

Glasgow's Strategic Housing Investment Plan 2025/26 to 2029/30



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1 Introduction

Glasgow's Strategic Housing Investment Plan (SHIP) sets out the priorities and resources for investing in Glasgow's housing over five financial years. The SHIP is prepared and updated annually. This SHIP is for the period 2025/26 to 2029/30.

The SHIP aims to deliver on the vision, strategic priorities and housing supply targets, set out in [Glasgow's Local Housing Strategy \(LHS\) 2023 to 2028](#). Glasgow City Council engaged with a range of key internal and external partners and stakeholders and used their feedback to inform the development of both this SHIP and the city's LHS.

This SHIP was prepared in accordance with Scottish Government Guidance ([Strategic Housing Investment Plan \(SHIP\) guidance note MHDGN 2024/01](#) and [Affordable Housing Supply Programme \(AHSP\): process and procedures MHDGN 2023/01](#)). It is encompassed within the Equality Impact Assessment as well as the Strategic Environmental Assessment (SEA) Screening and Determination that relate to Glasgow's LHS 2023 to 2028.

Glasgow is facing urgent and acute housing pressures as evidenced in the declarations of local and national housing emergencies. On 30th November 2023, Glasgow declared a "[housing emergency](#)". The impact of the cost-of-living crisis, lack of housing supply across all tenures and the UK Government's decision to introduce a streamlined asylum process have all contributed towards an increase in housing pressures in Glasgow. The SHIP sets out options for the development of new affordable homes, support for Registered Social Landlords (RSLs) to acquire private sector properties that meet strategic priorities and can be used to provide housing for homeless households, as well as options for supporting people to continue to live independently within the community.

The Scottish Government budget passed by Parliament in February 2024, set out plans to spend £556m on the Affordable Housing Supply Programme (AHSP) in 2024-25. This was a reduction of approximately 26% from 2023/24. Despite this reduction, the Scottish Government has stated it remains focussed on its target of delivering 110,000 affordable homes nationally by 2032. A programme review scheduled for 2026/27 has been brought forward and will be undertaken 2024. Glasgow's AHSP funding for 2024-25 was reduced by just under 25% to £78.6million.

The reduction in resource planning assumption had an immediate impact on the delivery of the city's AHSP and the programming of future affordable housing developments. While the programme is committed to projects already approved or on site, the number and scale of projects that can be approved during 2024/25 was reduced to what was initially planned and could be delivered. This will also result in reduced number and scale of project starts and completions in future years.

Neighbourhoods, Regeneration and Sustainability (NRS) Housing continue to explore options for any additional funding that could be available to support the delivery of new affordable housing with the Scottish Government. In September 2024, Glasgow City Council's AHSP allocation for 2024/25 was increased by the Scottish Government to £90.231m. This was part of a 2 years allocation of acquisitions funding, and of which 80% of the funding was targeted at the 5 local authorities under the most housing pressure, and particularly in relation to reducing the number of children in temporary accommodation. The additional funding for 2024/25 of £11.544m will be directed towards supporting RSLs to acquire private sector properties to help address temporary accommodation pressures or, where appropriate, to bring long term void properties back into use.

In May 2024, the Scottish Parliament acknowledged that [Scotland is in a housing emergency](#) and that the housing emergency is more acutely felt in some parts of the country than others. The Minister for Housing made a [statement](#) in response to Scotland's Housing Emergency in June 2024 and set out key actions.

2 Strategic Framework

2.1 Glasgow's Local Housing Strategy 2023 to 2028

[Glasgow's Local Housing Strategy 2023 to 2028](#) sets out how Glasgow will support and help deliver the national housing outcomes and targets set out in [Housing to 2040](#), whilst focusing on the needs, demands and priorities of local people and businesses, living, working and investing in Glasgow.

Glasgow's LHS 2023 to 2028 is set within the wider corporate and community planning framework for Glasgow City Council which includes:

- Glasgow City Council's Strategic Plan 2022 to 2027.
- Glasgow's City Development Plan.
- Glasgow's Climate Plan.
- Glasgow City Integration Joint Board's Strategic Plan for Health and Social Care and Housing Contribution Statement 2023 to 2026.
- Other key housing strategies, plans and research outlined in the LHS.

2.2 Quality Housing: The Glasgow Standard

The Glasgow Standard was formally adopted in 2018 and it outlines a design schedule and minimum standards for new build housing that is funded through the AHSP. The Council works in partnership with RSLs to deliver developments on the following principles:

- High Quality Affordable Homes: to support improving the general well-being of Glasgow's existing and future citizens.
- Safe and Secure: Ensure people feel safe and secure in their own homes and that crime in the community is discouraged.
- Sustainable: Contribute to affordable warmth outcomes and carbon reduction by developing homes that have high standards around the principles of sustainability. This will not only help the environment, but it will help to protect tenants against increasing costs and fuel poverty.
- Meeting changing family needs: Build homes that are flexible and can be adapted to the changing needs of existing and future tenants.
- Wheelchair adaptable: Develop new housing to good accessibility standards that meets both current and future needs. All new build developments of 20 units and over must ensure that 10% of the units are to wheelchair readily adaptable standard. This requirement must be incorporated into the design prior to approval.
- Storage Space: Include adequate storage space.

A core aim of the Glasgow Standard is to enhance and support Council objectives, which include improving sustainability and health and wellbeing through creating attractive, high quality and excellent places for people to live.

Since its initial introduction in 2018, The Glasgow Standard was subsequently reviewed in 2022 by NRS Housing in relation to the cost of developing affordable housing in the city. A follow-up bulletin summarising the changes was issued to all RSLs and other developing partners. In an effort to reduce the cost of development NRS Housing is working with RSLs to ensure that new affordable housing meets the minimum space standards and minimise the 'over design' of projects.

2.3 Housing to 2040

The Scottish Government's [Housing to 2040](#) Route Map sets out the Scottish Government's vision and approach to delivering housing policy during the next 2 decades. The Strategy sets out key principles and actions that specifically relate to the future development of affordable housing including:

- A commitment to deliver 110,000 new affordable homes by 2032 (with at least 70% of these to be for social rent).
- Act to ensure these homes create strong and vibrant places and are high quality and produce zero emissions.
- Review future grant subsidy benchmark levels whilst maintaining a focus on rent affordability.
- Improve the quality of homes delivered through the development programme including enhancing outdoor space and space for homework and learning.
- Enhance digital connectivity in new social homes.
- Review Housing for Varying Needs design guidance and develop a new Housing Standard.

Glasgow City Council will continue to work with the Scottish Government and ensure that new homes delivered through the AHSP continue to be designed to high accessibility and quality standards, with low and zero carbon emissions and that new projects meet the principles and approach outlined in the national housing strategy.

2.4 Glasgow's Housing Supply Targets

Glasgow's LHS 2023 to 2028 sets out Housing Supply Targets to deliver 13,000 additional homes over five years and a summary is outlined in Table 1. The targets were based on the Glasgow City Region housing needs and demand assessment and reflect Glasgow's ambitions and plans for sustainable growth, indications of resource allocation and planned investment, alongside evidence of past completions and development capacity. A target of 80% of new build housing approved through the Council's AHSP will be homes for social rent.

