



Glasgow City Council

Net Zero and Climate Progress Monitoring City
Policy Committee

Report by George Gillespie, Executive Director of Neighbourhoods,
Regeneration and Sustainability

Item 3

23rd May 2023

Contact: Jennifer Sheddan

Ext:

HOUSING RETROFIT UPDATE

Purpose of Report:

To provide members with an update in relation to housing retrofit activities and programmes in Glasgow and the City Region.

Recommendations:

The committee is asked to consider and note:

- a) The development of Glasgow's draft Local Housing Strategy including priorities and actions that relate to housing retrofit.
- b) The update of housing retrofit programmes and activities that are being delivered by Neighbourhoods, Regeneration and Sustainability and partners.
- c) Engagement undertaken recently in relation to the promotion of housing retrofit in Glasgow.
- d) The update from Glasgow City Region in relation to housing retrofit activities.
- e) The planned next steps that relate to delivering housing retrofit activities and projects in Glasgow.

Ward No(s):

Citywide: ✓

Local member(s) advised: Yes No consulted: Yes No

1 Introduction

- 1.1 Neighbourhoods, Regeneration and Sustainability (NRS) officers are working with partners to develop and implement measures and activities associated with retrofitting the city's housing stock. The measures outlined in this paper significantly contribute towards delivering outcomes outlined in Glasgow City Council's Strategic Plan 2022-27, draft Local Housing Strategy (LHS) and Climate Plan.
- 1.2 The purpose of this paper is to provide members with an update in relation to:
 - The strategic context, including the development Glasgow's draft LHS.
 - Housing retrofit activities and programmes that have recently been/are being delivered by NRS, Glasgow City Region and partners.

2 Strategic Context

- 2.1 Glasgow City Council is developing and delivering a range of housing retrofit programmes and projects with partners. The city's housing retrofit programme has and will continue to create employment opportunities, improve the quality of housing, reduce energy usage and contribute towards achieving net zero carbon emissions. Retrofitting the city's housing stock will also contribute towards reducing the number of households experiencing fuel poverty.
- 2.2 NRS officers have prepared Glasgow's draft Local Housing Strategy (LHS). The draft LHS outlines what the Council and its partners would like to deliver for the city during the five-year period between 2023 and 2028.
- 2.3 At the time of preparing this report, the draft LHS 2023-28 was scheduled to be presented to Glasgow City Council's City Administration Committee for approval on 18th May 2023. The document highlights the contribution that good quality housing makes towards improving our neighbourhoods and communities, reducing carbon emissions, and promoting good health and wellbeing. The strategy also sets out the role that housing will play in Glasgow's economic recovery and renewal. It sets out how housing resources will be targeted towards reduce poverty and inequality, increasing opportunities through the creation of employment and training opportunities as well as attracting investment and new citizens to live in Glasgow.
- 2.4 The vision outlined in Glasgow's draft LHS is that "we have more affordable, accessible, safe and sustainable homes, which support good health in thriving neighbourhoods across the city, are well-connected to jobs, education, services and opportunities, and contribute to Glasgow being an attractive place for people to live, learn, work and invest."

2.5 In order to support the delivery of this vision, NRS officers have prepared five priorities that are outlined in the draft LHS. These include:

1. Delivering more homes and great places that reduce poverty and inequality and increase opportunity and prosperity for all.
2. Improving the energy efficiency of Glasgow's homes, reducing fuel poverty and supporting a Just Transition to Net Zero through decarbonising domestic heating and energy.
3. Improving the condition of Glasgow's existing homes and preserving Glasgow's tenements and built heritage.
4. Supporting people to live independently and well at home in the community.
5. Improving housing options, affordability and sustainability for tenants and owners, to prevent and reduce homelessness.

