocks was aimed to provide maximum impact over the 2 years. The main priorities of the pilot were to:-

- Promote a sustainable tenure balance
- Stabilise the tenement blocks by addressing disrepair and overcrowding issues
- Introduce a programme of preventative maintenance via promotion of factoring services/maintenance plans
- Meet housing need through the allocation of a proportion of acquired properties to address shortfalls in homelessness provision
- Engage with and register all landlords in the designated area to ensure full compliance with legislation
- Reduce and eventually eliminate poor landlord practice through pro-active intervention by GCC's Housing Intervention and Support Team (HIST)
- Work closely with partnering organisations operating in the area to share information and ensure that all work programmes are effectively co-ordinated

Between February 2015 and July 2016, Govanhill Housing Association have managed to acquire 93 properties within the 4 blocks designated as an Enhanced Enforcement Area (EEA) and acquired 8 additional properties just outside the EEA area. There are plans to acquire further properties. They have also managed to sign up 51 households to new tenancies, 30 of which have had their needs met by remaining in the same property.

The multi-agency approach to the area also includes residential engagement visits, close inspections, carrying out common repairs work, issuing abatement notices for work not carried out where it is a public nuisance, requesting iron bars to be removed from windows and reporting landlords to the Private Rented Housing Panel. 50 of the 76 closes within the 4 blocks now have a factor in place.

Refuse and Pest Control have been an area of serious concern and one which is probably highlighted most when discussed with the Govanhill community. A dedicated team has been appointed to Govanhill including a dedicated Environmental Health Officer and proactive treatments are being organised. Notices are being issued in relation to fly tipping

and arrangements have been made with Govanhill Housing Association regarding bulk waste. This has seen an improvement in the 4 blocks but refuse still continues to be an issue.

Although the pilot was for the 4 blocks identified as part of the Enhanced Enforcement Area, it is recognised that there are also concerns in the wider area and some progress has been made to these areas too however the pilot project in South Govanhill is part of a longer term strategy to tackle the

issues in the area and the Council will continue to make a case for additional funding to be allocated.

Standards in the Private Sector

At present neither private landlords nor individual property owners are obliged to meet the prescribed standards of management, maintenance and energy efficiency standards which apply to the social rented sector. Nor is there a prescribed energy efficiency benchmark, although every property which is being offered for sale on the housing market must have a Home Report which includes an energy rating for the property.

The Scottish Government established the [Regulation of Energy Efficiency in Private Sector Homes \(REEPS\) Working Group](#) to consider regulation issues and help develop proposals for consultation. The consultation on REEPS is expected at some point during the new parliamentary session although it is currently unclear how the Scottish Government will enforce any standard introduced.

Private Rented Sector landlords must comply with the Repairing Standard (RS) in terms of protecting the health and safety of private rented sector tenants however returns and the monitoring of compliance are not carried out by any overseeing trade body or regulator. Compliance relies on individual tenants reporting a breach in the standard to the Private Rented Housing Panel (PRHP). Similarly, specific breaches of the Tolerable Standard can be reported to the local authority which can issue statutory repair notices to residents in properties affected.

Recently passed legislation in the form of the Housing (Scotland) Act 2014 has provided additional powers to allow a third party referral to the Private Rented Housing Panel by the local authority. Enhanced standards have also been introduced for gas, electrical

appliance and fire detection equipment. Landlords must obtain and renew certificates on a regular basis and have these available for inspection in order to comply with landlord registration criteria.

Action: Work with the Scottish Government to develop an acceptable minimum “necessary repair” standard for all privately owned housing stock

Standards in the Social Rented Sector

Housing standards in the social rented sector are generally much higher than the private sector as all Registered Social Landlords in Scotland are obliged to meet certain minimum *building maintenance and repairs management* standards which are monitored and recorded by the Scottish Housing Regulator (SHR) through the Annual Return of the Charter (ARC). These include compliance with the Scottish Housing Quality Standard (SHQS) and the time taken to effect emergency, routine and cyclical repairs.

As of September 2015, the Scottish Housing Regulator (SHR) made available the returns on Scottish Housing Quality Standard (SHQS) on an association by association basis, including national associations operating in the city. According to Scottish Housing Regulator aggregated figures, a total of 94,478 properties in Glasgow had achieved the standard at the end of March 2015 with a further 2,623 units expected to reach the standard by the end of March 2016. The remainder of the properties are either exempted, held in abeyance, subject to demolition or right to buy or the tenant has refused entry for work to be carried out. Further analysis of the Scottish Housing Quality Standard will be reported when it becomes available. Based on the 2015 housing stock estimates which assume a total of 106,950 social rented units, this would suggest that just under 91% of the city’s social rented stock will have achieved full Scottish Housing Quality Standard compliance by end of March 2016 with the remainder being subject to exemptions or abeyances which may reflect disproportionate costs or tenants not allowing access.

From 2016, RSLs must make a separate new return to the charter on working towards compliance with the [Energy Efficiency Standard for Social Housing \(EESSH\)](#). The target date for full EESSH compliance is 2020. It is recognised that the energy efficiency of the property can have a significant impact on the comfort levels that someone experiences in their home and on their likelihood of being in fuel poverty. This issue is recognised as being an important element of the management, maintenance and improvement of properties in Glasgow and is discussed in more detail in the *Tackling Fuel Poverty, Energy Inefficiency and Climate Change* section.

Action: Improve the energy efficiency of all properties in Glasgow

Taken together, these standards cover all of the key building elements required to effectively ensure that RSL properties remain at a high standard and that they will meet a minimum threshold in terms of the energy efficiency of the property by 2020.

In the Social Rented Sector, *improvement* of stock, whilst including raising the standard of the condition of building elements where this has not already been done, can also include discretionary works which fall out-with SHQS or EESSH but which are nevertheless an amenity improvement. Examples of this include internal refurbishment of properties to a higher standard, voluntary extension of properties without grant aid, backcourt upgrading and amenity open space improvement. The targets set for the social rented sector across the management and maintenance of properties are being and will be addressed by RSLs in the context of nationally set targets.

It is anticipated that RSLs will implement discretionary improvement in terms of their own asset management strategies which may also include commercial properties where they or their subsidiaries have a controlling interest and land in their ownership.

Where RSLs have majority ownership in common properties where they act as property factor, they have the option of carrying out common repair works and re-charging owners under a voluntary agreement. RSLs can currently record a Notice of Potential Liability to recover costs from owners. The Scottish Government are currently consulting on strengthening this by giving RSLs the power to record a Repayment Charge to recover monies from owners in relation to repair costs.

Action: Encourage the Scottish Government to grant RSLs power to recover money from owners in relation to repair costs in mixed tenure blocks.

The Council has identified pressured areas in the city where those resources that are available from within the Council's Private Sector Housing Grant budget can be brought together with RSL and other partners and owners on a targeted basis to bring particular groups of properties up to a better or higher repair, maintenance and energy efficiency standard. An example of this is Brucefield Park where the Council worked with Lochfield Park Housing Association to tackle a range of repair, management and energy efficiency issues in the area. This included using grants, enforcement action and targeted acquisition to tackle some of the problems in the area. This multi-agency partnership

approach is now being used to target other areas in the city such as properties in Priesthill and London Road, where there are high levels of poorly managed privately let properties.

Action: Encourage and enable joint initiatives with RSLs, private owners and property factors in specific blocks to address breakdown of management and maintenance and raise standards (through a range of measures including multi agency funding and the Statement of Assistance)

Glasgow's Factoring Commission was initiated by the Leader of the Council in May 2012, and the initiative was incorporated into the Council's Strategic Plan 2012 – 17 (Priority 1 Economic Growth pp 12).

The Commission was tasked with producing recommendations to improve private sector property management in the city. The remit included the identification of property management issues and problems through taking evidence from a variety of stakeholders including home owners and property factors. The objective was to identify good practice but also to identify issues which have been preventing the effective delivery of sustainable repair and maintenance of flatted properties in the city.

In the course of its independent deliberations, the Commission opted to extend the scope of enquiry to include the range of legal, fiscal and administrative impediments to good and effective property maintenance which came to light as a result of evidence provided by range of stakeholders, interest groups and individuals. A summary of the full report and its recommendations can be found here [Final Report of the Glasgow Factoring Commission January 2014](#)

In summary, the proposed key actions include

- supporting the development of the information and advice website,
- assisting with the co-ordination of Glasgow-wide co-operation between the key players in the property market, including the designation of enforcement areas and property acquisition to facilitate consolidation of ownership and therefore effective factoring arrangements
- developing improved information on properties without a factor
- pulling together information on “at risk” properties
- initiating discussion with the Scottish Government on the role it could play in fostering greater owner responsibility,
- reviewing the inter-relationship between different pieces of private housing legislation

- measuring the impact of the increased share of private rented sector housing on long term value and condition
- supporting the development of the website with a view to its wider application across Scotland

The new Scotland-wide information and advice website, Under One Roof, was launched in September 2016 following the recommendations from the factoring commission.

Action: Promote the Under One Roof Website property factoring and maintenance website to encourage owners to understand legal responsibility for common repair and engage with property factors, other owners and landlords. The Council will proactively work with lettings agents, property managers and owners to promote and educate on good practice

Empty Homes Council Tax records indicate that there were 1857 empty properties within Glasgow at March 2016. These properties are those that have been empty for more than six months in March 2016. The number of empty properties have increased slightly, 111, (6%) since 2011, following the changes to the council tax levy implemented in 2013. Records also indicate there are 472 properties classed as second homes in Glasgow at March 2016. This shows a decrease of 353 when there were 825 properties classed as a second home at March 2011.

The Glasgow Shared Services Project, a tri-partite project in conjunction with Glasgow City Council, Glasgow Housing Association, and Shelter Scotland commenced in mid-2015. An advisory board was developed to oversee the project with a dedicated officer employed from August 2015. The initial focus of the empty homes partnership has concentrated on engaging with owners of empty properties where there had been problems identified with private sector housing.

The Empty Homes Officer will continue to offer range of practical assistance dependent on the individual circumstances to enable the owner to bring the property back into use. The types of assistance range from signposting owners to forms of loan assistance, energy efficiency measures, as well as assisting owners to develop successful strategies to bring their property back into use. As part of the Glasgow City Council strategic acquisition strategy, Glasgow City Council will continue to work in partnership with locally based housing associations primarily within designated priority areas, as well as other

areas where maintenance or common repairs have been identified. It is envisaged that this strategy will lead to positive outcomes in relation to factoring, planned maintenance, and wider regeneration of the area.

In addition, a 'matchmaker' scheme will continue to match owners of empty properties in the private sector with potential purchasers to assist in bringing empty properties back into use. The scheme has initially focused on empty properties within the priority areas. Work will also continue in partnership with Glasgow Housing Association to identify ex Glasgow City Council properties with the aim of bringing these properties back into GHA ownership and so increasing social housing supply in pressured areas.

Whilst the Council's aim is to bring empty properties back into use through positive encouragement with owners, there will always be problem cases where the property is causing a detriment to the wider community. In these circumstance and where all voluntary help and encouragement has been ineffective, the Council will take action as outlined in the enforcement action above.

The Empty Homes Partnership has recommended the introduction of Compulsory Sales Orders to the Scottish Government and they are considering legislating for this in the current parliamentary term.

Action: Bring 10% of Glasgow's long term empty properties back into use over the life of the strategy.

Community Safety Glasgow

Research has highlighted that one of the key concerns for tenants is community safety and anti-social behaviour. Glasgow City Council in partnership with Police Scotland have set up [Community Safety Glasgow](#) with the specific task of tackling anti-social behaviour and making communities safer for people to live in. This includes providing a range of services including CCTV, community relations, mediation, and an anti-social behaviour noise service. This can include the serving of nuisance notices to tackle problems in an area.

Action: We will continue to work with partners to make communities safe, secure and sustainable.