Table 1: Glasgow's Housing Supply Targets

Tenure	Average Per Year	Total 2023 to 2028
All Tenure	2,600	13,000
Affordable	1,300	6,500
Market	1,300	6,500

In 2023/24, there were approximately 2,260 new build homes completed and occupied, of which 50% were affordable homes and 50% were private homes. Of the private sector completions, approximately a quarter were Build to Rent (BtR) homes. Around 2,150 new build homes are forecast to complete in Glasgow during 2024/25, of which 47% (1,003 homes) are projected to be affordable homes.

This SHIP sets out a delivery plan that outlines 166 potential projects that could deliver approximately 6,637 new homes (5,972 new supply completions during the period between 2025/26 to 2029/30 and 665 new supply completions post 2029/30).

In addition, the SHIP includes proposals for £57.72million towards supporting RSLs to acquire 550 private sector properties during the next five years (£11.544million per year, which is the amount of funding that has been provided to the Council by the Scottish Government to support RSLs to acquire private sector properties during 2024/25 and reduce the number of homeless households living in temporary accommodation). Currently the SG have only allocated specific funding for 2024/25 with anticipated similar levels of funding for acquisitions in 2025/26. The provision of funding towards supporting RSLs to acquire private sector properties during the next five years would greatly assist the Council in alleviating homelessness pressures, reduce the reliance on bed and breakfast/hotel accommodation and the number of statutory breaches.

There are significant external economic factors that impact housing development. Glasgow City Council will continue to make the strongest case for the resources and investment required to develop new homes that will meet the needs of our citizens, meet policy objectives as well as working with key delivery partners to identify actions to unlock barriers and deliver our targets.



Photo: Meatmarket , Home Group

3 Consultation on the SHIP

The purpose of consulting on the SHIP is to:

- Develop and enhance our knowledge and understanding of local housing needs and demand pressures through engaging with RSLs and local and national organisations.
- Ensure the Council has considered the range of views of partner organisations in relation to the priorities for housing investment in the city.
- Identify new and additional opportunities for targeting housing investment in the city.
- Ensure the SHIP outlines any significant development constraints facing delivery partners so that the Council can work together with them to overcome or mitigate these as far as possible.

Glasgow City Council manages the delivery of the AHSP and this involves undertaking regular engagement with RSLs to identify, progress and deliver projects and individual programme meetings which are held with every developing RSL in the first and third quarter of the financial year to monitor and review strategic delivery.

RSLs are asked to submit a Strategic Development and Funding Plan (SDFP) each year to the Council and these plans along with further discussions, have been used to inform the development of this SHIP.

RSLs and Third Sector stakeholders have taken part in a series of engagement events designed to inform the city's response to the housing and homelessness pressures, with increasing affordable housing supply being an important aspect of these events. During Summer 2024, NRS Housing engaged with RSLs and a range of contractors and restated the council's commitment to increasing the supply of affordable housing despite significant delivery challenges including the reduction of the AHSP and increasing development costs. Engaging with partners and communities has informed understanding around competing and additional pressures on our partners, as well as informing future housing investment priorities.

RSL engagement

RSLs were asked to outline the key issues and considerations that impact delivery of identified priority needs for affordable housing supply in Glasgow, particularly to meet the needs of larger families, older people, and wheelchair users.

The main concern for developing RSLs in building larger homes is funding and financial constraints, with 100% of respondents saying that this has a high impact on their ability to deliver larger homes. 95% report that funding and financial constraints has a high or moderate impact on delivery of homes for older people. The additional costs associated with delivering large family affordable housing within the urban environment, grant levels, site conditions and the value of land were all identified as significant constraints to delivery.

The main issue for RSL partners in building new homes for wheelchair users is site availability and suitability with 100% of respondents indicating that this had a high or moderate impact on their ability to deliver, including difficulty with site gradients and accessibility. RSLs also indicated that lack of evidence of need and demand for wheelchair housing in particular locations is a constraining factor.

Contractor Engagement

NRS Housing Services also sought the views of contractors on key measures that could support the delivery of new affordable homes in Glasgow. Feedback highlighted the importance of the city being allocated multi-year AHSP grant funding, which would assist and provide some certainty towards the delivery of investment plans going forward. Costs involved to progress a site from a viability assessment through to gaining all consents are considerable and work is undertaken entirely at risk until funding is confirmed.

In terms of the potential to scale-up and accelerate affordable housing delivery in the city, contractors would welcome funding towards meeting the upfront cost of assessing the viability of sites. There are brownfield sites that are not viable currently due to the cost of physical constraints and external infrastructure funding is required to unlock potential development.

Contractors also highlighted that the challenges of developing new housing on brownfield sites and requested that the balance of brownfield and greenfield sites could be considered as part of the preparation of Glasgow's City Development Plan 2.

Health and Social Care Partnership Engagement

Glasgow City Council works closely with Glasgow City Health and Social Care Partnership (GCHSCP) to ensure the housing needs of care groups are considered during the development of the SHIP. Investment priorities are also discussed regularly at Glasgow Housing, Health and Social Care Group meetings. All comments and feedback have been used to inform the development of this SHIP (2024/25 to 2028/29) and the Council will continue to engage regularly with GCHSCP, third sector and housing stakeholders and development partners going forward.



Photo: Botany Corner, Maryhill Housing Association

4 The Housing Emergency – Housing Pressures in Glasgow

This section outlines the housing pressures in the city and the key factors that have/are contributing to the Council’s declaration of a housing emergency.

[National Records of Scotland](#) rebased mid-year 2021 estimates for Scotland's population following Scotland's Census 2022 forecast that Glasgow has 612,650 people, of whom 96,963 are under 16, 435,698 of working age, and 79,989 of pensionable age (2021).

The GHSCP [Demographics and Needs Profile](#) is yet to take account of the rebased figures, however, this indicates that Glasgow’s population is forecast to grow by 2.3% (14,870) people between 2023, and 2033. This would see a reduction of 5.6% in under-16s (- 6,212), an increase in working age of 0.2% (+ 949) and a 22.5% (+ 20,133) increase in people aged 65 years and older. Table 2 provides a summary of the city’s population forecast by age band and change between 2023 and 2033.

Table 2:Glasgow’s Population Forecast by Age Band

Age Band	2023 to 2033	2023 to 2033
Children 0-17	- 6,212	- 5.56%
Adults 18-64	+ 949	+ 0.22%
Older People 65+	+ 20,133	+ 22.5%
All Ages	+ 14, 870	+ 2.33%

The Scottish Housing Regulator has highlighted the ongoing economic uncertainty and volatility RSLs face including higher inflation and borrowing costs, supply chain disruption, labour scarcity and below inflation rent rises, as key factors impacting upon development programmes. In an [update to the February 2023 thematic review of homelessness services in Scotland](#), the regulator shared findings from the five-year financial projections (FYFPs) submitted by RSLs in May 2023. This showed significant reductions in the number of RSLs that are likely to be building new homes and noted this as one of the key components of the ‘systemic crisis’ contributing to homelessness.

As Scotland’s largest local authority, Glasgow faces multiple issues associated with increasing housing need and demand and demand pressures. Increasing the pace and scale of affordable housing delivery is vital to address these strategic challenges.