2.6 Engagement activities that were undertaken and informed the development of the draft LHS identified supporting/delivering housing retrofit measures to existing homes as a key action that should be progressed by Glasgow City Council. Implementing housing retrofit projects and investment will contribute towards delivering outcomes that are aligned with priorities one, two and three. The outcomes include:

- Supporting wider place-based planning for infrastructure and services, including active travel, transport and heat in buildings.
- Increasing the overall average energy efficiency of housing in Glasgow.
- Reducing overall domestic carbon emissions in Glasgow.
- Reducing overall fuel poverty levels in Glasgow.
- Increasing investment to preserve Glasgow's tenements.
- Supporting owners and landlords to maintain and improve existing homes.

2.7 A Delivery Plan has been developed and is included in the draft LHS. The Delivery Plan outlines seven actions that specifically relate to supporting the implementation of a Housing Retrofit programme across the city including:

- Creating training and employment opportunities for local residents through investment in new build and retrofitting homes.
- Delivering Glasgow's Area-Based Schemes targeting investment towards hard-to-treat homes in fuel poor areas for external wall insulation and associated energy efficiency improvements.
- Developing a LA-Flex Scheme for Glasgow to attract Energy Company Obligation funding.
- Developing and implementing a Housing Retrofit Programme.
- Continuing to support the provision of free and impartial home energy and safety advice, assistance and advocacy services to all households in the city.
- Supporting the development of Glasgow's Local Heat and Energy Efficiency Strategy (LHEES).
- Identifying and promoting projects where renewables and district heating are a cost-effective solution to the provision affordable and sustainable energy supply to homes in Glasgow.

2.8 Progress relating to the implementation and delivery of the actions outlined in the draft LHS Delivery Plan will be reported annually to members of the Economy, Housing, Transport and Regeneration City Policy Committee.

3 Neighbourhoods, Regeneration and Sustainability Housing Retrofit Update

3.1 Glasgow's Area Based Schemes Programme

3.1.1 The Scottish Government's Energy Efficient Scotland: Area Based Schemes (ABS) programme is administered by NRS. The ABS programme provides grant funding for delivering energy efficiency measures (such as external wall insulation) to owner occupied and private landlord owned properties. Grant funding is provided to owners and private landlords in wholly owned project areas and to those participating in a programme of works in mixed tenure blocks carried out by a Registered Social Landlord (RSL).

3.1.2 NRS officers consider a number of priority indicators as outlined within the Scottish Government ABS criteria and uses various data sources to identify potential project areas including:

- the lowest 25% SIMD (Scottish Index of Multiple Deprivation) areas in the city.
- Council Tax Band A-C and in some instances Band D may be considered.
- Areas of high concentrations of uninsulated owner-occupied properties to ensure value for money within the tender process.
- Suitability of house types, owner contribution considerations, affordability within the constraints of the ABS programme.
- Home Analytics data modelling tool.
- Other administrative data such as child poverty indicators: - free school meals/uniforms and dependency on foodbanks.

3.1.3 In line with Glasgow's Digital Housing Strategy, NRS officers are exploring how the collection and analysis of housing data could be improved. This includes using Geographic Information Systems to map and analyse data sources, which will assist in identifying eligible households and potential project areas that could be delivered as part of the ABS programme going forward.

3.1.4 The Area Based Schemes is entirely voluntary. Projects proceed if there are enough owners willing to participate. This is challenging in multiple tenure blocks of flats where title deeds require the participation of all owners for works to proceed. Private landlords may participate in a project if they own three or less properties other than their main residence. They are allowed one full EES grant contribution across Scotland.

3.1.5 A total of £35.224m funding has been invested through Glasgow's Area Based Schemes programme between 2013/14 and 2021/22 to support the delivery of retrofit measures to 5,809 private sector properties. The Area Based Schemes programme has been used to support the implementation of measures in mixed

tenure housing developments including 4,805 social rented homes, which have received energy efficiency works undertaken by RSLs. The total investment that has been delivered through Glasgow's Area Based Schemes programme during this period is £96.316m (the total investment includes Area Based Schemes, Private Sector Housing Grant, RSL, owner and ECO funding contributions).