Raise Management Standards in the Private Rented Sector

Growth in the Private Rented Sector

The growth in the private rented sector in Glasgow since 2008 has been rapid, particularly in inner city neighbourhoods, and has also increased but at a slower rate in previously single tenure communities. There are around 60,000 properties in the private rented sector in Glasgow (about 20% of all residential properties in the city) and in excess of 35,000 registered landlords. Most landlords own only one or two properties and may be regarded as ‘amateur’ in the sense that for them this is not their main business or area of economic activity. This does not mean, however, that these landlords, in the main, do not strive to provide a good service for their tenants. There are signs that new registrations have begun to slow down as the house sales market starts to pick up and the ‘Buy to Let’ market is affected by the reduction in tax allowances and increased stamp duty on second homes.

Regulation and Enforcement in the Private Rented Sector in Glasgow

Much of the sector is well managed and maintained. The private rented sector has met and continues to meet the housing needs of a variety of groups and there are high levels of tenant satisfaction in parts of the sector. As the sector has grown so has the diversity of households that now live in private renting. In addition to the provision for ‘niche’ markets e.g. purpose build student accommodation, there is scope for institutional investment in “Build to Rent” particularly in the City Centre. Large scale investment in good quality private rented sector developments that are well managed is an important goal for providing better housing options for households and improving housing standards in the city overall.

Action: Continue to encourage landlord accreditation schemes and take appropriate action where landlords do not meet their responsibilities

Houses in Multiple Occupation (HMOs)

HMOs are an important housing option especially for young people and students. There are more than 3,000 licensed HMOs operating in the city. As this part of the sector is licensed, there is more regulation compared with other part of private rented sector.

Action: Continue to identify unlicensed HMOs and take appropriate action

Managing existing provision

It can be impractical for some tenants to take direct action against landlords without recourse to the law. There is a political expectation that the local authority will be able to take enforcement action should a case be referred directly by the tenant or indirectly by an elected member. The main routes of redress for tenants revolve around breaches of the law as it currently stands:

- Breach of the tenancy agreement e.g. illegal or forced eviction
- failure to place deposit with an accredited Rent Deposit Scheme
- Breach of the Repairing Standard and repairs not being carried out
- Discrimination on the basis of age, disability, gender, sexual orientation/identity, race or religion,
- Harassment
- Anti-social behaviour of other tenants and nearby residents

[Shelter Scotland have a one stop shop offering advice and support to private sector tenants and web based tools and sample letters to help tenants to write to their landlord to request action.](#)

Action: Increase awareness of the routes which private rented sector tenants can take themselves to obtain redress from private landlords.

Landlord Registration

Landlord registration became a legal requirement in April 2006 following the passing of the [Antisocial Behaviour etc. \(Scotland\) Act 2004](#). The [Private Rented Housing \(Scotland\) Act 2011](#) contained a number of provisions which amended the 2004 Act and a raft of Statutory Instruments, Regulations and Orders have been issued over the course of the last ten years.

More recently, the [Housing \(Scotland\) Act 2014](#) extends regulation to the activities of letting agents from 2018 and creates a new tribunal system for private sector housing. A separate but related piece of legislation, the [Private Housing \(Tenancies\) \(Scotland\) Act 2016](#) strengthens the rights of private sector tenants and will create a new single tenancy agreement.

There is an expectation that in a nationally driven campaign to raise standards in the private rented sector, pressure will be placed on local authorities to revisit landlord registration alongside other legislation to drive improvements in landlord practice.

Within the context of the Scottish Regulators' Strategic Code of Practice and the Private Housing Sector legislative framework, there is also likely to be an expectation that enforcement action around the registration of landlords should be transparent, accountable, proportionate, consistent and targeted only where necessary.

Enhanced Enforcement Areas

Enhanced Enforcement Areas (EEA) are areas where there are significant concentrations of private landlords and persistent anti-social behaviour, poor management by landlords (including evidence of exploitation of tenants) and poor physical conditions. Local Authorities can seek EEA designation from the Scottish Government which will enable them to use additional powers to tackle the causes of the problems including rooting out poor landlords. The aim is to work with landlords who want to improve both management and physical conditions to improve the overall quality of a neighbourhood so that people and communities feel secure. Glasgow is the first local authority in Scotland to apply for and successfully launch an Enhanced Enforcement Area in South West Govanhill.

Action: Build upon the lessons learned from the Enhanced Enforcement Area pilot and assess the feasibility of applying the principles in other parts of the city identified as being at risk; explore the feasibility of introducing licensing schemes in EEAs

Tackle fuel poverty, energy inefficiency and climate change

This strategic priority sets out the Council's approach to tackling fuel poverty, energy inefficiency and climate change across all tenures.

Fuel Poverty

Rising energy costs, continued austerity and welfare reform mean that fuel poverty will continue to be a challenge for a large proportion of Glasgow's population for years to come. In spite of significant investment in energy efficiency measures in Glasgow properties over the past 20 years, fuel poverty has not decreased. In fact it has increased. In 2002 we reported fuel poverty in the city to be 14% of the population and in our last strategy we reported that this figure had increased to 33% in 2011. Now in 2016, [The Scottish House Condition Survey \(2012-2014\)](#) reports that fuel poverty in the City is at 34% with 8% being in extreme fuel poverty that is, spending over 20% of their income on fuel costs. Over 45% of the people in fuel poverty in the city are elderly.

The [Housing \(Scotland\) Act 2001](#) placed a statutory duty on the Scottish Government to “ensure, so far as is reasonably practicable, that people are not living in fuel poverty in Scotland by November 2016”. With 34% of Glasgow households currently in fuel poverty, it is clear the target will not be met.

It is widely accepted that there are 3 major factors which contribute to fuel poverty. These are:

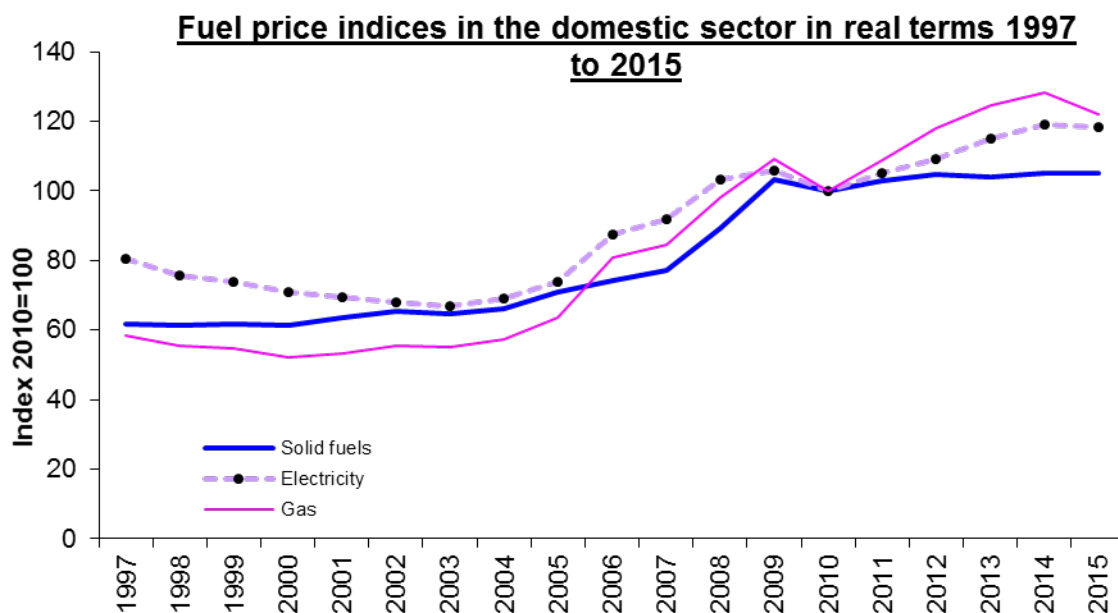
- **Income** – People on low income need to spend a higher proportion of their income on heating.
- **Fuel Costs** – Energy prices have been the main driver of increases in fuel poverty, outstripping income growth and improvements to the thermal efficiency of the housing stock.
- **Energy Efficiency** – The thermal efficiency of the building and the efficiency of the heating source.

An additional but less quantifiable contributory factor is the way that some households use their heating systems, for example wasting heat and electricity. This together with other lifestyle choices will increase costs and contribute to an increased carbon footprint.

Fuel poverty in Glasgow is not the consequence of a lack of investment on energy efficiency improvements. Since the last strategy, over £89.4m has been spent by Glasgow City Council and its partners on installing energy efficiency measures to 14,609 fuel poor households (5,005 of which were social rented households). Glasgow City Council has consistently attracted the highest amount

of Scottish Government Home Energy Efficiency Programme funding (HEEPS) and Energy Company Obligation (ECO) funding from utilities companies than any other Scottish Local Authority. Up to March 2015, Glasgow had 28,313 (or 98.7 measures per 1,000 households) ECO measures installed which is double the number of measures of any other Scottish Local Authority. (Source: Scottish Government)

The main reason for fuel poverty increasing in the city is low income levels and the year on year increases to fuel prices as the following chart demonstrates. Since 2010, (mainly over the period of the last housing strategy) solid fuel prices have increased by 13.5%, gas by 31.9% and electricity by 28%. Median gross annual pay for individual full time workers in Glasgow over the same period has only increased by 16.49% meaning that fuel prices have risen at more than 1.5 times the rate of wages.



(Source: Domestic Energy Price Indices, Department of Energy and Climate Change, 26th May 2016)

This strategy recognises that fuel poverty is only one symptom of poverty. A person in fuel poverty may also be struggling with other living costs such as food and rent therefore we have tried to align the actions within this strategy to the objectives and actions of

Glasgow's [Poverty Leadership Panel](#) and Glasgow's [Financial Inclusion Strategy 2015-2018](#) which take a more holistic approach to tackling poverty and is an important priority for the Council.

Energy Efficiency Advice

Glasgow City Council has identified advice and information as being a key means of mitigating fuel poverty, and reducing its impact on vulnerable households. In March 2010, the Council established a fuel poverty advice team, branded as [G-HEAT](#), in partnership with the Scottish Federation of Housing

Associations, Glasgow & West of Scotland Forum of Housing Associations and Glasgow Advice and Information Network (GAIN). G-HEAT is Glasgow's Home Energy Advice Team and its focus is to deliver face to face advice on energy related issues to vulnerable households in the city regardless of tenure. The project has and is currently supported through partial funding from Scottish Power and Glasgow City Council. The team is managed by the Wise Group and is co-located with the Scottish Government's [Home Energy Scotland](#) team in order to maximise linkages.

A particular aim in setting up G-Heat was to target those people affected by fuel poverty and who would benefit from an energy advice visit at home, especially elderly or disabled residents who may have difficulty attending surgeries and whose age or condition may require them to keep their home consistently warmer.

Between 2010 and 2015 G.HEAT made over 14,000 home visits and contributed to benefits maximisation, arrears reductions, rebates, referrals for a warm home discount, payment reductions, debt write off, fuel switching and referrals for insulation measures. For an investment of £1.3m during the 5 year period, there was a social return on the investment of nearly £3.5 million in savings to householders. They reduced the city's carbon footprint by over 45,000 lifetime tonnes and saved every resident who had a home visit an average of £245 (Some much more).

In addition to G-Heat, a number of RSLs in the city, have established their own energy advice teams to provide free energy efficiency advice to their tenants.

Action: Continue to support the provision of free and impartial energy advice, assistance and advocacy services to all households in the city.

Fuel Banks

In 2009 there was only one food bank in Scotland. By September 2013 there were thirty-five in Glasgow alone, and now there are over seventy in the city. In 2016, the Glasgow South East Food Bank, in partnership with the Trussel Trust and Npower, set up the first fuel bank in Glasgow which offers prepayment meter vouchers to people struggling to afford to light and heat their homes. The scheme gives people around two weeks' worth of energy depending on the time of year.

Action: Support organisations to tackle fuel poverty through the use of food and fuel banks

Affordable Warmth Dividend

The Affordable Warmth Dividend is a payment of £100 made by the Council to Glasgow residents who are 80 years of age or older. The purpose of the dividend is to help residents keep warm during

the winter months. Over 40% of people in fuel poverty in Glasgow are elderly. The Council spends just over £1.3m on the dividend each year. During 2013/14 there were 13,832 payments made to Glasgow residents and during 2014/15 this figure was 13,566.