4.1 Homelessness

Glasgow City Council receives the largest number of homeless presentations in Scotland and this is disproportionate to the size of its population. In 2022/23, Glasgow received around 17% of all homeless presentations in Scotland, though its population is approximately 11% of Scotland.

During August 2024 there were:

- Over 6,500 homeless households with a live application.
- 1,276 households that lived in temporary accommodation and had a child/children or a household that was pregnant.
- 572 households that had 3 or more children that lived in temporary accommodation.

Glasgow transferred all its housing stock to an RSL (Wheatley Homes Glasgow (formerly Glasgow Housing Association)) in 2003 and therefore does not own any social rented housing. As the strategic housing authority for Glasgow, the Council is responsible for delivering a range of statutory duties including the provision of homelessness services. Homelessness services are delegated to GCHSCP and include supporting homeless households through assessing available housing options/support and providing emergency/temporary accommodation. Homelessness Services work closely with RSLs, who are responsible for providing social housing in Glasgow, to provide homeless households with a housing solution.

RSLs worked with GCHSCP Homelessness Services to let almost 3,300 new tenancies to homeless households during 2023/24. This was an increase on the previous year (2022/23) lets, despite lower turnover of social housing stock. The ask of RSL partners during 2024/25 is that 67% of lets are allocated to homeless households. The Council and GCHSCP both recognise the valuable contribution that RSLs continue to make in the provision of housing for homeless households and alleviating pressures associated with the emergency.

Increasing the supply of affordable homes remains a vital component for meeting Glasgow's housing needs and demand. This enables movement within local housing systems and is essential for preventing and reducing homelessness. It is identified as a critical priority both within Glasgow's LHS and GCHSCP's [Rapid Rehousing Transition Plan](#) alongside targets for prioritising homeless allocations.

The Unsuitable Accommodation Order and the modification of local connection powers continue to place increasing pressure upon Homelessness Services. The modification of local connection powers means that a homeless household in Scotland can present to any of the 32 local authorities in the country. This has been evident in domestic homeless presentations and increasing presentations from elsewhere in the UK. Homelessness Services will continue to monitor data relating to homeless presentations and the modification of local connection powers.

As of August 2024, there were 1,316 homeless households living in hotel/bed and breakfast accommodation in Glasgow including 120 families and 266 children. The lack of available social housing in Glasgow and increasing number of homeless households is a clear illustration of the housing and homelessness emergency. The limited availability of settled housing results in households spending more time living in emergency and temporary accommodation plus increasing and unsustainable costs of Homelessness Services in Glasgow.

4.2 Asylum Seekers and Refugees

Glasgow has participated in various refugee resettlement schemes and been a dispersal area for people seeking asylum since 2000. The number of refugee households requiring access to support and housing from GCHSCP and the additional pressure of a streamlined asylum process is the key driver in the declaration of the housing emergency. It is estimated that 70% of households that receive leave to remain (refugee) status present to from Homelessness Services in Glasgow for support. Throughout 2023/24, GCHSCP, Glasgow City Council and RSLs also continued to work closely with the Scottish Government to support Ukrainian displaced households. Funding support has been provided by the Scottish Government through the Ukraine Longer Term Resettlement Fund to three RSLs and 206 properties have been improved and are in the process of being let to households.

4.3 Housing Needs and Demands

In Glasgow, 52% of homes are rented (either social or private rented) compared to around 36% for Scotland as a whole. There are approximately 60,000 properties registered to be let by private landlords in Glasgow (around 18% of all homes) and there are approximately 108,500 social rented homes provided in Glasgow by RSLs (around 34% of all homes).

Glasgow's population is younger and more diverse than other local authorities. Since the mid-2000s, Glasgow's population has been growing. This is mostly due to more people arriving or returning to settle in Glasgow. People come for study and work and then are attracted to stay. As outlined, Glasgow also has a proud tradition of supporting people seeking asylum and refuge from conflicts and danger overseas.

During 2022, Glasgow City Council engaged with RSLs to collate and analyse housing register data to determine the nature and extent of need and demand for social housing in Glasgow. This analysis covered RSLs who owned 83,000 social rented homes, 77% of all social housing supply in Glasgow. It found the following:

- There were 64,500 applicants on the housing registers of RSL providers in Glasgow.
- 8.1% of homes were let to new tenants during the previous year.
- For every home let during the previous year there were on average 10 applicants on housing registers.

These figures and analysis are not an exact measure of housing need, however, they indicate the type and extent of demand pressure for social rented homes in Glasgow.

4.4 Larger Family Housing

Analysis of housing needs and demand indicates that the highest housing pressure is larger sized homes (4+bedrooms/6 person equivalent and greater). Research undertaken by Glasgow City Council outlined that there was a significant demand pressure for larger sized housing (4 bedrooms) during 2022 with: on average 60 applicants on housing registers for every home let during the 2021/22.

This SHIP sets out an aim to approve at least 40 affordable homes per year that are larger family-sized (4+ bedrooms and 6+ persons). At present the SHIP outlines projects that have the potential to deliver at least 160 additional larger-sized family homes during the five-year period. Further work will be undertaken by NRS Housing identify opportunities to increase the number of larger family homes that could be delivered during this period. There is a particular challenge in relation to RSLs being able to develop larger family housing within the current grant levels and RSL private finance contributions. NRS Housing is keen to explore the development of larger family housing with RSLs and development partners.

4.5 Tackling Child Poverty

The SHIP and Glasgow's LHS align with Glasgow City Council's Child Poverty Action Plan. Housing is a key component that contributes directly towards addressing the cost of living crisis, which is affecting households living in the city in various ways. The SHIP sets out how Glasgow will deliver new homes that increase the supply of affordable housing options, which can benefit households, including families with children. Developing new affordable housing to the Glasgow Standard contributes to tackling child poverty through:

- Ensuring housing is built to higher levels of energy efficiency and sustainability, which helps to minimise fuel costs for households.
- Including appropriate space standards, which contributes towards improving the health and wellbeing of households. Ensuring there is space to study also contributes towards improving educational attainment and opportunities for children.
- Meeting housing needs through the provision of permanent quality homes with affordable rents.

4.6 Glasgow's Private Rented Sector

Sample data across Glasgow from Citylets indicates that over the period 2011/12 to 2023/24 average rents for listed private rented properties (new lets available) in Glasgow increased by 92% whilst the number of listings decreased by over a half (59%). Between June 2023 and June 2024 average listed rent on new leases increased by 6.8% (from £1194 to £1275) and the number of units listed increased by 7.8% (from 459 to 495).

Despite the temporary restrictions on rent increases that were introduced through the Cost of Living (Tenant Protection)(Scotland) Act 2022, the latest Scottish Government private rental statistics, which cover the year to September 2023, show that the average 2-bedroom rents increased in all 18 Broad Rental Market Areas, the highest being 22.3% in Greater Glasgow.