- 3.1.6 The 2022/23 Area Based Schemes financial year is between 1st July 2022 and 30 June 2023. Projects that are currently on site include Commonhead (Easterhouse), Glaive Road (Knightswood) and Hardridge Road (Corkerhill). Glasgow City Council has drawn down £1.541m of funding during 2022/23 (to date) to deliver these three projects. It is envisaged that a further £0.600m will be drawn down before the 30th June 2023 and the total forecast grant expenditure is expected to be £2,141m. A total of 191 owner occupied properties are programmed to receive energy efficiency improvement works during 2022/23.
- 3.1.7 A procurement exercise is currently being undertaken and it is envisaged that a contractor will be appointed by the end of May 2023 to deliver energy efficiency works at four new projects located at Balornock (Phase 2) Kempsthorn (North Pollok), Barmulloch and Craigend (Easterhouse). These four projects (305 homes) will form part of the 2023/24 Area Based Schemes programme for Glasgow. NRS is also exploring options to support owner occupiers that live in mixed tenure housing including properties owned by Queens Cross Housing Association and Wheatley Homes Glasgow as part of the 2023/24 programme. NRS officers are currently exploring potential opportunities to include other new projects that could be included in the 2023/24 programme.

3.2 Housing Retrofit Pilot Projects

- 3.2.1 NRS recently appointed two Housing Retrofit Officers during March 2023. Officers have started to establish relationships with partners, gather evidence that will be used to build up a comprehensive overview of housing retrofit activities across the city, begin to explore options for developing potential pilot projects and research/report on technologies/practices that could be considered as part of an investment strategy going forward.
- 3.2.2 There are circa.77,000 pre-1919 tenement homes in Glasgow, which equates to 24% of Glasgow's housing stock. Many pre-1919 tenement homes need substantial investment to undertake the required repairs, maintenance and improvement works. Due to the importance of identifying improvements, NRS officers will focus on working with partners to identify retrofit measures that could improve pre-1919 housing in the city.
- 3.2.3 In line with Glasgow's draft LHS priorities, the team will work with partners to develop an investment action plan, which will include housing retrofit specifications.

3.2.4 Examples of housing retrofit projects that are being progressed are outlined in Table 2.

Table 2 – Housing Retrofit Pilot Projects

Project	Summary
<p>Niddrie Road EnerPHit Project – Southside Housing Association</p>	<p>This project involved retrofitting a tenement building that included eight x one bed flats on Niddrie Road in Strathbungo. The project was designed to the EnerPHit methodology (Passivhaus for retrofit) and features ultra-high levels of insulation and airtightness combined with new heating and ventilation systems. EnerPHit is an established standard for the refurbishment of existing housing using the Passivhaus basic principles and components. Works were undertaken to repair the building, implement energy efficiency measures and improve the layouts and finishes including new kitchens and bathrooms. Measures such as installing a mechanical ventilation heat recovery unit and individual air source heat pumps were included as part of the design. The project is being evaluated as part of a wider research partnership led by the UK Collaborative Centre for Housing Evidence (CaCHE), which will assess how residents are using their homes and the impact on energy costs.</p>
<p>Old Shettleston Road Pre-1919 Tenement Retrofit – Shettleston Housing Association</p>	<p>Shettleston Housing Association is currently testing the feasibility of 6 pre-1919 tenement closes at Old Shettleston Road. Deep retrofitting includes undertaking a whole building analysis and construction process that achieves a reduction in energy consumption and costs. Measures improve insulation, air tightness and ventilation of homes. The study aims to identify a technical specification and funding solution to enable 39 flats (majority (37) are social rent and 2 owner occupied properties) to be retrofitted with tenants and occupiers in situ. Partners include ECD Architects & Hub West Scotland. Currently at the Royal Institute of British Architects (RIBA) Stage 1-2 (working toward concept design). A variety of surveys and modelling of properties using Passive House Planning Package (PHPP) is being carried out to inform the technical specification, and a monitoring</p>