Action: Ensure maximum uptake of the Council's Affordable Warmth Dividend to elderly Glasgow residents

Glasgow People's Energy

In November 2015, Glasgow City Council established a Social Enterprise Collaboration with the Wise Group and Citrus Energy called Glasgow People's Energy (GPE). GPE is a free, independent and impartial switching service for Glasgow's businesses and third sector organisations with the aim of helping them to save money on their fuel bills by searching through prices from the whole commercial energy market for the best price. GPE also offers a bill and invoice validation service, energy management reports, contract management and supplier dispute resolution. Once fully established, it aims to roll out its switching service to domestic customers which will offer a tailored service to residents, taking into account their individual energy needs and circumstances. This will be particularly beneficial to residents on prepayment meters who often find it harder to switch.

Action: Expand Glasgow People's Energy services to include domestic customers.

Scotland's Energy Efficiency Programme

In June 2015, the Scottish Minister for Environment, Climate Change and Land Reform announced that Energy Efficiency would become a national infrastructure priority and the cornerstone of this would be the [Scotland's Energy Efficiency Programme \(SEEP\)](#). This will be delivered jointly by the [Home Energy Efficiency Programmes for Scotland: Area Based Scheme \(HEEPS: ABS\)](#) and the [Low Carbon Infrastructure Transition Programme \(LCITP\)](#). Over the next 15 - 20 years, SEEP will offer support to ensure that all buildings (domestic and non-domestic) in Scotland can achieve a good energy efficiency rating. SEEP will officially launch in 2018 but the Scottish Government have introduced a pilot scheme for 2016/17 to develop new approaches and have made £4m SEEPS funding and £10m from HEEPS for 2016/17 available across Scotland to do this.

Action: GCC to identify and take forward projects which would be eligible for SEEPS funding and work with partners to maximise the funding and leverage brought into the City

Home Energy Efficiency Programme for Scotland (HEEPS)

Since January 2013, the Council has managed the Home Energy Efficiency Programme for Scotland: Area Based Scheme (HEEPS: ABS) on behalf of the Scottish Government. Area-based schemes are designed and delivered by local authorities, with local delivery partners. They target fuel-poor areas and provide energy efficiency measures to owner occupied and mixed tenure blocks while delivering emission savings and helping reduce fuel poverty. Between 2013 and 2017, Glasgow City Council was awarded £23.72m to provide energy efficiency improvements to owner occupiers in Glasgow. The Council then uses the funding to lever in additional funding from the utilities in the form of Energy Company Obligation (ECO) and where possible complements with other Council funding (i.e. private sector housing grant). The types of measures being delivered through this programme include external wall insulation, internal wall insulation and cavity wall and loft insulation and supports the installation of district heating systems by RSLs. As a direct result of successive insulation projects over the last 20 years, there is limited scope remaining in Glasgow for cavity and loft insulation and the focus has instead been on harder to treat properties. Installing HEEPS measures can save households between £145 and £455 per annum (Energy Saving Trust Figures) depending on the insulation measure, house type and size of the property. It is estimated that the installation of these measures is saving Glasgow residents over £1m per year on their fuel bills.

Action: GCC to identify and take forward projects which would be eligible for HEEPS funding and work with in partnership with owners, landlords and RSLs to maximise the funding and leverage brought into the City

Energy Efficiency Standard for Social Housing (EESH).

The [Energy Efficiency Standard for Social Housing](#) will contribute towards the carbon emission reduction targets set by the Climate Change (Scotland) Act 2009. From 2015/16, the Scottish Housing Regulator expects all social landlords to submit data on their compliance with the EESH on an annual basis.

The EESH will support the social housing sector to lead the way in the reduction of energy use and greenhouse gas emissions, it will also help address fuel poverty levels in the social housing sector. All social landlords will be expected to achieve the new standard by 2020. The Standard is based on minimum Energy Performance Certificate (EPC) Energy Efficiency (EE) ratings. These are shown on an EESH ratings table and vary depending on the type of property and the fuel used to heat it.

Although Glasgow City Council is supportive of the new Energy Efficiency Standard for Social Housing, especially as it will help to reduce carbon emission and contribute to the reduction of fuel

poverty, the Council is concerned that there is no additional funding allocated to the increased standard and this means additional costs for social landlords, especially at a time when they have already had the additional cost of bringing their stock up to the Scottish Housing Quality Standard and are incurring extra costs as a result of welfare reform. It was originally anticipated that ECO funding would be available to help to support landlords to install energy efficiency measures but the criteria and funding have changed dramatically since its inception in 2012 and there is very little funding available for social landlord properties. To assist landlords in this respect, the Council would like to see grant assistance for energy efficiency measures being made available for social landlords to improve their stock in the same way that it is available for owner occupiers.

Action: The Council will lobby the Scottish Government for funding to be made available for registered social landlords to allow them to deliver EESH.

Renewable Energy and District Heating

As noted earlier, one of the main causes of fuel poverty is the increasing costs of

energy and Glasgow City Council encourages partners to consider ways in which they can generate and store their own energy through renewables, district heating and energy storage systems. The Commonwealth Games Village is an example of a district heating scheme which is capable of expansion and Glasgow Housing Association has developed an approach to self-managed district heating and renewable energy generation to off-set conventional energy market costs for tenants. This includes a £4.3m air source heat pump and solar panel district heating scheme and energy centre in the south side of Glasgow providing 350 tenants with heating and hot water.

Action: Work with partners to identify and promote projects where renewables and district heating is a cost effective solution to affordable warmth and assist organisations to apply to for external funding.

New Affordable Warmth Strategy

The council prepared its last fuel poverty strategy in 2005 and an Affordable Warmth Action Plan in 2012. This now requires to be updated to reflect the change in circumstances since 2012. The Council is preparing a new Affordable Warmth Strategy for Glasgow during of 2016 which will be included as evidence to accompany this strategy.

Action: Update Glasgow City Council's Affordable Warmth Strategy and fuel poverty indicators for Glasgow (draft document to be placed on website)

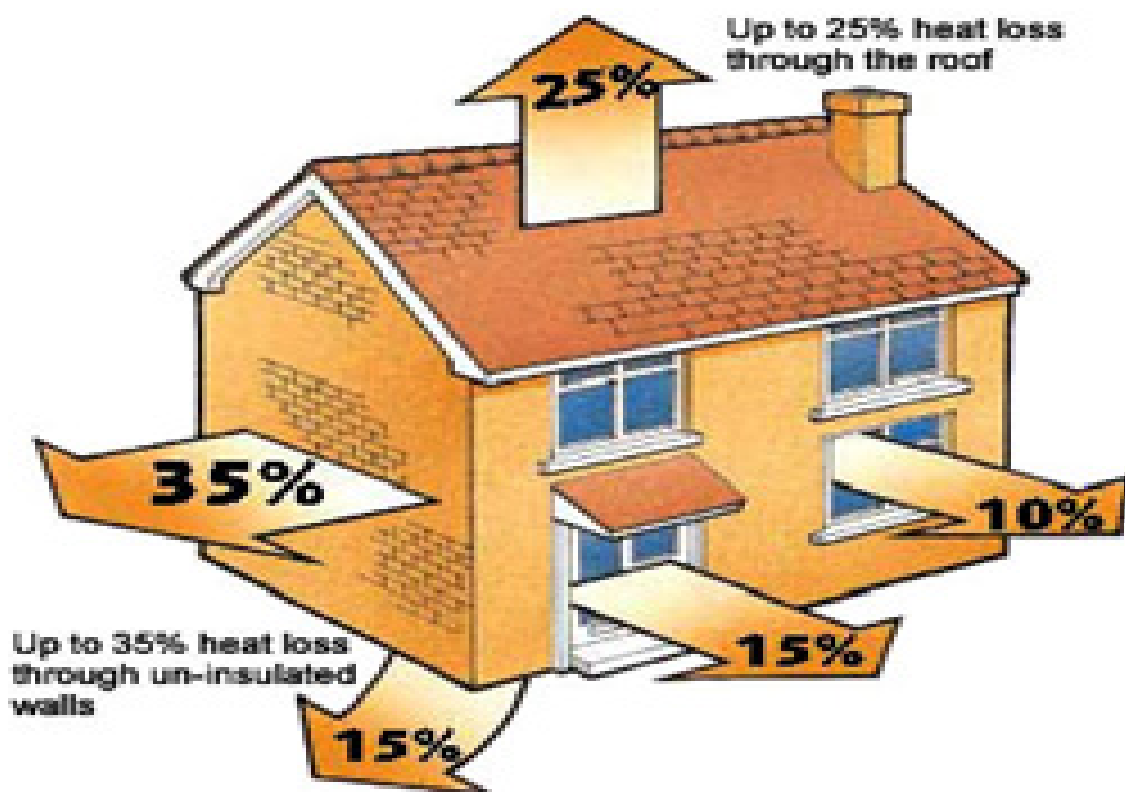
Climate Change

There has been a dramatic intensification of global concern about the likely impacts of climate change. In 2008, the UK became the first country to introduce a Climate Change Act which put into statute, targets to reduce CO₂ emissions by at least 80% by 2050. Early in 2008, the Scottish Government consulted on its proposals for a Scottish Climate Change Bill. Subsequently, the [Climate Change \(Scotland\) Act](#) received royal assent on 4th August 2009. Its target is to reduce Scotland's greenhouse gases by 50% by 2030 and by 80% by 2050; including an interim target of 42% greenhouse gas reduction by 2020. The Scottish Government announced in June 2016 that this interim target has been met 4 years early and plan to introduce new more ambitious targets.

Glasgow City Council has made a commitment to play its part and has developed a [Carbon Management Plan](#) and has made a commitment through [Sustainable Glasgow](#) to achieve a 32% CO₂ reduction. The Council will lead, support and encourage the City to become more climate conscious and respond urgently and effectively to the consequences of a changing climate. Glasgow's Housing Strategy supports the Council's vision of "becoming one of the most environmentally sustainable cities in the world" and will consider actions it can take through new build and in Glasgow's existing housing stock to contribute to this goal.

One of the ways we can contribute to reducing carbon emissions is through the insulation of a property which also contributes to the reduction in fuel poverty.

The diagram below of a typical house shows that around, 35% of heat is lost through uninsulated walls and up to 25% of heat is lost through uninsulated roofs. If we can reduce the heat lost from a property, we can reduce the CO₂ emissions from the property, help the resident to live in a warmer property and potentially reduce their fuel bills



Between 2013 and 2016, Glasgow City Council delivered over 8,000 energy efficiency measures and saved approximately 200,000 tonnes of lifetime carbon. The anticipated carbon reduction from installing all of the HEEPS measures in 2016/2017 will be around 21,215 tonnes of carbon over the lifetime of the measure. This calculation is based on Ofgem guidance taking into account usage factors.

Glasgow's housing strategy supports the objectives of [Resilient Glasgow](#) which considers the Council's response to climate change and other stresses or shocks that the city may experience in the future. As part of this, the Council will ensure that the city's existing and new housing stock is able to withstand the adverse effects of climate change such as flooding and storms and will contribute positively towards reducing the city's carbon footprint.

Action: Take action to ensure that the housing stock in the city is resilient to the possible effects of climate change.

Improve access to housing across all tenures

Glasgow's Housing Strategy 2011 to 2016 emphasised the need to improve access to housing in the city given the unique nature of the city's housing system. For the new strategy, we want peoples' housing journeys to be supported by an accessible housing system that is responsive to the diversity of need and demand in Glasgow.