The draft Housing Land Audit 2024 records that (as of 1 April 2024) there were 26 sites in Glasgow that had planning permission for Build to Rent homes, accounting for 10,010 units. A total of 11 sites were recorded as under construction at 1 April 2024, accounting for over 2,000 units. This included three large-scale developments at Candleriggs, Glasgow Harbour and Pitt Street that have subsequently opened. There were a further 15 planning permissions with a combined capacity of just under 8,000 homes for Build-to-Rent developments awaiting a site start or more detailed consent. The planning portal also indicates that at September 2024 there were three further pending applications that would account for 290 further Build-to-Rent homes should they be approved.

Uncertainty over the nature of rent control provisions contained in the Housing (Scotland) Bill is often quoted by developers and investors as a deterrent to investment in the Build to Rent sector. Glasgow City Council continues to monitor data and there continues to be significant supply, demand and affordability pressures on the city's private rented sector at present.

Data collected by Glasgow's Private Rented Sector Housing and Welfare Hub (NRS), shows the number of families that are risk of homelessness and living in the private rented sector is also increasing due to the impacts of the higher cost of living and issues relating to the affordability of housing costs.

4.7 Student Demand for Rental Accommodation

Glasgow is the location of five of the 19 higher education institutes across Scotland and a number of further educational establishments. Figures on student numbers published by the Higher Education Statistics Agency indicate that across the number of full time enrolled students in Glasgow's five higher education institutions reduced slightly in 2022/23 from a high in 2021/22 although remains 38% higher than 2014/15.

Needs and demand for student accommodation fluctuates year on year, reflecting the needs of changing student households. Student accommodation provision is interwoven with other housing provision particularly in the rental sector.

Following difficulties with availability of suitable student accommodation across Glasgow at the beginning of academic year 2022/23, higher education institutes took part in a council-led Working Group which met during 2023. While availability pressures eased for academic year 2023/24, affordability remains a concern, with high private sector rents and high average purpose-built student accommodation rents. Council officers are taking part in national round table discussions on how to plan for student housing in light of changing business plans from education institutions, changes to visa and migration criteria at UK level, and the wider dynamics within the housing system.

4.8 Glasgow's Older Population

Glasgow is forecast to experience a population growth of 2.3% (14,870) between 2023 and 2033. The number of people aged 65 years and older is expected to increase by 22.5% during this period. Glasgow City Council is committed to continuing to work with RSLs to increase the supply of housing that meets the needs of older people. Glasgow City Council will also continue to contribute towards RSL funding to adapt existing housing, which will help people to live independently.

4.9 Infrastructure Challenges

Within the overall planning and development process, key constraints were identified by contractors at the front-end of development in terms of site investigations undertaking remediation works to sites and securing statutory consents. RSLs also highlighted the challenges relating to developing brownfield sites across the city as well as balancing investment in new supply with other business commitments such as continuing to invest in existing housing stock.

Glasgow's AHSP is delivered exclusively on brownfield sites. Virtually all sites require significant remediation, including works to below the ground to address contamination and associated infrastructure issues. Due to Glasgow's legacy of heavy industry, there is proportionately higher upfront cost to deliver housing development including site remediation and demolition works.

The associated costs of remediation of brownfield sites can vary greatly from project to project. Reviewing data from recent AHSP developments shows that the associated contamination / remediation costs ranged from circa £40,000 on a small-scale project, up to a value of £1.5m on a large scale development.

Analysis of recent AHSP developments, average figures, show that remediation costs in association with the decontamination of brownfields sites have typically been:

- Average contamination costs / Unit - £11,500.
- Average contamination costs / Project - £500,000.

These figures are based on figures included in the Housing Tender Returns submitted by RSLs for projects approved by NRS Housing during 2023/24.



Photo: Dalmarnock Riverside, Link Group

5 Priorities for Investment

5.1 Glasgow's Housing Needs

The declaration of Glasgow's Housing Emergency reinforces that there remains a considerable need for increasing affordable housing supply options in Glasgow. Needs and demand for affordable housing continues to increase at a faster rate than new affordable housing supply is added. Glasgow faces significant housing pressures, particularly for affordable and larger family housing (4+ bedrooms) and housing that meets the needs of older households and people with health conditions. As previously outlined, this SHIP sets out an aim to approve at least 40 affordable homes per year that are larger family-sized (4+ bedrooms and 6+ persons).

GCHSCP developed its first Rapid Rehousing Transition Plan 2019-2024, with the aim to support homeless people into ordinary, settled housing as quickly as possible. Due to inflation pressures and cost of living increases, more people living in Glasgow are finding themselves in vulnerable situations financially. The challenges of preventing, reducing and alleviating homelessness remain difficult for Glasgow.

The partnership approach and investment of Glasgow City Council, RSLs, private landlords/owner occupiers and Scottish Government has halted the decline of many pre-1919 tenements. However, the current and future needs of our older tenement stock will require increased investment and more area initiatives. As some of the main component parts of the properties are reaching or nearing the end of their recommended life cycle, demand from for financial support will increase. A key priority for Glasgow's LHS 2023 to 2028 and for this SHIP is to optimise investment in existing pre-1919 tenements to ensure they can continue to function as essential housing options and continue to meet the needs of the city's population.

5.2 Supporting Independent Living

GCHSCP works with Glasgow City Council to set out Social Care Housing Investment Priorities (SCHIP). These identify the key priorities for developing additional specialist housing options to meet the needs of the five main social care groups outlined in Table 3.

Table 3: Core Care Groups and Priority Needs

Core Care Group	Priority Needs
Learning disability	Young people becoming adults People moving after long-stays in hospital People within the autistic spectrum
Physical disability	People who are wheelchair users
Mental Health	People moving after long-stays in hospital
Older People	People with frailty People with dementia
Children and Families	Children and Young People looked after moving on from residential care Children and Young People looked after who are young parents

Glasgow’s Housing Contribution Statement 2023-2026 sets out a joint aspiration across housing, health and social care, to deliver 300 new or refurbished properties to meet the housing needs of core care groups. During 2023/24, the AHSP saw completion of 52 homes to meet Physical disability needs and 56 homes to meet the needs of older people.

5.2.1 Adaptations

Glasgow’s [Joint Protocol Housing Solutions and Adaptations](#)’ was developed by Housing, and Health and Social Care Partners within Glasgow to support the delivery of a person-centred, equitable, tenure-neutral approach, to the provision of housing based solutions that support people to live independently within the community. The Protocol aims to create a seamless, end to end Housing Solutions and adaptations service, which supports people to stay at home for as long as possible, preventing unnecessary hospital admissions, supporting people to get home from hospital, and helping people make the right housing choices. The Protocol sets out five key principles:

- Explicit person-centred approach to identifying effective outcomes and - meeting needs.
- Promotion of a shared responsibility, to support service users to identify their outcomes, and meet their needs.
- Early intervention and avoidance of ‘crisis’ response.
- Minimum intervention in order to maximise independence.
- Promotion and full exploration of rehousing opportunities as a first stage.

Glasgow City Council manages grant funding for adaptations to existing homes (‘Stage 3 adaptations’) provided by RSLs. As shown in Table 4, over £17 million was invested across Glasgow’s social housing stock during the past five financial years (2019/20 to 2023/24).