	framework established to measure outcomes including reduction in energy demand, fuel bills and improvement in comfort and healthy living conditions.
105 Allison Street – Southside Housing Association and Loco Homes	Southside Housing Association is working with partners Mast Architects, Richard Hands Passivhaus and LocoHomes to retrofit pre-1919 properties at 105 Allison Street. Works are currently on site. This is a mixed tenure project that involves improving homes owned by the RSL and private owners. Retrofit measures are only being undertaken to improve properties owned by Southside HA.
Linthouse Pre-1919 Tenement Retrofit Pilot – Linthouse Housing Association	Linthouse Housing Association is bringing forward deep retrofit whole-building proposals for 5 mixed-tenure pre-1919 tenement closes including 3 within Govan Conservation Area. Partnering with Hoos & Grant Murray Architects, in-situ retrofit solutions are being sought for 41 properties. High thermal performance insulation, windows, doors and low carbon heat pump technology are being investigated alongside innovative funding options to find a replicable approach for this challenging property type. Currently RIBA Stage 1-2 (working toward concept design). Again surveys and modelling underway and negotiations with contractors to ascertain access to Energy Company Obligation (ECO) funding where possible.
Pre-1919 Tenement Retrofit Study – Queens Cross Housing Association and Maryhill Housing Association	Queens Cross Housing Association, Maryhill Housing Association and other partners have commissioned a feasibility study to identify the best value approach to retrofit pre-1919 properties. Currently RIBA Stage 1 (preparation & briefing).
Building Repair and Shallow Retrofit 318 Langside Road – NRS and Historic Environment Scotland	Led by NRS (Private Sector Housing) in partnership with Historic Environment Scotland, repairs and energy efficiency works were recently completed to an empty listed building that was focus of a statutory repair notice. Findings will be used to establish the correct technical specification and cost of installing shallow retrofit measures on a listed property comprising 8 residential flats to ensure it is heat pump ready.
Pre 1919 Tenement - Tenement Repair and	New Gorbals Association is working in partnership with NRS and Historic Environment

Retrofit – New Gorbals Housing Association	Scotland to develop and implement a project that will include repairs and energy efficiency works (including external wall and internal insulation measures) to a tenement that is mixed tenured (including 9 flats owned by New Gorbals HA, 3 private owners and a commercial unit on the ground floor). Currently RIBA Stage 4 (Technical Design/Tender).
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3.3 Housing Retrofit Engagement Activity

3.3.1 NRS worked in partnership with Low Carbon Homes (who are a nationwide market-led membership platform for retrofit professionals and suppliers) to deliver Glasgow’s third housing retrofit summit, which was hosted online during the mornings of 28th February, 1st March and 2nd March 2023. A total of 262 people representing local and national government, RSLs, professional and suppliers of low and zero carbon heating and retrofit services and technologies attended the summit.

3.3.2 A range of housing retrofit themes were discussed during the summit including:

- Progress and innovation including looking at projects across Glasgow and the city region.
- Supply chain, skills and expertise.
- Challenges and opportunities for developing local place-based approaches and methods.

3.3.3 The summit highlighted three critical enablers that will underpin Glasgow’s approach to retrofit and decarbonisation of existing homes:

- Facilitating knowledge exchange and sharing of best practice and innovation.
- Skills development, training and employment opportunities and building capacity, including local supply chains and services.
- The importance of community-led activity and understanding the customer journey in order to bring about widespread behaviour changes and shifts towards investment in sustainability.

3.3.4 Low Carbon Homes engaged with delegates who attended the event and gathered feedback. Overall:

- 75% of delegates said it was important to them/their organisation to attend the event;
- 92% of delegates would strongly recommend the event; and
- 95% of delegates liked the format of the event.

- 3.3.5 The summit affirmed support for the actions that are set out in the draft LHS 2023 to 2028 and the insights, feedback and networks built via the summit will be critical for taking forward commitments with internal and external partners.
- 3.3.6 There are plans to develop a similar event during 2024 and these are currently being explored with partners.