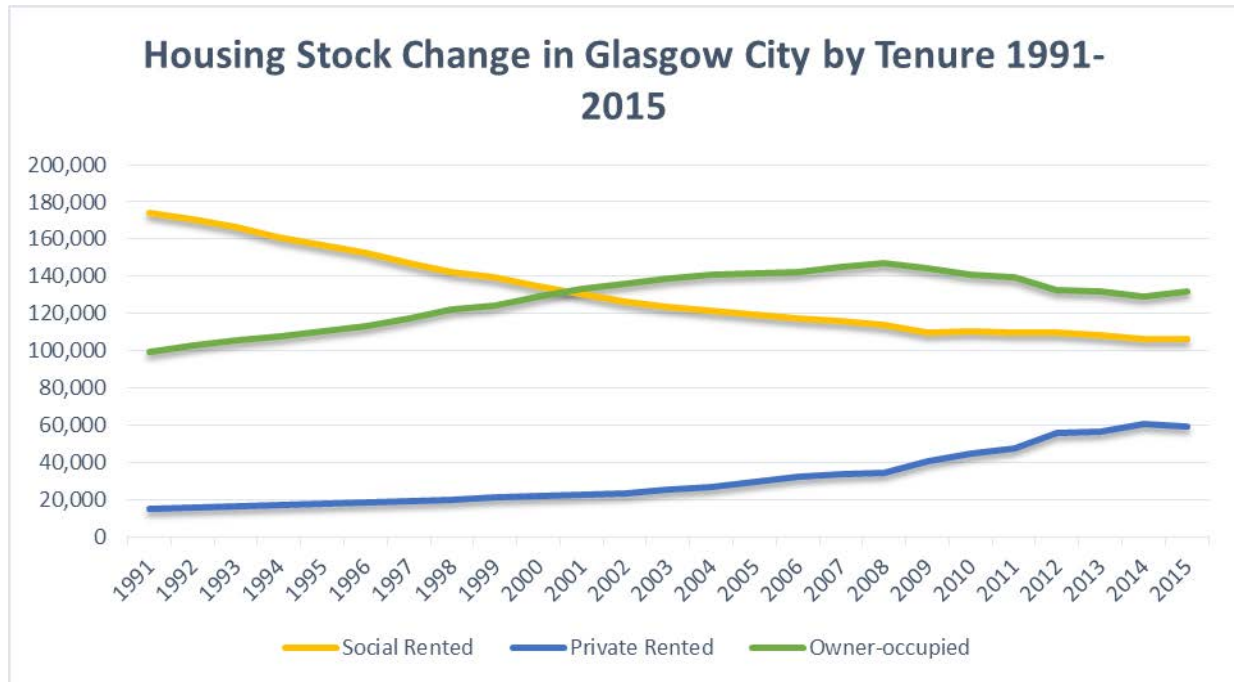
A wide range of suitable housing is needed across all tenures at affordable prices for Glaswegians to access. This is challenging and there are also headwinds created by welfare reform, modest national economic growth, relatively low income growth and lack of access to mortgage finance. The increase in Glasgow's population has also resulted in increased household growth. People must be able to make informed choices on their housing journey and this is dependent on quality information and advice and effective partnerships delivering services. Access to suitable quality affordable housing is a fundamental aim of this strategy whether it is for young single people under 35, the growing number of older households, lone parent families or families with disabled family member(s) or other households from all backgrounds.

More needs to be done. In strategic terms, the City Council wants to build on existing partnerships and where there are gaps (and it makes sense), develop new ones to improve people's access to suitable housing in the city. As a strategic housing authority we believe the various strands of activity and initiatives must be co-ordinated to ensure effectiveness, efficiency of resource use and consistency in quality of service provision across Glasgow.

Improving access to owner occupation

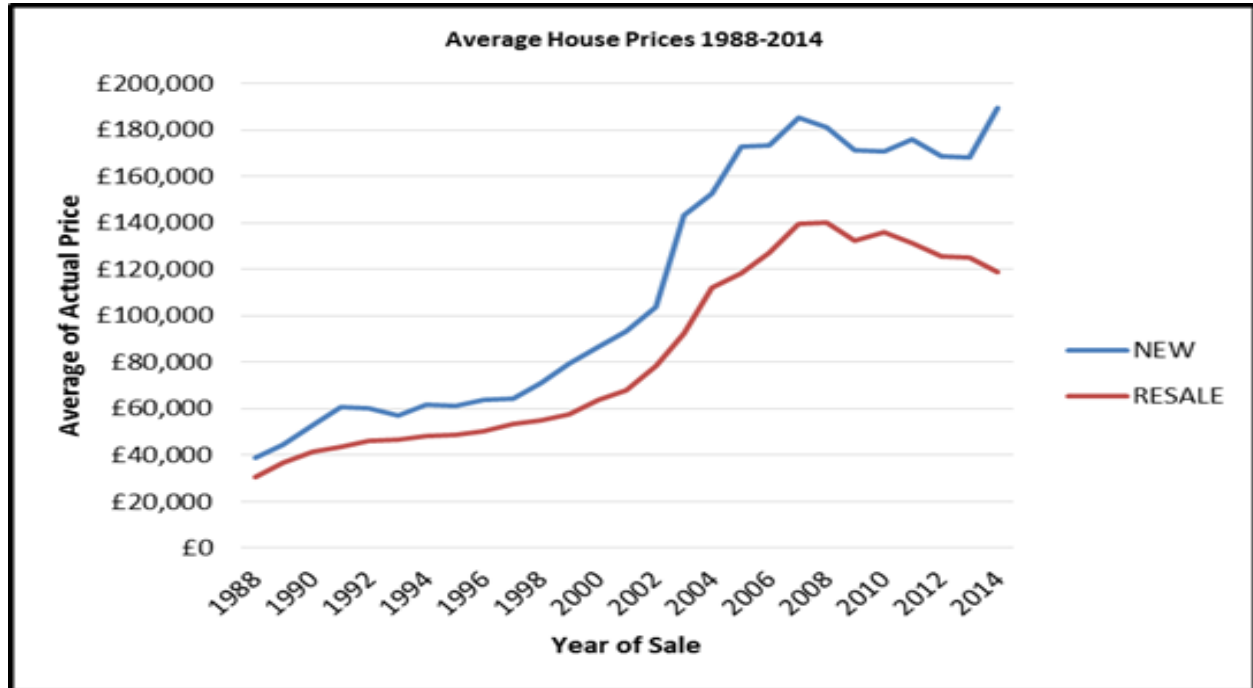
In the 1980s and the 1990s there was a steady increase in owner occupied housing in Glasgow due in part to the policy of Right to Buy and the increasing availability of mortgages. Owner occupation in Glasgow peaked around 2008 when the financial crisis resulted in much tighter controls on mortgage lending. Since 2008, the share of owner occupation in Glasgow has fallen (see chart 1) and the private rented sector has increased rapidly.

Chart 1



Housing and Regeneration Services have been tracking the average house price in Glasgow for both new build and resale properties since 1988. The following chart (Chart 2) shows the sharp increase in house prices in both the new build and resale markets during the early 2000's followed by the financial market crash in 2008 which saw the average house price across the city fall back to 2005/06 levels.

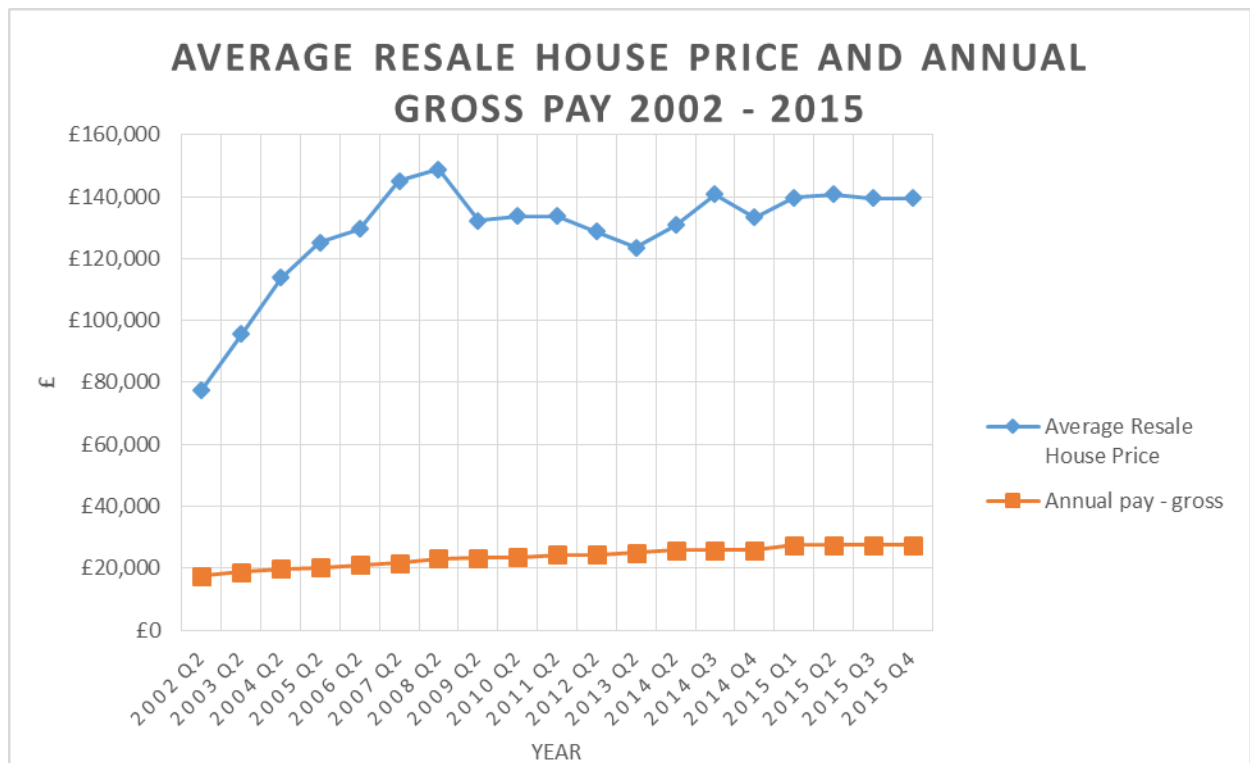
Chart 2



The gap between income and house prices measures the affordability of the house prices in an area. In 2002, in Glasgow, the average house price was (3.5x) the average gross annual pay. At the height

of the market in 2008, this ratio was (6.1x) the average gross annual pay. This has reduced and remained steady during 2015 at (4.1x) the average gross annual pay which although still higher than an accepted ratio of 3.0 or 3.5x income, it is still considerably lower than other cities in the UK. However as chart 4 demonstrates, average house prices in Glasgow have increased and remained high since 2002 but wages have not increased at the same rate making home ownership less achievable for some people.

Chart 4



Source: Register of Sasines / Annual Survey of Household Earnings (ASHE)

Another contributory factor to the affordability of owner occupation is the requirement from lending institutions for a mortgage deposit (typically around 10% of the property value). Chart 5 shows that to buy an average priced property, a person earning an average gross annual salary in Glasgow, saving 10% of their income each month (£228 per month) would take 4.12 years to save for a deposit and would still require to borrow 3.75 times their annual salary. This is a particular problem for first time buyers with no equity but it is not exclusive to them with other market segments also experiencing difficulties (e.g. relationship breakdown).

Chart 5

	Resale		
Average Median House Price in Glasgow 2015 (Source: DRS)	£112,987.00		
Gross Median Annual Income for Full Time Workers - Source (ASHE: Resident Analysis 2015))	£27,417.00		
10% deposit of average priced property	£11,298.70		
Saving 10% of gross income per year	£2,741.70		
Years to save deposit	4.12		
Ability to borrow (x Income)	3	3.5	3.75
Deposit	11,298.70	11,298.70	11,298.70
Amount can borrow based on 3, 3.5 & 3.75 x gross income	82,251.00	95,959.50	102,813.75
Total	93,549.70	107,258.20	114,112.45
Shortfall to buying	19,437.30	5,728.80	-1,125.45

average priced property			
Actual Deposit needed	30,736.00	17,027.50	11,298.70
Years to save	11.21	6.21	4.12

Glasgow's Housing Strategy has identified a number of initiatives, to help people into owner occupation where they choose to do so.

Help to Buy

The Help to Buy (Scotland) is a Scottish Government scheme to help first time buyers and existing homeowners to buy an affordable new build home from a participating home builder. The three year scheme will operate until 31 March 2019. The scheme is open to first time buyers and existing homeowners and provides help of up to 15% of the purchase price of an affordable new build home.

LIFT Scheme

The LIFT Scheme is a Scottish Government scheme which helps first time buyers to access new build properties from a housing associations, private builders or an existing property from the open market based on a shared equity principle. The scheme also gives priority access to particular applicants including disabled people, armed forces personnel and veterans.