Table 4: Stage 3 Adaptations Investment 2019/20 to 2023/24 from Glasgow’s AHSP

Financial Year	Stage 3 Adaptations (million)
2019/20	£2.700m
2020/21	£1.798m
2021/22	£3.014m
2022/23	£4.633m
2023/24	£5.236m
Total	£17.381m

A total of 1,463 adaptations were delivered in 2023/24, ranging from installation of handrails to major alteration works, and included over 800 shower/bath installations at an average cost in excess of £5,200.

The Council makes a funding contribution towards the cost of RSLs adapting their housing stock to meet the needs of their tenants and support independent living. Glasgow’s previous SHIP 2024/25 to 2028/29 reflected the anticipated increase in the need for adaptations given the increasing number of older people in the city and set a planning figure of £5m in 2024/25, and £29m over the five years of the SHIP.

Reductions in the AHSP budget for 2024/25 have led to a corresponding reduction in available funding for stage 3 adaptations. Added to increasing costs, the reduced budget of £3.687m will assist in the delivery of fewer adaptations and support fewer tenants to live independently. Without a restoration in AHSP funding, RSLs will require to find additional funding and there is a potential for increasing unmet need for adaptations going forward. Going forward, the Council has allocated an indicative £4.000m each financial year in the SHIP towards contributing funding for stage 3 adaptations.

5.2.2 Wheelchair Adaptable Affordable Homes

The Housing Health and Social Care Group advises on requirements to meet particular housing needs, including wheelchair accessible and wheelchair readily adaptable homes. Glasgow has set a quota target for development projects of 20 units or more to include up to 10% wheelchair adaptable homes. Targets are rounded down to the nearest integer, for example a 26-unit development would include a target for 2 wheelchair adaptable homes. A total of 57 wheelchair readily adaptable homes were approved within the AHSP 2023/24. In Glasgow's SHIP 2025/26 to 2029/30 there are 123 development projects involving 20 new affordable homes or more with potential to deliver 6,179 homes. The SHIP sets out projects with potential to deliver 619 wheelchair adaptable homes.

5.3 Gypsy/Travellers

Scottish Government SHIP Guidance requires that each SHIP identifies if there any need for Gypsy Travellers within the local authority boundary. The Glasgow City Region Housing Needs and Demand Assessment does not identify a specific shortfall or requirement for additional accommodation or permanent affordable housing specifically to meet the needs of Gypsy Travellers within Glasgow City Council local authority area.

5.4 Spatial Priorities for Housing Development

There is close alignment between Glasgow's Local Development Plan, Glasgow's LHS 2023 to 2028 and the SHIP. The Glasgow City Local Development Plan (LDP) sets the development framework, including a spatial strategy, policies and proposals for the future land use and infrastructure, including for new housing development. The LDP commits to monitoring through the Housing Land Audit to ensure the city maintains a five-year supply of effective land for housing development.

Glasgow's LDP sets out key Strategic Development Frameworks (SDF) for the city. These are priority areas where a strategic approach is needed to co-ordinate development activity, direct investment and address emerging opportunities. These areas present unique spatial opportunities and challenges but share several common issues, such poor environmental quality or vacant and derelict land.

Aligned within Glasgow's LDP and these frameworks, there are long-standing commitments to deliver housing led regeneration through Glasgow's Transformational Regeneration Areas (TRA) programme, the city centre and various neighbourhoods across the city.

5.4.1 Transformational Regeneration Areas

Glasgow’s TRA programme is delivered through a strategic partnership known as Transforming Communities: Glasgow (TC:G). Partners include Glasgow City Council, Wheatley Homes Glasgow and the Scottish Government. TC:G oversees the delivery of a regeneration programme across the eight identified TRAs: East Govan/Ibrox; Gallowgate; Laurieston; Maryhill; North Toryglen; Pollokshaws; Red Road/Barmulloch; and Sighthill.

The key purpose of TC:G is to create sustainable place transformation through housing led regeneration including new affordable and private homes for sale, mixed-use development, tackling infrastructure issues and engaging and working with communities to design and implement change. The eight TRAs will continue to be housing regeneration priorities for Glasgow City Council between 2025/26 and 2029/30.

Glasgow’s TRA programme continues to be one of the most ambitious long-term urban renewal investment plans in the UK with a total estimated expenditure of over £665million to date. The TRA Programme aims to deliver over 140 hectares of land and 5,000 new, high-quality homes within sustainable, mixed-tenure communities. A summary of the in progress and proposed future development plans across the TRA programme are outlined in Table 5. The TRAs are part of a long-term regeneration programme and therefore, will develop to respond to new needs and new policy objectives as progress continues.

Table 5: Transformational Regeneration Area Housing Development Programme

Transformational Regeneration Area	In Progress Affordable Homes	In Progress Housing for Sale	Total	Projected Affordable Homes	Projected Housing for Sale	Total
East Govan/Ibrox					200	200
Gallowgate	70		70		105	105
Laurieston	38	349	387	147	0	147
Maryhill		6	6	194	139	333
North Toryglen	58		58		0	0
Pollokshaws	70		70	9	142	151
Red Road/Barmulloch					211	211
Sighthill				120	559	679
Total	236	355	591	470	1,356	1,826

There are 17 projects within the SHIP 2025/26 to 2029/30, with potential for delivering 568 affordable homes over 5 years in six of the TRAs – Gallowgate, Laurieston, Maryhill, North Toryglen, Pollokshaws and Sighthill.

Private housing delivery particularly in areas of low sales values, or no current private sector housing market, has become more difficult to deliver particularly given construction cost inflation over recent times. Previous methods of delivery such as shared equity have proved effective and popular in evidencing a market for private housing, however, due to construction costs, Guidance in this area requires to be revisited to ensure that shared equity continues to be able to be delivered to achieve regeneration outcomes. Partnership Support for Regeneration (PSR) funding support can also be provided to assist in delivering the private sector housing part of regeneration projects, and must evolve with the wider housing market to continue to be an effective regeneration tool.

5.4.2 City Centre

The Glasgow City Centre SDF highlights that the centre of the city is changing to become a more a people-oriented, socially inclusive and climate resilient place. Future development and renewal are focused on ‘people, place and planet’ and will be crucial to attract more people to live, work, visit and invest in the city centre. The ambitions and priorities are reflected in Glasgow’s City Centre Recovery Plan, the City Centre Living Strategy and LHS. Housing investment and the potential for residential repurposing alongside other transformative investment in active travel and transport are critical factors for delivering Glasgow’s LHS Vision and Priorities.

Repopulating the city centre is a key challenge and opportunity for the city. Glasgow has an ambition to double its city centre population by 2035. Glasgow has significant centrally located retail, leisure, culture and heritage opportunities as well as access to further and higher education institutes, which is driving demand for housing and investment.

There is significant potential for repurposing older offices to contribute to housing supply. In 2022, Glasgow City Council considered research that estimated there are around 400 buildings built pre-1960 for which demand to use for commercial activity has declined substantially in favour of newer, more flexible space, with communal/high quality amenity provision, and space that is responsive to the net zero carbon agenda.

Residential repurposing of these city centre buildings will be challenging. There are technical, practical and fiscal barriers that include VAT on conversions, conservation issues and costs associated with meeting achieving high levels of energy efficiency and building thermal performance alongside decarbonising the heat and energy supply to meet out Net Zero ambitions. Glasgow City Council is working with RSL partners to develop feasibility work, which will consider potential projects for residential repurposing in the city centre.