4. Glasgow City Region Update

- 4.1 The Glasgow City [Region Economic Strategy](#) includes 12 priority projects that will deliver on the City Region's high level vision that by 2030, the Glasgow City Region will have the most innovative, inclusive and resilient economy in the UK. One of these projects is to look regional approach to accelerating the delivery of home energy retrofit.
- 4.2 During the summer of 2021 consultants were engaged to prepare a feasibility study into the scope and scale of housing retrofit required across the Glasgow City Region. The report, prepared by consultants (Grant Thornton), was presented to the [Glasgow City Region Cabinet in October 2021](#) and considered the potential pathways to achieving Energy Performance Certificate (EPC) C for the 428,000 properties that were identified as below this standard. The report also considered scenarios to achieve low or net zero carbon solutions for all 886,156 domestic properties in the City Region. The forecast cost of bringing all homes across the GCR to Energy Performance Certificate (EPC) C and above, with many being EPC B and above and some close to or at net zero, is estimated to be in the region of £10.7 billion.
- 4.3 This feasibility study also outlined a number of key findings for further exploration including the cost of retrofit and challenges in competitive funding streams, need to better understand the local supply chain capacity, range of skillsets required to deliver housing retrofit and skills pathways or retraining that will support the workforce of the future. The study also outlines the need to explore potential financial models that could support housing retrofit activity, particularly for owner occupiers or those in the "able to pay" sector.
- 4.4 A series of questions were included in the [2022 Glasgow City Council Household Survey](#) to understand the attitudes and awareness of the public towards home retrofit. The findings of this were reported to the Operational Performance and Delivery Scrutiny Committee on 21 September 2022.
- 4.5 The Glasgow City Region Housing Retrofit Delivery Group was established to explore the recommendations of the regional housing retrofit study. This group comprises officers working on retrofit from all 8 Local Authorities in Glasgow City Region, alongside other stakeholder organisations. Through this group, key challenges have been explored including delivery of the Area Based Schemes funding, skills development, local supply chains, stakeholder engagement, and financing retrofit.
- 4.6 During January 2023 the Glasgow City Region Programme Management Office attended the Scottish Government's [Green Heat Finance Taskforce](#) to present

on the outcome of the regional retrofit study. The Green Heat Finance Taskforce is imminently due to publish an interim report outlining their considerations and recommendations to support tenants and home owners to finance retrofit.

- 4.7 Recent work has also been commissioned by Scottish Enterprise to understand and baseline the local supply chain that may support retrofit activity. In addition, Skills Development Scotland is also due to publish a report identifying the current skills pipeline and any potential gaps that require to be filled to support large scale retrofit delivery across the region.

5. Next Steps

- 5.1 Retrofitting is integral to the international agenda on climate infrastructure and is inextricably bound with both the Climate Finance agenda and Glasgow's exploratory conversation of the financing of transition.

While Glasgow's status as host city of COP26 thrust it to the forefront of discussions on the need for, and next steps relating to, retrofit, there remains considerable work to progress on developing business cases, exploring advances in retrofit technology and engaging on the mechanisms for financing and delivering retrofit on the scale required.

It should be noted that the continuing exploratory work and eventual retrofitting of residential properties across Glasgow will require the input and resources of a number of partners and will not for be the Council alone to deliver.

NRS officers will work with partners and households during the short and medium terms to:

- Deliver projects that can be funded through the Scottish Government's Energy Efficient Scotland: Area Based Schemes (ABS) programme (June 2024 and beyond).
- Engage with RSLs and partners to develop and learn from housing retrofit pilot projects, particularly in relation to pre-1919 tenement properties. This learning will be key going forward (June 2024 and beyond).
- Work to gather information that can be used to inform the development of a Housing Retrofit Investment Action Plan, which will include housing retrofit specifications (March 2025).
- Progress engagement activity that will focus on promoting the retrofit of housing in Glasgow going forward (April 2024 and beyond).
- Provide an update in relation to implementing actions that are outlined in Glasgow's LHS (May 2024).
- Through the Glasgow City Region Programme Office and Housing Retrofit Delivery Group, work with other Local Authorities and partners to increase the delivery of housing retrofit activity across the area (May 2024 and beyond).
- NRS officers and the Glasgow City Region Programme Management Office will continue to engage with the Scottish Government to explore options for financing the delivery of a future housing retrofit programme going forward.