Shared equity is a way to buy a home without having to fund all of it. The owner pays the majority share (typically 60%- 80%) of the purchase price of the property and the Scottish Government pays the rest under an agreement which it enters into with the purchaser. The Scottish Government recoups its percentage equity stake when the owner sells the property.

Partnership Mortgage Guarantee Scheme

Glasgow City Council together with Glasgow Credit Union has introduced a pilot mortgage guarantee scheme as a local initiative to help buyers to access home ownership. The pilot scheme will allocate up to £4million in mortgage funding over a 2 years period (2015-2017) and will help house hunters who can afford to pay a mortgage but cannot raise the necessary deposit. The council will act as a guarantor for the loan over a maximum five year period, up to a maximum of 20% of the original mortgage amount in the first year, reducing to 10% by year five.

Action: The Council will continue to develop and support initiatives to assist people to access good quality home ownership in an affordable and sustainable way.

Improving access to social rented housing

The current situation for anyone applying for social housing in Glasgow is that they must apply individually to each of the 68 housing associations operating in the city, completing separate application forms for each. Each association also has its own allocations policy and Glasgow Housing Association operates a choice based lettings policy where vacant properties are advertised on a weekly basis, with potential tenants expressing an interest in a particular property via either the website, local housing office or telephone.

With this plethora of applications and lettings policies, it is understandable that many people can find the process of applying for a social rented house in Glasgow, confusing and burdensome. It is the intention of this housing strategy to make the process of applying for a social rented property in Glasgow, simpler. This includes:-

Glasgow's Housing Register: North West (GHR), a common housing register between housing associations, has been built and is currently in the testing phase. It will be piloted in the north west of the city. Seventeen housing associations and co-operatives are participating in the pilot and it is anticipated that it will be officially launched in 2017. The service will primarily be web based and will mean that applicants will only have to complete one housing application to apply to all 17 landlords for housing. Following a successful pilot of the GHR, it is intended to roll the register out to all associations in Glasgow. The GHR will help align multi agency working and complement the work already being carried out in relation to Housing Options and preventing homelessness.

Action: Complete the Glasgow Housing Register pathfinder and roll out the service across the city

Glasgow Centre for Inclusive Living (GCIL) provides services for disabled people. This includes housing information and advice and access to Home2Fit which is a national online database and self-help resource to assist disabled people find suitable housing. Home2Fit gives housing associations, councils and private landlords the chance to match their vacant adapted properties to disabled people looking for a home by:

- saving housing providers lost rent by finding an occupant for an adapted home that becomes vacant
- reducing the costs of readapting or reinstating a property.

- Having one point of access for disabled people to identify available properties

Action: Raise awareness of the home2fit database and encourage its use

Glasgow's Poverty Leadership Panel, the Wheatley Group, Children in Scotland and the Poverty Alliance carried out some research with and for young people to gain their view on housing. The research was called [Beyond Four Walls: Participatory Youth Research Project](#) and the results provide an interesting insight into housing access issues faced by younger people. The research found that young people did not have a good knowledge about housing options and many saw the lack of social housing as a barrier forcing them to turn to other options such as private renting. Many shared experiences of the private rented sector such as not getting their deposit back, hidden costs and experiencing poor landlord practices. The research made recommendations to help young people access appropriate housing including:-

- having housing options and budgeting in the Curriculum for Excellence
- young tenants having access to peer led advice and mentoring
- closer links between housing, schools and youth services

Action: Improve on the housing information and services currently available to young people

Preventing and Addressing Homelessness

The Housing (Scotland) Act 2001 places a statutory duty on each local authority to carry out an assessment of homelessness in its area and to prepare and submit to Ministers, a strategy (as part of the Local Housing Strategy) for the prevention and alleviation of homelessness. In Glasgow, the responsibility for the production of the Homelessness Strategy has transferred to the Health and Social Care Partnership and can be found [here](#).

Tackling homelessness is a key priority for Glasgow City Council, Greater Glasgow and Clyde NHS, and its partner agencies across the public, voluntary and private sectors. Progress has been made in addressing homelessness since the last strategy; however, there continues to be significant challenges in the City. For this reason a [Strategic Review](#) of homelessness services delivered by the Council was undertaken during 2014. The review examined the extent of homelessness within the City; identified those at greatest risk of homelessness; highlighted current challenges, emerging risks and service blockages; and brought forward a series of recommendations.

Trends in Homelessness

The Homelessness Strategy identifies key trends in homelessness in the city. The following is a summary of these but a more detailed account can be found at the following link: [Assessment of Need in Homelessness Services](#).

- Glasgow City Council receives the largest number of homeless applications per year in Scotland.
- The majority of applications continue to be from single person households.
- There were 3,767 applications where the main applicant was male (60%) and 2,530 with a female main applicant (40%) in 2014/15.
- At 31st March 2015 there were 1200 children recorded as living in temporary accommodation.
- The majority of applications are made by people aged 26-59 years, however, there is an over representation of people aged 18-25 years (24% of homelessness applications).
- The largest numbers of applicants previously stayed in the parental/family home or with relatives (20%) or with friends/partners (17%).
- 12% of applicants stated they had a private rented sector tenancy and 11% a social rented tenancy. 3% owned or were in the process of buying their own home.
- 10% of applicants were recorded as prison leavers in 2014/15.
- In 2014/15, 125 people stated that they had been in hospital prior to making a homeless application, 2 were in armed services accommodation, and 2 were in children's residential accommodation.
- Of the reasons recorded for making an application, 'Asked to Leave' is the highest category recorded, accounting for 23% of all applications, 12% are under discharge from prison, hospital, care or other institution, 10% as a result of a non-violent dispute or relationship breakdown, 8% as a result of a violent dispute, and 5% fleeing non domestic violence.
- Numbers recorded for people who had their tenancy or mortgage terminated due to arrears are comparatively low at 4% and 6% where other action had been taken by their landlord resulting in termination of tenancy.
- During 2014/15, 36.2% of homelessness applicants had one or more support needs. These support needs were predominantly around drug or alcohol dependency, basic household management, independent living skills and mental health.
- A study commissioned by Glasgow Homelessness Network estimated that 1,500 - 1,800 people approached homelessness services with needs that could be defined as complex during 2013/14. The majority of these were single men aged between 25 and 59 years.

- Repeat homelessness in Glasgow increased from 6% in 2013/14 to 10% in 2014/15.
- During 2014/15, 8% of applicants reported that they had slept rough in the last three months, and 7.4% stated that they slept rough the night prior to making a homelessness application.
- In 2014/15, Glasgow received 10,233 approaches for Housing Options advice, of which 6,297 progressed to a homeless application. This is a reduction of 6% on the previous year.

Key Challenges

The strategic review of homelessness undertaken in 2014 confirmed a number of key challenges and service pressures. These have informed the development and activities outlined in the Homelessness Strategy. These include:

- Pressure on the Supply of Settled and Temporary Accommodation
- Use of Bed and Breakfast Accommodation
- Welfare Reform
- Multiple Exclusion Homeless
- Support to Homeless Households
- People Seeking Asylum
- Access to the Private Rented Sector

Glasgow's Homelessness Strategy is based upon two simple principles:

- *Prevent homelessness where possible, by providing access to good quality advice, assistance and support.*
- *Where people do become homeless, work with them to access emergency, temporary and settled accommodation and support which meets their needs.*

The new Homelessness Strategy has identified a number of priority actions to tackle these challenges. The actions can be found in the [Homelessness Strategy](#). There are however a number of additional actions which we felt was appropriate to include in this strategy.

These are:-

Housing Options

Housing Options is an approach to preventing homelessness that considers all of the options open to people that may help them to avoid housing crisis. For many, this may mean advice and support to stay in their current home. For others this may mean looking at ways to support them accessing the Private Rented Sector. For others again it may not be possible to prevent crisis and a homelessness application is the best option for them.

The purpose of Housing Options is to consider the individual circumstances of each household and work with them to identify what best meets their needs. The key difference in the Housing Options approach is that any service approached will look at a person's full housing options and not just consider the services they specifically offer. For example, if someone approaches a housing association, they will be given advice, assistance and information about their particular housing needs rather than just putting their name on the housing waiting list and making referrals to appropriate services when needed. In partnership with benefit and social work staff, Housing Options develops a range of customised wraparound services to provide the right support at the right time. This support may include mediation services by SACRO, Glasgow City Council's money advice service, debt and legal advice by Shelter Scotland, access to employability by Jobs & Business Glasgow and peer advocacy through Glasgow Homelessness Network (a help and advice service by trained advisors with similar life experiences).

The results of the year-long housing options pilot in the North west of the city showed a 31 per cent reduction in homeless applications between 2011/12 and 2012/13, despite a 19 per cent increase in demand for homelessness service. There was also a significant reduction in abandoned tenancies.

Action: The Council will continue to work with partners to promote the benefits of the housing options approach to preventing homelessness.

Housing Access Team

A multi-agency Housing Access Team has been established in Glasgow to work specifically on increasing the supply of temporary and permanent housing for homeless households in the city over the next 2 years. The creation of this team has brought together, for the first time, housing professionals from the housing and homelessness sectors (Social Work Services, Development and Regeneration Services, Community Based / Controlled Housing Associations, Glasgow and West of Scotland Forum of Housing Associations and the Wheatley Group) to develop joint arrangements for increasing access to housing for households affected by homelessness.

A Housing Access Team Project Board has been established to progress this proposal and secure commitment at a senior level across partner organisations.

Action: Glasgow City Council will continue to work with partners across a range of housing organisations to develop joint arrangements for increasing access to housing for households affected by homelessness.

Asylum Seekers and Refugees

Home Office data suggests that at the end of April 2015 there were 3,106 asylum seekers in Glasgow representing 0.5% of Glasgow's population. Home Office statistics suggest that Glasgow's current asylum seeker population represents around 12.5% of all Asylum Seekers in the UK. There is very little available data on refugees but the Scottish Government estimate that there are around 20,000 in Scotland with the majority in Glasgow.

As shown in the table below the majority of asylum seekers and refugees in Glasgow are male, single and aged under 35. Only 29% of asylum seekers and 19% of refugees have children.

	% Male	% under 35	% single
Asylum seekers	58%	81%	81%
Refugees	71%	78%	77%

Glasgow is currently the only dispersal area in Scotland for asylum seekers. Housing for Asylum Seekers in the city is provided by a private contractor to the UK government and they are housed predominantly in the private sector. However when they gain leave to remain (Refugee Status), they become statutory homeless and become the responsibility of Glasgow City Council. This has created a problem for the Council it does not become involved with the refugee until after the expiry of their 28 day asylum support period following their leave to remain decision. The homelessness solution has been to use the temporary accommodation system to accommodate the household until a section 5 rehousing process is complete but this builds in delay and merely adds to the pressures on temporary accommodation.

Welfare reform changes have also has an impact on welfare benefit entitlements to European migrants living in Glasgow and advice and support agencies are expecting to

see a rise in the number of migrant households who become homeless as a result of the changes, although this could fall back again within the next 5 years as a result of the EU Referendum outcome.

The Scottish Refugee Council (SRC), in collaboration with Queen Margaret University, has developed a large set of evidence of the experience of new refugees who settle in Glasgow who have accessed the SRC's Holistic Integration Service. The service supports new refugees to access their options in relation to housing and homelessness, welfare benefits, education and employment. The research is available on the following links:

- [Rights, Resilience and Refugee Integration in Scotland](#), Dr A.Strang et al, June 2016
- [Insight into Refugee Integration Pathways](#), Dr. A. Strang et al, June 2015

The Council would like to explore the possibilities of re-designing the refugee rehousing system that would, as the general rule, minimise the need for refugees to access the temporary accommodation system and seek immediate settled housing solutions. This would involve bringing forward intervention to the beginning of the 28 day resettlement period using an assertive Housing Options approach. This would aim to provide settled accommodation outcome by the end of the 28 day period and develop a series of nomination agreements with housing associations in Glasgow.

Action: Establish a Refugee Housing Group involving all the key stakeholders to design a new resettlement housing solution for refugees.