Whilst there are development opportunities, there are constraints in the city centre including the value of land and infrastructure. Glasgow City Council is committed to exploring opportunities for the delivery of affordable homes with amenities through city centre development proposals, and repurposing opportunities across the city.

5.5 Infrastructure Investment

National and Strategic infrastructure investment supports wider regeneration and viability of housing development across the city. The Glasgow [City Deal](#) is over £1 billion infrastructure investment planned for the Glasgow City Region, complemented by £130million investment in employment and innovation. £385million is identified for five major infrastructure programmes and projects in Glasgow. Further, the National Planning Framework (NPF4) sets out major ‘National Development’ proposals including:

- A Glasgow Metro to connect communities across the city and city region via modern and sustainable public transport.
- The Clyde Mission to unlock the potential of the Clyde River as an engine of sustainable and inclusive growth in Glasgow and beyond.
- Investing in infrastructure to improve rail capacity and connectivity on the main cross-border routes, the east and west coast mainlines, to effectively compete with air and road-based transport between the major towns and cities in Scotland, England and onward to Europe.

5.6 Housing Led Regeneration

Housing led regeneration is an essential mechanism for delivering the aims and objectives of Glasgow's Housing Strategy. The council has put in place a range of structures, resources and programmes to deliver these aims and objective in a co-coordinated, open, transparent and accountable way.

Glasgow's Place Commission, highlights the transformative importance of Housing Associations and affordable housing investment for Glasgow; "Glasgow has a reputation as a UK and international leader in housing-led regeneration, with particular expertise in the reuse of brownfield land, design quality, community engagement and estate management."

The combination of dedicated funding for infrastructure investment alongside community engagement and robust governance arrangements enables insightful, innovative and impactful design and delivery of housing developments. A central example is the TRA programme delivered through TC: G, however, the principles and approach are embedded and extended across Glasgow's AHSP.

Future plans continue to target strategic spatial priorities including neighbourhood and town centres, exploring brownfield redevelopment opportunities and considering the potential for optimising existing assets and residential repurposing.

5.6.1 Cowlairs

The Cowlairs Regeneration Project is envisaged to consist of 850 new homes including 220 affordable homes that are outlined for delivery in the SHIP 2025/26 to 2029/30. Cowlairs is a 30-hectare site that lies between Possilpark and Keppochhill Road and is made up of long-term Council owned derelict land comprised of former tenement housing and Keppoch Primary School campus, vacant sports pitches and Cowlairs Park.

As well as providing new homes, a key purpose of the Cowlairs Masterplan is to help with the further establishment of Possilpark as a local town centre by bringing new homes to the area and increasing the footfall. The masterplan sets out placemaking principles that will allow the new homes to integrate into the existing neighbourhood.

5.6.2 Wyndford

Wheatley Homes Glasgow is progressing significant regeneration plans for the Wyndford area. The plans include demolishing four multi-storey blocks (that consist of studio and 1-bedroom properties), which experienced low demand with high turnover rates, and remodelling challenges.

A masterplan is being developed by architects in partnership with the Wyndford Futures Focus group and regular engagement with the local community. Plans are at an early stage with indicative approval figures of more than 380 new homes in the SHIP 2025/26 to 2029/20 and further investment in developing new outdoor spaces, which will provide quality provision across the whole Wyndford area. A range of house types will be developed including housing for families and meeting social care housing investment priorities.

5.6.3 Govan

Govan is a major locus of employment in the Glasgow city region, including Queen Elizabeth University Hospital, BAE Systems, as well as light industrial and other smaller enterprises. The new Govan Partick Bridge opened in September 2024. The crossing enhances connectivity, linking Govan and Glasgow's west end, including the University and Glasgow Riverside Innovation District.

Elderpark, Linthouse, and Govan Housing Associations, the University of Glasgow and Glasgow City Council commissioned the UK Collaborative Centre for Housing Evidence to undertake a study that evaluated the overall housing needs and demand in Govan through applying Local Housing Systems Analysis principles to provide strategic insights underpinned by a coherent and robust data-driven framework.

The study outlines that investment to safeguard existing core stock is vital for meeting current and future housing needs. However, there is also strong latent demand for housing across all tenures and an attraction for new households, which could form a vital component of future growth and regeneration. Govan has significant opportunities for development, including several major sites including the East Govan/Ibrox TRA.

This SHIP identifies 14 projects with capacity to deliver over 600 affordable homes, including future phases of Water Row. Investigation of additional development opportunities that could support an acceleration and scaling-up of the AHSP highlighted further land in Govan with capacity for 400 additional affordable homes subject to enabling resources and investment for unlocking development.

5.6.4 Other Neighbourhoods

NRS Housing Services will continue to work with RSLs and also explore working with private sector development partners to progress plans for future strategic housing led regeneration in the following neighbourhoods in the city:

- Greater Easterhouse.
- Glasgow East (Haghill, Parkhead, Shettleston and Tollcross).
- Calton.
- Dalmarnock.
- Gorbals.
- Milton.
- Castlemilk.
- Drumchapel.

6 Delivery

6.1 Outputs from Glasgow's Affordable Housing Supply Programme 2023/24

Glasgow's AHSP budget for 2023/24 was £103.638million. In 2023/24, the following outputs were delivered:

- Approved projects to deliver 821 new affordable homes.
- Construction started on site to deliver 660 new affordable homes.
- 1352 new affordable homes were completed.
- £103.638million grant invested.

Approvals reached 94% of target, and completions 96% of target. Construction on site was 63% of target reflecting an extremely challenging year for development, which has been experienced across Scotland.



Photo: Barlanark, Calvary Housing Association

6.2 Glasgow's Affordable Housing Supply Programme 2024/25

Following the Scottish Government budget announcement of a reduction to the programme, there was a corresponding adjustment to Glasgow's AHSP resource planning assumption for 2024/25, which reduced from £104.001million to £78.687million. The reduction, and increasing construction costs, has impacted on the ability of the Council and RSL partners to deliver new affordable housing projects during 2024/25, particularly medium and low priority projects.

In September 2024, Glasgow City Council’s resource planning assumption for 2024/25 was increased by the Scottish Government to £90.231m. The additional funding (£11.544m) will be directed towards supporting RSLs to acquire private sector properties to help address temporary accommodation pressures or, where appropriate, to bring long term void properties back into use. In October 2024, the Affordable Housing Supply Programme (AHSP) three person equivalent (3PE) benchmarks were updated by the Scottish Government.

The programme for 2024/25 aims to deliver:

- An approval of 489 new affordable homes.
- Starting work to deliver 761 new affordable homes.
- Completing 878 affordable homes.

In addition, the Council will work with RSL partners to use the additional £11.544m to support the acquisition of 110 private sector properties to help address temporary accommodation pressures and homelessness or, where appropriate, to bring long term voids back into use.

The number of new approvals is lower than in previous years. The figure does not reflect the housing need in the city or the delivery capacity of the RSL sector.