This will include investigating the development of a business case for supporting the retrofit of existing housing across the Glasgow City Region.

6. Policy and Resource Implications

Resource Implications:

Financial: There are no direct implications arising from the report.

Legal: There are no direct legal implications arising from the report.

Personnel: There are no direct personnel implications arising from the report.

Procurement: There are no direct procurement implications arising from the report.

Council Strategic Plan: The measures outlined in the report will contribute towards the following Grand Challenges (GC) and Missions:

Grand Challenge 1 – Reduce poverty and inequality in our communities

Mission 3 – Improve the health and wellbeing of our local communities.

Grand Challenge 2 – Increase opportunity and prosperity for all our citizens

Mission 1 – Support Glasgow residents into sustainable and fair work.

Mission 2 – Support the growth of an innovative, resilient and net zero carbon Glasgow.

Grand Challenge 3 – Fight the climate emergency in a just transition to a net zero Glasgow

Mission 2 – Become a net zero carbon city by 2030.

Grand Challenge 4 – Enable staff to deliver essential services in a sustainable, innovative and efficient way for our communities:

Mission 1 – Create safe, clean and thriving neighborhoods.

Equality and Socio-Economic Impacts:

Does the proposal support the Council's Equality Outcomes 2021-25? Please specify.

Work undertaken to implement the housing retrofit measures outlined in this report supports outcomes 2 and 3. An Equalities Impact Assessment Screening Report has been prepared as part of the development of Glasgow's draft LHS 2023-28.

What are the potential equality impacts as a result of this report?

There are no potential equality impacts because of this report.

Please highlight if the policy/proposal will help address socio-economic disadvantage.

Implementing housing retrofit measures will contribute towards addressing socio-economic disadvantage including reducing fuel poverty and carbon emissions and improving the condition of housing.

Climate Impacts:

Does the proposal support any Climate Plan actions? Please specify:

The measures outlined in this report supports all five themes identified in Glasgow's Climate Plan and specifically the following actions:

Action 5 - The city and partners will continue to invest in programmes to enable young Glaswegians to access and succeed in new green job opportunities.

Action 8 – Continue to work with Scottish Government to maximise funding for Area Based Schemes to invest in improving energy efficiency and tackling fuel poverty in private sector housing.

Action 9 – Prepare an investment improvement plan for older (pre1919) tenements and private sector housing.

Action 39 - Encourage and enable retrofit of all existing owneroccupied housing to EPC level C or above, and to reduce flood risk (where appropriate).

Action 41 - Upgrade insulation and heating of all building stock in the city, and install measures to reduce flood risk, city council leading by example.

What are the potential climate impacts as a result of this proposal? The installation of retrofit measures to housing in the city will result in a reduction in CO2.

Will the proposal contribute to Glasgow's net zero carbon target? The delivery of housing retrofit measures saves carbon and reduces energy use to benefit the environment, contributing to the city's net zero carbon target.

Privacy and Data Protection Impacts:

Are there any potential data protection impacts as a result of this report
Y/N

If Yes, please confirm that a Data Protection Impact Assessment (DPIA) has been carried out
Not applicable

7 Recommendations

7.1 The committee is asked to consider and note:

- a) The development of Glasgow's draft Local Housing Strategy including priorities and actions that relate to housing retrofit.
- b) The update of housing retrofit programmes and activities that are being delivered by Neighbourhoods, Regeneration and Sustainability and partners.
- c) Engagement undertaken recently in relation to the promotion of housing retrofit in Glasgow.
- d) The update from Glasgow City Region in relation to housing retrofit activities.
- e) The planned next steps that relate to delivering housing retrofit activities and projects in Glasgow.