Lone Parent Families

In Glasgow, four out of ten families with children are lone parent families, according to the 2011 Census. This is the highest local authority rate in Scotland, equivalent to 26,454 households, with this figure expected to rise over the next 25 years. Many lone parents face a range of inequalities (Source: [Glasgow Centre for Population Health](#)):

- they are six times more likely to contain no earners when compared with couples;
- more likely to experience underemployment and in-work poverty;
- have average earnings that are one-third of the earnings of couples with children.
- lone parent mothers tend to have worse health than couple mothers,
- Less than half of all lone parents in Glasgow are in paid work, of which two out of three are in part-time work.

These statistics mean that lone parent families are more likely to have a much lower

income than other households which has implications for their housing choices, especially for younger single parents and this together with recent welfare reforms mean that housing options for single parents can be restricted with owner occupation and private renting often considered too expensive. The welfare reforms include:-

- The single room subsidy (bedroom tax) if a parent has 2 children under the age of 10 but 3 bedrooms.
- 4 year benefit freeze
- Tax credit in year increases
- A drop in universal credit work allowances, housing benefit family premium and the benefit cap.

As part of this strategy, we want to ensure that lone parent families have access to appropriate housing and welfare advice and consider how we can widen access to housing to housing choices.

Action: Develop a resource for lone parents which provides up to date information and support on accessing welfare and includes help and support to understand their housing rights.

Older Households

As people get older, their housing needs change and housing that was previously suitable may become difficult to live in (e.g. top floor tenement flat). Research carried out by the Glasgow and West of Scotland Housing Association Forum, amongst their members, found that around 30% of tenants are aged over 65 and they estimate that housing associations support between 20% and 25% of Glasgow's older people. Housing associations are therefore key players in facilitating prevention and early intervention activities.

The Council and its partners are working through the 'Reshaping Care for Older People' agenda and developing proposals to become an 'age friendly city' which meets the needs and aspirations of its older citizens. This links into the Scottish Government's strategy [Age, Home and Community](#) (A Strategy for Housing for Scotland's Older People: 2012 – 2021).

Initial research for the interim housing contribution statement has identified the following role for housing in relation to older people.

- The provision of affordable, safe, secure and energy efficient homes so that older people can live independently is fundamental to health and wellbeing outcomes

- Development of specialist provision where there is an identified need
- Support for hospital avoidance and discharge
- Support delivery of the Dementia Strategy
- Tackling social isolation and loneliness
- Advice and information – Housing Options for Older People

It is recognised that given the flatted nature of housing right across the city, accessible housing is a need throughout the city, particularly given the health inequalities and long term conditions experienced by residents. The peripheral estates and areas with concentrations of owner occupiers are projected to see particular growth in the older population where existing housing may not meet requirements in the future. The development of specifically designed housing to cater for households in all tenures will be important to ensure a range of housing options are available for people to live independently for longer, and is therefore a priority for housing investment.

Action: Consider innovative models of sustainable service delivery and housing support for older people, embracing new technology and advancements in telecare where appropriate, and maximising partnership working.

Students/graduates

Glasgow City Council recognises that the provision of student accommodation raises a range of issues which would benefit from the development of an evidence base. A research brief has been prepared to commission research into student accommodation which should help to inform housing investment decisions. In particular, the research will consider the

- trends in demographics and related need and demand for purpose built student accommodation,
- impacts of student accommodation on the City, local communities, facilities, open space and businesses,
- multiplier effects in terms of demand for goods and services and employment base
- the impact of purpose built student accommodation on HMO's
- a spatial analysis of the clustering of student accommodation and its impacts, including upon local housing land supply
- assessment of the current and future role of the traditional private rented sector market as a provider of short term accommodation for students.

Single Person Household (particularly under 35s)

Joint research to understand the impact of welfare reform on those under the age of 35 particularly the cap on housing benefit, to inform product offerings by housing providers to meet the needs of young people. How we work together to support people into sustainable, affordable tenancies over the long term could be brought through as an action

Gypsy Travellers

The Glasgow, Clyde Valley and Ayrshire Local Authorities have undertaken a joint desktop exercise to provide evidence to contribute to the development of their housing strategies. This study has been approved by the Scottish Government.

The desktop study is based on a comprehensive literature review and evidence gathered from local authorities. Local authorities identified that the annual count in 2009 was the last official count and is now outdated with the figure then to most likely be under representative. Furthermore issues arise in identifying a true picture and pattern of households as the counts in summer are 50% greater than in winter with no knowledge or information collected or gathered in relation to where households come from or go to. The accuracy of information is therefore a key issue.

Other issues identified in the study relate to site conditions, tenancy agreements and rental charges as well as lack of suitable stopping places for gypsy/travellers on the move. Health and access to services appears to be a cross cutting theme with publications indicating that gypsy/traveller household life expectancy and NHS outcomes are far poorer than that of the general public. Recent changes to planning systems and welfare reform were also identified as key issues and are likely to also affect households across the Glasgow, Clyde Valley and Ayrshire authorities.

The Clydeplan HNDA indicates that there is no unmet need for the gypsy/traveller community within the area. Anecdotal evidence from gypsy/traveller households suggests that the standards within sites they have visited across the country varies considerably however there are no Council sites within the Glasgow boundary and there is no evidence to suggest that this is needed. The Glasgow, Clyde Valley and Ayrshire Local Authorities will continue to explore areas of joint working on this subject.

Access to private renting

Recent research commissioned by the Council highlighted the important role the sector plays in providing homes for Glaswegians, itinerant workers and others. The research also underlined the areas where more can be done to improve the offer from the sector

[Research Report: The Role of the Private Rented Sector in Meeting Housing Need in Glasgow](#). Feedback from focus groups in the research identified areas of concern with respect to

- having to raise a deposit,
- property condition
- security of tenure

Perhaps the most significant finding which emerged from the research into the private rented sector was the issue of affordability. The private rented sector has traditionally been an option for single people to access housing in the city. There is concern that here will be a significant impact on single people who are under 35, on low incomes and claiming housing benefit.

The new reforms will restrict access to private renting as single people under 35 will only be able to claim housing benefit at the shared accommodation rate, that is, the amount considered enough to rent a room in a shared property. The Local Housing Allowance (LHA) levels (the maximum rate at which private sector housing benefit is paid) will be set at the 30th percentile of market rents rather than the median rate and there will be a freeze in increases in LHA over the next four years. With the rollout of Universal Credit to single people in Glasgow from June 2015 and the income cap set at £13,000 per annum the option of the private rented sector for many low income households may be receding and the capacity to maintain a tenancy will therefore be undermined. In addition, the

research also found that families with children with no other option than to enter the private rented sector also struggled to be able to afford rents for larger dwellings.

Action: The Council's Welfare Reform Working Group will continue to work with the Scottish Government to identify how it can use its powers to mitigate the impacts of Welfare Reform on private sector tenants and undertake research to better understand the impact of welfare reform on communities in Glasgow.

Broad Rental Market Areas

Given the recent rapid expansion of the private rented sector, Glasgow City Council

believes there should be a review of Broad Rental Market Areas (BRMA), to see if current geographies need to be amended to reflect local market conditions. Broad Rental Market Areas reviews can be carried out where there is significant change to the size of the private rented sector. Glasgow City Council feels that Local Housing Allowance rates are increasingly being separated from 'real' levels of rents in the sector (which continue to rise) and therefore people are being priced out of the market. This can only increase pressure on the social rented sector and increase the risk of homelessness.

Action: Recommend to the Scottish Government that they carry out a review of Broad Market Rental Areas in Glasgow to reflect the rapid increase in the private rented sector in the city.

The Private Rented Sector research indicates that accessibility and affordability are key issues for current and future customers with average rents double that of the social rented sector and security of tenure an issue (although this may be less of an issue with the introduction of the [Private Housing \(Tenancies\) \(Scotland\) Act 2016](#)). Restrictions are often placed on those on receipt of housing benefit and homeless households and there is evidence to suggest that landlords are exercising discretion in relation to tenants that they will accept.

Evidence indicates that the private rented sector has also become the tenure for many who previously would have entered owner occupation. The effect of the economic downturn since 2008 has given rise to affordability issues, resulting in a sizable rise of affordable housing need. As owner occupation is now less accessible for potential first time buyers, many of these households are now living in private rented housing. The extent, to which the increase in private renting is a permanent or temporary trend and its sensitivity to changes in the economy and wider housing market, is not known and requires to be closely monitored.

Glasgow's Housing Strategy has identified a number of initiatives to help people access private rented housing.

[Glasgow Key Fund](#)

The Glasgow Key Fund is run by Ypeople and provides a rent deposit guarantee for

people who are either homeless or threatened with homelessness to find a solution to their housing needs through the private rented sector. Many private sector landlords require a cash deposit before they will agree to let a property to tenants. Ypeople provide a written guarantee to landlords in place of the required cash deposit. The rent deposit guarantee service also ensures prospective landlords meet the required criteria, and are willing to accept the guarantee bond instead of a cash deposit. The guarantee covers loss or damage to the property/inventory items caused by the tenant (or visitors) which is not caused by reasonable wear and tear. It does not cover rent.

Social Lettings Agencies

The private rented sector research indicates that there is some support for the creation of a social housing sector led management service for private landlords (A social letting agency). This strategy is looking to expand access to the private rented sector through the development of more locally based social lettings agencies using an accreditation scheme to allow RSL applicants who do not qualify for social housing to access properties with the tenancy being managed on landlords behalf by the RSLs or their subsidiaries.

Action: Encourage the formation of more locally based social lettings agencies using the accreditation scheme to allow RSL applicants who do not qualify for social housing to access properties with the tenancy being managed on the landlords behalf by the RSLs or their subsidiaries

Institutional Investment

The private rented sector research also indicated that there may be scope for expanding the private rented sector in Glasgow through institutional investment. From a demand perspective, there is real potential for investment in large scale developments of purpose built rented housing to grow and be viable. However, achieving this will require further action from Government in order to address the structural gap that currently separates house builders, investors and local authorities, and to give confidence to investors. Future private rented sector growth through institutional investment may also reduce some of the future risks associated with the buy-to-let model of investment. Tax changes announced by the Chancellor may result in all higher-rate taxpayers who own buy-to-let properties on which there is a large mortgage paying substantially more tax. Economic analysts suggests that for some landlords, buy-to-let properties may no longer be financially viable leading to either an increase in rents or more landlords leaving the market. If this indeed proves to be the case, the current factors that have stimulated growth in both accidental and buy-to-let landlord numbers could slow. If the private rented sector is to fulfil its potential and to increase its capacity to meet housing need, securing longer term

institutional investment or innovative funding mechanisms may be the best way forward to boost capacity.

Action: Carry out research into the potential for institutional investment in the private rented sector in Glasgow.

Promote Health and Wellbeing

Housing, health and wellbeing are intrinsically connected. It is widely recognised that the quality of housing and environment is important to both individuals' and communities' health and psychosocial wellbeing. This strategic priority sets out housing priorities for the Council in promoting health and wellbeing.

'We strive to promote health and wellbeing through this Housing Strategy in order that housing which is built, improved or (housing services) delivered for Glasgow's people enhances their quality of life'.

This strategy embeds a commitment to disability equality and recognises the housing "asks" in [Glasgow's Independent Living Strategy](#). These are included as actions in this section.

Integration of Health and Social Care

[The Public Bodies \(Joint Working\) \(Scotland\) Act 2014](#) changed the way that Health and Social Care Services in Glasgow are delivered. This came into effect in April 2015 and means that health and social care services for the citizens of Glasgow City will be carried out jointly by Glasgow City Council and NHS Greater Glasgow and Clyde (NHSGGC) within a new construct called the Glasgow [Health and Social Care Partnership](#).

Glasgow City Council and NHS Greater Glasgow & Clyde agreed that all community health and social care services, including homelessness services, will be integrated and have adopted the Integration Joint Board or 'body corporate' model. Within this model, the planning of integrated health and social care services is led by the Integration Joint Board, made up of voting members - eight Elected Members from Glasgow City Council and eight Non-Executive Directors of NHS Greater Glasgow and Clyde - and non-voting members as prescribed by the Act and associated regulations, such as the Chief Social Work Officer, Clinical Director, Chief Officer and individuals representing staff, service users, patients and carers, and the third and independent sector.