6.3 Glasgow’s SHIP 2025/26 to 2029/30

The SHIP is prepared in accordance with the latest Scottish Government guidance, [Strategic Housing Investment Plan \(SHIP\) guidance note MHDGN 2024/01](#), and Glasgow’s updated resource planning assumptions (RPA), based on the annual budget figure for 2024/25 of £90.231million (inclusive of £11.544million from the national acquisition funding of £40million for 2024/25), which is applied across all five years of this SHIP 2025/26 to 2029/30, as shown in Table 6.

Table 6: Estimated Grant based on amended Resource Planning Assumptions

Years	2025/26	2026/27	2027/28	2028/29	2029/30	Total
Updated RPA (£million)	90.231	90.231	90.231	90.231	90.231	451.155

Table 6 sets out SHIP grant estimates based on a RPA figure of £90.231million per year. The SHIP includes £4.000m of grant funding towards stage 3 adaptations for each year (total £20.000m) This gives a RPA-only planning figure of £431.155million for delivering additional affordable homes. This figure includes an assumption for £57.72million (£11.544million per year) towards supporting RSLs to acquire private sector properties. Excluding this funding for acquisitions, Glasgow has an RPA-only figure of £373.435million for delivering additional affordable homes. Table 6a sets out comparative estimates for outputs delivered at updated Scottish Government benchmarks and average actual costs for 2023/24 respectively.

Table 6a: Outputs 2025/26 to 2029/30 based on RPA-only and benchmark costs

Tenure	RPA-only (£ m)	Target	Uprated Scottish Government Benchmark per unit (£m)	estimated homes	Average costs per unit 2023/24 (£m)	estimated homes
Social Rent	298.748	80%	0.111	2,689	0.169	1,768
Mid-Market Rent	74.687	20%	0.081	922	0.143	522
All Tenures	373.435	100%	0.103	3,611	0.163	2,290

The output estimate based on average actual delivery costs for 2023/24 is 2,290 homes, which is 37% lower than the output estimate based on benchmark costs (3,611 homes).

Scottish Government guidance advises that local authorities should, whenever possible, include a minimum slippage factor of 25% in the SHIP on annual basis to over-programme and accommodate any unforeseen slippage. Glasgow City Council maintains a shadow programme of proposed projects, which also meet the city's priorities for housing investment and may be brought forward to address any unforeseen slippage

Glasgow's SHIP 2025/26 to 2029/30 sets out 166 projects with potential to deliver 6,637 homes, which is 84% above the estimated homes that could be delivered at 3PE benchmark for RPA-only grant of £373.435 million, as set out in Table 6a.

Table 6b sets out comparative grant estimates for delivering these total units at the uprated Scottish Government 3PE benchmarks and at average costs for 2023/24.

Table 6b: Comparative grant estimates for delivering total SHIP units

Tenure	SHIP 25-30 Total Units	% of All	Uprated Scottish Government 3PE benchmarks (£m)	Average Costs 2023/24 (£m)
Social Rent	5,303	80%	589.185	896.207
Mid-Market Rent	1,334	20%	108.097	190.762
All Tenures	6,637	100%	697.281	1,081.831

To deliver all 6,637 homes at uprated 3PE benchmarks would require £697.281 million grant, which is an additional £323.846 million estimated grant. To deliver all 6,637 homes at the average costs for Glasgow's Affordable Housing Supply Programme in 2023/24 would require an estimated £1.081 billion grant.

Including £20million for stage three adaptations over five years and £57.72million for targeted strategic acquisitions, the SHIP 2025/26 to 2029/30 has an estimated grant requirement (at uprated 3PE) of approximately £771million, a slippage factor of +71%, summarised in Table 7.

Table 7: Grant based on Resource Planning Assumptions + slippage

Years	2025/26	2026/27	2027/28	2028/29	2029/30	Total
RPA + slippage and funding for adaptations (£million)	112.244	176.149	157.131	93.989	145.748	771.092

Glasgow City Council provides all RSLs with an opportunity to submit a Strategic Development Funding Plan (SDFP) each year and the plans are used to inform the development of the SHIP. There are 166 projects identified for the next five years with potential to deliver 6,637 new affordable homes and potential targeted strategic acquisitions of 550 additional affordable homes for social rent, giving a total of 7,187 additional affordable homes.

Table 8 provides a summary of the potential unit outputs for the 166 projects with potential for delivering 6,637 homes (not including targeted strategic acquisitions) over the SHIP period 2025/26 to 2029/30. (The output totals reflect projects that are underway prior to April 2025 and that will complete after 31 March 2030.)

Table 8: Estimate SHIP outputs 2025/26 to 2029/30

Units	2025/26	2026/27	2027/28	2028/29	2029/30	SHIP total
Approvals	2,084	1,213	638	723	620	5,278
Site Starts	1,462	1,445	1,165	556	711	5,339
Completions	712	591	1,156	1,696	1,817	5,972

6.3.1 Glasgow's Housing Emergency and Scaling-Up Delivery

Glasgow City Council is in a position to work with RSL partners to accelerate and increase the delivery of new affordable housing subject to funding being available from the Scottish Government and respond to the city's housing emergency situation.

In response to the housing emergency situation, NRS Housing have undertaken an extensive investigation of additional development opportunities across the city that could support an acceleration and scaling-up of the AHSP in addition to the 166 projects with the potential to deliver 6,637 units.

The review of land opportunities identified 31 potentially developable sites, encompassing 81.25 hectares, with capacity to deliver 3,492 new homes. In addition, there were six high density residential repurposing opportunities identified within Glasgow City Centre, which have the potential to deliver 829 new homes and contribute towards Council's long-term ambition for doubling the city centre population. In total, the investigation of additional development opportunities identified the potential for delivering 4,321 new homes.

There are several sites that have particularly challenging conditions and constraints that will require coordinated planning and dedicated funding and investment to address issues of; ownership and land assembly, demolition works, geotechnical issues and contamination, surface water drainage, as well as transport and energy infrastructure.

Table 9 summarises the potential for delivering 10,958 new affordable homes based on the 166 SHIP projects and the 37 sites identified through the review as additional opportunities for development should funding be available during the next five years.

Table 9: Scaling-up Affordable Housing Delivery in Glasgow

	SHIP 2025-30	Additional Development Opportunities	Total New Affordable Homes
Projects	166	37	203
Units	6,637	4,321	10,958

The Council has successfully supported RSLs to acquire private sector properties during recent years to meet the needs of homeless households, meet investment priorities and support regeneration initiatives. Glasgow’s updated resource planning assumption, based on the annual budget figure for 2024/25 of £90.231million, includes £11.544million per year for targeted acquisitions with potential to deliver 550 additional affordable homes over five years. Cumulatively, this SHIP 2025/26 to 2029/30 identifies projects and acquisitions with potential to deliver 11,508 affordable homes.

6.3.2 Actual Costs 2023/24

Glasgow City Council continually monitors and reviews the cost of delivering projects through the AHSP. The actual cost of delivering new affordable housing is consistently above the 3PE grant benchmarks that are set by Scottish Government. The guidance acknowledges there are significant factors influencing delivery costs and in Annex A notes that: “While grant providers and grant recipients will wish to maximise the value obtained through the AHSP, this should not prevent higher cost projects from proceeding.”