The Integration Scheme for Glasgow City was approved by the Cabinet Secretary for Health, Wellbeing and Sport and was laid in the Scottish Parliament on 8 January 2016. It came into force on 6 February 2016. The role of the Integration Joint Board is to develop a Strategic Plan for the partnership area and monitor progress towards delivery of that plan.

The [Integration Joint Board Strategic Plan 2016-2019](#) has identified key priorities for the delivery of services. These are

Early Intervention, Prevention, Harm Reduction.

This strategic priority identifies how multi agency working is key to early intervention, prevention and harm reduction, ensuring that staff across all participating organisations are equipped to provide advice, guidance and support for people to make their own decisions about their housing circumstances rather than hit crisis point. In particular the aim is to help people to plan their future housing so that it enables them to live at home for as long as possible. Feedback from a Health and Social Care Housing event (February 2016) indicated that there is potential for local housing, health and social care staff to link with each other to identify where there was a need for early intervention. Making the right local connections is another important message from the event.

Greater Self-Determination and Choice

This strategic priority identifies how housing organisations can offer personalised individual solutions to people's housing solutions. An example of this is using technology to support people making their choices, sharing these appropriately across organisations and with carers, family and friends, or through improved planning for transitions throughout life stages. There is also a focus on neighbourliness, volunteering, and helping people to help themselves, with local housing providers being excellent examples of how this has been a long term endeavour in the city.

Shifting the Balance of Care

Shifting the Balance of Care describes changes at different levels across housing, health and care systems, all of which are intended to bring about better health outcomes for people, provide services which reduce health inequalities, promote independence and are quicker, more personal and closer to home. This means developing services that may involve shifting location, shifting responsibility; and identifying individuals earlier who might benefit from support that might sustain their independence and avoid adverse events or illness. Housing can play a major role in helping to shift the balance of care however it poses very significant challenges too.

Enabling Independent Living for Longer

Glasgow has a particular need to help social housing providers provide independent living for its tenants as many customer profiles within housing associations show more tenants

with a range of long term conditions, vulnerabilities, and poorer health chances, from a younger age than elsewhere in the country. The priority is to provide for the growing numbers of older people and is one which housing providers willingly help with through both local and specialist providers. It is also about ensuring that people of any age can plan their own futures, to live either at home or in a planned move.

Public Protection

In many ways local housing staff can be the 'eyes and ears' in the community. They are often the first people tenants and others see and staff know their communities they serve. Training and development for housing staff, therefore, can help identify problems earlier and respond by linking in with other agencies/organisations and voluntary groups. There are examples of good local joint working between housing, health and social care colleagues.

Locality Planning

Locality Planning is a key area for all partners. Feedback from the Housing, Health and Social Care Event highlighted that the three Strategic Planning areas, for many, are too large. There is also a need to clarify how Locality Planning structures fit with Community Planning. This is a key issue for third sector partners.

There was also feedback about the need to be realistic about expectations. Housing Associations are independent organisations run by voluntary board members and, in particular, have priorities beyond those within the health and social care agenda and their resources are limited.

Housing Contribution Statement

A draft Joint Housing Contribution Statement was prepared following an event held by the Housing, Health and Social Care Group (HHSCG) in February 2016 to engage with health, social care, housing, third and independent sector representatives on housing's role in integration. They provided the Group with very useful ideas and views about housing's role and this has been reflected in the [Interim Housing Contribution Statement](#). It is planned to fully complete the Housing Contribution Statement later this year.

The Interim Housing Contribution Statement identifies a number of outcomes which housing can contribute to health and wellbeing. These are:

- To help more people to live independently and receive the support they require
- Prevent homelessness and if not prevented, address it effectively through improved service delivery
- Increase the supply of good quality social housing and introduced more affordable housing to meet the city's housing needs
- Increase the supply of new and converted accessible housing, as well as housing for particular needs
- Promote positive partnerships and co-ordination among statutory and voluntary agencies across a range of housing and housing related areas

Welfare Changes and Poverty

Welfare reform has disproportionately impacted on disabled people with work capability and Personal Independent Payments assessments leading to an increase in poverty and impacting on people's ability to live independently. The percentage of disabled people living in poverty across all tenures is higher than non-disabled people but especially in social renting and private renting tenures. Statistics from the New Policy Institute, August 2016 state that

- Disabled people in the UK are twice as likely to be in persistent poverty (defined as living at 60% of median income for 3 out of 4 years) as non-disabled people at 11% and 5% respectively.
- Pensioner poverty continues to be greatest among older and female pensioners, disabled pensioners not in receipt of disability benefits and ethnic minorities.
- Of all children living in poverty, one in three has a disabled parent.

The Local Housing Allowance cap on supported housing was due to be implemented in a similar way to supported housing as it was to mainstream housing. There has been a concerted campaign by representative organisations highlighting the impact this will have on tenants and on the future development of supported housing. On 15th September 2016 it was announced that the application of the policy of applying Local Housing Allowance rates to social rents from 2018 will be deferred for supported housing until 2019/20. From 2019/20, the Government will bring in a new funding model which will ensure that the sector continues to be funded at current levels. From 2019/20, core rent and service charges will be funded through Housing Benefit or Universal Credit up to the level of the applicable Local Housing Allowance rate and will apply to all those living in supported accommodation from that date. For costs above the level of the Local Housing Allowance rate, the Government will provide an equivalent amount to the Scottish Government to decide how best to allocate the funding. The Department of Work and Pensions confirmed

that the shared accommodation rate will not apply to people living in the supported housing sector. There is recognition that some particular challenges may remain for very short term accommodation, including hostels and refuges and that they will work with the sector to develop further options to ensure that providers of shorter term accommodation continue to receive appropriate funding. It is now understood that the LHA cap in relation to supported housing will apply to all tenancies, not just new tenancies.

Action: The Council will monitor the impact of Welfare Reform changes on supported accommodation policy.

These priorities are reflected in a range of housing activity and services as outlined in below.

Wheelchair and Larger Family Houses

The Strategic Housing Investment Plan (SHIP) sets targets for the provision of new wheelchair and larger family houses and this is funded through the Affordable Housing Supply Programme outlined in the SHIP in partnership with local Housing Associations. It is recognised that given the flatted nature of housing right across the city, accessible housing is a need throughout the city. This strategy supports increasing the supply of accessible housing to give wheelchair users improved choice. Strategically, a citywide target of 10% wheelchair housing for all new build housing has been set to ensure the increase of accessible housing across the city. The Council continues to support this target. The Council is keen to work with disability and housing stakeholders to monitor the effectiveness of this approach. When designing new housing, delivery partners are urged to co-ordinate with potential tenants either directly or through Social Work or Health Services at an early stage to ensure that the specific design enhances the independence of the tenant.

Action: Work with disability and housing stakeholders to increase the proportion and number of barrier free houses available in Glasgow

The size of a 'larger family' is defined as a home with 4 or more bedrooms and 6 or more bedspaces. Across the city, there is a continuing need for larger family houses to meet household requirements, and further analysis in the area profiles (*create link*) has identified areas where overcrowding is a particular concern. Further joint work with RSLs is needed to identify if there are particular housing needs in these neighbourhoods. A citywide target has been set to ensure provision is increased across the city and this is set

out in the Strategic Housing Investment Plan.

Action: Work with RSLs to identify where there are particular needs for larger family accommodation

Equipment and Adaptations

The adaptations programme is a critical support for many people to help them exercise choice when they wish to remain at home. Provision of aids and adaptations is important in allowing people to stay in their own homes and live independently. This includes owners and tenants renting privately.

There are a range of funding streams for adaptations which average around £6million annually. The management of equipment and adaptations for owner occupiers and private renting tenants has recently transferred over to the Health and Social Care Group although it is still managed on a day to day basis by Housing and Regeneration Services. The Council's [Scheme of Assistance](#) provides further information.

The Affordable Housing Supply Programme provides stage 1 and 2 (new build) and stage 3 (existing property) funding to Registered Social Landlords in the city excluding Glasgow Housing Association (GHA). This is managed by Housing and Regeneration Services. Glasgow Housing Association fund adaptations to their own housing stock as an outcome of the stock transfer. The adaptation works are carried out to dwellings in order to make them more suitable for residents and can include for example, wheelchair access, hand rails and accessible showers.

There is a requirement to review the demand for aids and adaptations across all tenures and the management arrangements for prioritising and funding the broad range of provision.

Action: Establish a short life Working Group on Equipment and Adaptations to review demand, management and funding of adaptations and accessible information to disabled people about housing rights and help available with adaptation.

Care and Repair

The Glasgow Care & Repair Service assists home owners aged 65 or over and people with disabilities, with no adult family living with them, to organise repairs to their property.

This assistance generally comprises identifying defects, obtaining quotations for the work involved and liaising with the contractor and client throughout the course of the work. The service will also assist owners with a disability to adapt their homes. (This is likely to be applicable to applicants whose needs have been assessed as moderate or low risk). It also provides a Handyperson Service giving practical help with small repairs and tasks around the home that owners may find difficult to carry out. The services are free, although there may be a charge for materials. Also available, is a Home from Hospital service which provides practical assistance to prepare the homes of patients aged 65 or over for their discharge from hospital. The service is designed to support older people returning from hospital as a matter of urgency after receiving treatment, making sure that the environment they are returning to is safe and secure.

Help to Adapt

Help to Adapt is a Scottish Government initiative designed to help older people live independently in their own home for as long as possible. The initiative encourages homeowners over 60 years old to consider making alterations to their property now to ensure it continues to meet their future needs. The aim is to help people stay safe and maintain their quality of life in their own home. The Scottish Government has appointed Link Group Ltd as managing agent to deliver the scheme in 12 local authority areas including Glasgow. Help to Adapt helps owner pay for adaptations by using the equity in their home and the team helps with planning adaptations to meet specific needs, through to selecting and supervising approved contractors to ensure quality standards are met.

Independent Living

The Council and its partners are working through the '[Reshaping Care for Older People](#)' agenda and developing proposals to become an [Age Friendly City](#) which meets the needs and aspirations of its older citizens. Housing and housing providers will play an important role in these new agendas which will entail service re-design in certain areas. With revenue funding streams under pressure, there is a need to look at innovative models of sustainable service delivery and housing support, embracing new technology and advancements in telecare where appropriate, and maximising partnership working.

In order to respond effectively to the future age profile of the city, new housing models, support services, and technological solutions are being piloted by a number of partner organisations to promote independent living and combat social isolation. These are being funded through a variety of sources includes RSL own resources, Affordable Housing Supply Programme, and specific funding streams from the Scottish Government. The

learning from these pilots will help guide future models of housing and any related investment requirements.

Action: Redesign services by working through the 'Reshaping Care for Older People' agenda and develop proposals to become an 'age friendly city' which meets the needs and aspirations of its older citizens ensuring a range of housing options are available for people to live independently for longer.

Specialist Provision

Glasgow has a number of specialist housing providers who have developed excellent specific provision over the years to ensure greater self-determination and enable people to live the life they wish to. Social Work Services annually identify Social Care Housing Investment Priorities which reflect the commissioning strategies across Social Work care teams. The purpose of these priorities is to identify services where the provision of new build or refurbished accommodation is needed to ensure service delivery meets required standards and social care needs are being met. Currently, projects with a high priority meet the needs of people in the following care groups: learning disability, physical disability and mental health. This will be kept under review to reflect any changes in priority and any changes will be reflected in the Strategic Housing Investment Plan (SHIP) as the delivery vehicle of this strategy.

Action: Keep social care housing investment priorities under review to reflect any changes in policy

Technology Enabled Care

The Integrated Joint Board's strategic plan sets a clear directions of travel on the wider application and expansion of technology through the Partnership's Accommodation Based Strategy for older people. It promotes the use of technology as a component to transforming services for older people and providing support to assessment staff through technology based assessment tools. The expansion of telecare services and digital platforms includes:-

- Link workers issued with iPads to use in post diagnosis support
- Dementia clients given iPads to communicate with family and friends using e-mail and face time with simple icons to access and memory prompts to help with self-management.

- GPS Technology being used to help maintain independence in dementia clients by enabling them to be monitored within “safe zones”
- GPS alert device linked to Community Safety Glasgow's Alarms Receiving Centre
- Very sheltered tenants given iPads allowing access to online resources and face time with other residents, family and staff and including them on a small scale daily 'wellbeing check' Pilot which means they can video-conference with staff in the office in the morning to let them know that they are up and about.

Action: Consider innovative models of sustainable service delivery and housing support for older people, embracing new technology and advancements in telecare where appropriate, and maximising partnership working.



Delivering the Strategy

Delivering the Strategy

Partnership working with housing associations in the city is of vital importance to enabling the delivery of this strategy and the objectives of the Strategic Housing Investment Plan. This section considers how the Council and its partners will deliver the strategy and some of the underlying values.

Strategic Agreements

The Council has already established a strategic agreement with the Wheatley Group in recognition that stock transfer and its legacy places a particular onus and responsibility on the Wheatley Group, especially through Glasgow Housing Association (GHA) to support Glasgow City Council in achieving its stated priorities and to remain, as now, rooted in Glasgow and its communities. The Wheatley Group's Affordable Housing Programme for new homes in the City will be an important component in meeting the objectives of Glasgow's Housing Strategy and will contribute to Glasgow City Council's target of 12,500 new homes in the City over the next 5 years.

The strategic agreement with Wheatley Group has identified shared key objectives. These are:

- to update the principles of the conditions in the transfer agreement with GHA;
- to establish a framework for future joint working with the Wheatley Group, as a key housing provider in the city, that allows and binds it to, contributing to the overall delivery of Glasgow's Housing Strategy;
- to define the respective roles that will be carried out by various parts of the Wheatley Group in Glasgow and how they will contribute to the council's strategic aims;
- to optimise outcomes for each partner, maximising the resources and investment in the city and focusing on achieving joint objectives.

Glasgow and West of Scotland Forum of Housing Associations and the Scottish Federation of Housing Associations, which between them represent the majority of housing associations operating in Glasgow, are in early discussions with Glasgow City Council about a strategic agreement to cover Housing Associations within their membership. The strategic agreement will outline the specific contribution that Community Based / Controlled Housing Associations and other housing association partners in the city can make to the delivery of common housing objectives and emphasises all parties commitment to maximise partnership working.

Community empowerment and engagement

Community empowerment is about involving local people in making decisions about their area but goes beyond the traditional methods of information sharing and consultation.

Community

empowerment involves a change in power relations, enabling people to have more control and responsibility for their own housing and communities.

The Scottish Government introduced the [Community Empowerment \(Scotland\) Act 2015](#) in July 2015. The act is aimed at empowering community bodies through the ownership and control of land and buildings, and by strengthening their voices in decisions about public services. The Act also places Community Planning Partnerships (CPPs) on a statutory footing and imposes duties on them around the planning and delivery of local outcomes, including tackling inequalities and the production of “locality plans” for areas experiencing particular disadvantage.

In delivering this strategy, the Council supports the principles of community empowerment and placing the community at the heart of the planning and delivery of services. It also recognises that housing associations in the city are already committed to and very experienced in engaging and supporting communities and working with partners to deliver the best outcomes for their area. This includes:-

- providing training, volunteering and skills building opportunities
- capacity building with individuals and groups
- tackling social isolation by establishing clubs and events
- consulting and working with people in the community about new housing developments or environmental projects in their area
- developing and managing local communities facilities

Welfare Reform

It is widely accepted that the UK Governments’ welfare reform agenda is likely to exacerbate poverty in the city with changes to the way benefits are calculated, pushing more citizens in Glasgow into poverty. In addition to the other welfare cuts already introduced, from the autumn of 2016, the benefit cap will be cut from £26,000 per annum to £20,000 per annum and there will be the removal of the housing benefit family premium for new claimants and new births. Universal in-work allowances will be cut and the

backdating of claims will be reduced to 4 weeks. Most working age benefits will be frozen for 4 years.

From 2017/18 onwards, the Government intends to remove the entitlement to Housing Benefit for under 22s and will remove the child element of tax credit and universal credit awards for third and subsequent children born after 06/04/17. This means that families (especially larger families) will be particularly affected by the new changes. New parents on Universal Credit will need to prepare for work when a child turns 2 and find work when they turn 3. In his Autumn statement, the Chancellor announced that for tenancies created after 01/04/16 social housing benefit (or universal credit

element for housing) will be capped at Local Housing Allowance maxima and at the shared accommodation rate for the under 35s (coming into effect in 2018). Housing association rents in Glasgow are generally below this level but the shared accommodation rate for the under 35s will not cover rent costs.

For Glasgow, [it was estimated that the reforms announced at this stage](#) could mean a loss to the Glasgow economy of £239 million p.a (source: [The Cumulative Impact of Welfare Reform on Households in Scotland](#), Sheffield Hallam's Centre for Regional Economic and Social Research, 2015) and the average loss per working age adult will be £580 per annum, placing many more households in poverty.

The UK Government is transferring responsibility for a number of social security benefits to the Scottish Government as a result of the Smith Commission and the resulting Scotland Act 2016.

The Scottish Government have calculated that the UK Government currently spends around £18 billion on social security benefits in Scotland every year. The benefits account for about £2.7 billion or 15% of this total spending. The remainder (£15.1 billion or 85% which includes state pension) remains under the control of the UK Government.

To date, the Scottish Government have made a number of commitments regarding the devolved social security powers. For example, Universal Credit (UC) remains reserved to the UK Government, but the Scottish Government have administrative flexibilities to pay UC direct to social landlords, to offer fortnightly payments to recipients rather than monthly payments, and to effectively abolish the removal or the spare room subsidy (bedroom tax). Some of these devolved powers will not come into effect until UC is fully rolled out (currently a target date of 2022) so Scotland's residents and organisations will be dealing

with a complex picture of benefit entitlement and processes for a considerable period to come.

The Scottish Government are consulting on the new devolved powers through 'A New Future for Social Security' which will close at end of October 2016, with a plan for a Bill being laid before Parliament in 2017 to establish the new Social Security Agency.

More information on the devolution of social security powers to Scotland can be found at [Social Security for Scotland: Benefits being devolved to the Scottish Parliament \(updated July 2016\)](#)

Our aim is that we will work together to contribute to mitigate some of the impacts of welfare reform on Glasgow residents and on our delivery partners, and contribute to a reduction in poverty over the next 5 years of the strategy.

Social and economic exclusion

In delivering this strategy the council will aim to tackle social and economic exclusion and recognises some of the work already being carried out by partners:-

Charter to challenge poverty

Queens Cross Housing Association, a member of Glasgow City Council's Poverty Leadership Panel, established *The Charter to Challenge Poverty* which was launched in direct response to the Scottish Index of Multiple Deprivation (SIMD) figures released in August 2016. They show associations in Glasgow operate in some of the most deprived communities in Scotland. The Charter has now been signed by ng Homes and Maryhill Housing Association with the aim of challenging poverty in their area. The charter contains a commitment to:

- minimise rent increases,
- install heating systems to address fuel poverty,
- increase the availability of low cost banking and money advice
- provide digital inclusion programmes
- campaign on poverty issues.

Glasgow's Living Wage

The [Glasgow living wage](#) is an important element of Glasgow City Council's ambition to tackle poverty and in particular the rising in-work poverty experienced by low income

households. The living wage is a term used to describe the minimum hourly wage necessary for shelter (housing and incidentals such as clothing and other basic needs) and nutrition for a person for an extended period of time. Glasgow City Council now has over 450 employers signed up to the Glasgow Living Wage covering approximately 88,000 employees and is keen to widen the impact of the policy and work within the current legislative framework by encouraging contractors to pay the Living Wage. It will do this by using procurement practices to raise standards of pay across the city. Glasgow City Council would also like to encourage all housing association and other partners to sign up to Glasgow's Living Wage.

Community Advocates

There are still many people in the city disconnected from the information and services that tackle poverty and offering an intervention that is led directly by other local people can act as an important catalyst in ensuring that people get access to the support they need. Glasgow's Homelessness Network's Navigate Project helps people to access services through a community advocate service with their advocates being volunteers.

Financial Capacity

EPIC 360 is a lottery-funded financial capability project working across Glasgow. EPIC 360 works city-wide, holding personal conversations and these can cover budgeting, spending, saving, credit, debt, well-being, and financial products and services. Sessions with EPIC 360 are free, voluntary and confidential. The project is funded by the Big Lottery in Scotland and was set up in May 2015. Their aim is to work with over 3000 people and run 500 group sessions over the next three years.

Glasgow's Helping Heroes

Established in 2010, Glasgow's Helping Heroes provides a one point of contact "Gateway Model" which aims to improve access to and co-ordination of advice and support for service personnel, veterans, their families and carers in Glasgow. Glasgow's Helping Heroes work with a range of organisations across health, housing, social care, employability, financial services and specialist armed forces agencies to support service personnel, veterans, their families and carers to address any issue that affects them. Glasgow's Helping Heroes has a helpline and one to one support from staff employed by SSAFA Forces Help Glasgow through funding from Glasgow City Council and Glasgow Works. The staff are all ex-service men or women.

Going Digital

This strategy recognises that the internet has become a huge part of everyone's lives and more and more services are now being provided on line. Government digital strategies encourage people to go online but also encourage organisations to consider how they deliver their services.

[Digital Scotland](#) outlines the steps that are required to ensure Scotland is well placed to take full advantage of all the economic, social and environmental opportunities offered by the digital age and [Digital Glasgow](#) is a Glasgow city strategy, developed in dialogue with and focused on promoting collaboration between the public, third and private sectors. It is a partnership that pulls together expertise from business, the public sector, universities and colleges, the third sector and community organisations.

The aim of the Digital Glasgow strategy is for the city to become a world leading digital city by 2017. The success of this ambition rests on two core requirements:

- A world class digital infrastructure - essential to supporting the wider transformation of the city, attracting new businesses and jobs and supporting major regeneration projects; and
- Ensuring Glasgow businesses and residents have the skills required to create and access the opportunities that this digital infrastructure has to offer.

Both Digital Scotland and Digital Glasgow recognise that social housing tenants are one of the key "unconnected groups" they need to engage with if they are to achieve their objectives of getting as many people as possible to go online. Therefore going forward in the delivery of this strategy, the Council will work with partners to consider how it can improve digital connectivity across the sector and communities in which we provide services.

Co-operative Glasgow The Council has created a Co-operative Unit to promote co-operatives and other social enterprise models in the city and build on current service delivery to develop new partnerships between local people and public services. The aim is to develop models that

- offer quality, value for money, and are designed around people's lives.
- are 'joined up' so that citizens get what they need at the right time and the right place;
- balance power and responsibility by agreeing what the Council provides and what communities will control for themselves

- involve communities and employees in planning services and supporting employees, local people and organisations to organise and run services differently;
- enable people to do more to help their own communities and at the same time to help themselves by gaining new skills and experience.

This strategy supports Glasgow City Council's Strategic Plan's commitment to developing Glasgow as a co-operative city by promoting and supporting co-operative, and mutual business models. An example of this is the Glasgow People's Energy fuel switching model for businesses which is a collaboration between the Council, the Wise Group and the social enterprise Citrus Energy. There are many more opportunities in the city for an expansion of this model (e.g. environmental maintenance) in a housing context and we propose to explore this further with representatives of registered social landlords.

Equalities

The Equality Act 2010 came into force in April 2011. The Act replaces all existing equalities legislation and brings them together in one place. An overarching theme of this housing strategy is equality and it follows the principles set out in the Council's [Equality](#) principles and aims to:

- work to end unlawful discrimination
- embrace diversity and promote equal opportunities
- promote good relations between people from different communities

This housing strategy is committed to ensuring that people are not discriminated against on the grounds of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief (including lack of belief), sex or sexual orientation.

Glasgow City Council is committed to ensuring that its policies and services meet the diverse needs of the Communities it serves. In doing this, Glasgow City Council will prioritise the following groups:-

- disabled people
- people from black and minority ethnic groups (including gypsy travellers, asylum seekers and refugees)
- women
- lesbians, gay men, bisexual and transgender people
- older people (those over 60) and younger people
- faith (religious and belief) communities.



Monitoring and Evaluation



Outcomes Table

Glossary

To be inserted in final draft