Table 10 sets out the average grants per unit for projects approved during 2023/24 and compares these against the updated grant benchmarks set out in Scottish Government guidance ([Affordable Housing Supply Programme \(AHSP\): process and procedures MHDGN 2023/01](#)) published in June 2023.

The new build AHSP was delivered at a 3PE equivalent of £74,327 (79%) over benchmark for Social Rent and £77,375 (118%) over benchmark for Mid-Market Rent during 2023/24. This illustrates an escalation of construction cost pressures, the development of challenging sites and the challenges of delivering affordable housing at a level that RSLs can sustain.

Table 10: Analysis of Average Grant Per Unit for Projects Approved in 2023/24

New Build Tenure	2023/24 Average Grant Per Unit Approvals	2023/24 Average Grant Per Unit Approvals converted to 3PE	Uprated Grant Benchmarks (3PE) as of October 2024 *	% difference
Social Rent	£180,936	£168,783	£111,104	52%
Mid-Market Rent	£153,501	£143,191	£81,032	77%

*Assumes Additional quality measure benchmarks: silver level space heating £2,455 per home, updated provisions for energy performance £4,560 per home, provision of space for home working or study £4,297 per home, digital enabling £369 per home, and installation of automative fire suppression systems £3,682 per home.

Further, larger-sized family homes are identified by Glasgow’s LHS 2023 to 2028 as a strategic priority and Glasgow City Council aims to increase the supply of larger family sized housing across the city to alleviate acute housing need pressures. While the grant benchmarks apply conversion factors to allow for higher grants to be paid for larger homes, the actual delivery costs for larger family-sized homes are consistently higher than the conversion factor applied making larger family homes more difficult to deliver than smaller homes.

6.3.3 Estimating Future Grant Requirements

Table 11 outlines the potential grant requirements for delivering the 166 SHIP projects and the 37 additional development opportunities. The estimates are based on the 2023/24 average grant per unit costs converted to 3PE.

Table 11: Grant estimates based on 2023/24 average grant per unit (3PE converted)

Projects	Units	Estimated Grant (£million)
SHIP 2025-30	6,637	1,081.831
Targeted Strategic Acquisitions	550	57.72
Additional Development Opportunities	4,321	707.785
Total	11,508	1.847.336

6.3.4 Affordable Housing Tenures

Glasgow’s LHS 2023 to 2028 outlines a target that 80% of new homes approved through the AHSP will be for social rent. Table 12 shows the initial projected tenure for approvals. Further needs and demand analysis will be undertaken by NRS Housing to determine the housing tenure mix particularly for projects in strategic regeneration areas. Therefore, the tenure of some projects identified in the SHIP will be discussed further with RSLs to ensure that mixed tenure communities are delivered across the city’s neighbourhoods and regeneration areas.

Table 12: Project Approvals by Tenure

Approvals	Total	% of All
Social Rent	5,189	78%
Mid-Market Rent	1,334	20%
New Supply Shared Equity	75	1%
Partnership Support for Regeneration	39	1%
All	6,637	100%

Mid-market rent housing is provided by RSLs in Glasgow and is suitable for households that have low to moderate incomes. Levels are set by RSL depending on rental levels and local market conditions. Rent levels are set between social and private rented sectors and are at similar levels to the Local Housing Allowance (which is currently £850 per month for a 2-bedroom property). There are approximately 3,000 mid-market rent homes in Glasgow, which are provided by 13 RSLs. Continuing to work with RSLs to develop new homes for mid-market rent is a key part of Glasgow’s AHSP and regeneration plans to create mixed tenure communities.

New Supply Shared Equity (NSSE)

The SHIP 2025-26 to 2029-30 outlines the potential to deliver homes for NSSE. Current guidance indicates that where the total value of the properties does not exceed the total project costs, then the project is unlikely to be supported. Recent examples, indicate that although the grant contribution from the AHSP would likely be lower than comparable Social Rented or Mid-Market Rented projects, the rising costs of construction relative to the property value makes it unlikely that the Council will be able to approve new homes for NSSE going forward. The Council would welcome discussion with the Scottish Government on way low-cost home ownership could be supported going forward through the AHSP.

Partnership Support for Regeneration (PSR)

Diversification of tenure, increasing housing options, and a focus on promoting brownfield sites to support economically viable development is part of housing-led regeneration activity in the city. PSR is an innovative approach to ‘platform’ sites in targeted areas and unlock their development potential. These are sites that have a variety of development constraints, no existing private housing market or low sales values, which render them unviable to the private housing development market. PSR provides eligible developers with funding through the AHSP to bridge the gap, wholly or in part, between the cost of a development project and the sales value of the houses upon completion. PSR is only used in limited circumstances, however, it is a useful financial tool to facilitate housing development and start regeneration activity by de-risking development and establishing a market. It is anticipated that PSR could be considered to support the development of projects subject to available funding, in line with guidance and in priority areas for housing investment/regeneration.

6.4 Prioritising Projects

The AHSP reflects the strategic priorities outlined in the Local Housing Strategy. NRS Housing appraise all proposed sites and consider these against site-specific factors that are material considerations for development potential. Table 13 outlines the factors for prioritising projects.

Table 13: Material Considerations for Prioritising Projects

Factors	Material Considerations
Meeting Housing Need/Target Housing Mix	Family homes, wheelchair accessible homes, supported accommodation
Contribution to Placemaking	TRA, regeneration area, anchor-site for mixed development
Site Conditions	Mineworkings, contamination, piling, flood risk, topography
Infrastructure Requirements	Roads, footpaths, carparking, drainage
Planning Considerations	Conservation, greenspace, height, special considerations
Site constraints	Site shape, neighbour impacts
Land Values	Area, strategic importance, site assembly

Alongside these factors for deliverability, all projects are appraised for strategic significance and categorised as either high, medium or low priority:

- High priority projects are those that have larger outputs, already approved or with a high degree of certainty for delivery and/or which have a significant strategic importance as part of ongoing area renewal and unlocking future development and investment.
- Medium priority projects are considered generally as important though may have less certainty with regard to immediate delivery.
- Low priority projects are those that are not directly linked to a strategic spatial priority, with lower unit outputs and less certainty with regard to immediate delivery.

The reductions in the AHSP budget have made funding for future years less certain and not all high priority projects may be delivered within the timescale of this SHIP. All projects identified within the SHIP are considered in relation to Glasgow's LHS 2023 to 2028 and will contribute towards meeting identified affordable housing needs.

6.5 Construction Methods

Glasgow City Council is committed to developing innovative and sustainable approaches to the development of new affordable homes within the city. NRS Housing Services continue to work with RSLs towards reducing carbon emissions in new build developments funded through the AHSP.

We are investigating how modular construction including offsite manufacturing techniques and modern methods of construction (MMC) could enhance the way the Council delivers affordable homes and contributes towards Net Zero sustainability targets.

We consider that modular construction may offer a significant range of potential benefits:

- Project costs can be reduced.
- More certainty in forecasting project timelines.
- Improvements in building quality control.
- Delivering buildings with high levels of thermal performance and air.
- Reduced waste by optimizing materials use and recycling.
- Less construction traffic and disruption to neighbourhoods surrounding development sites.

Wider benefits, beyond the construction of homes, include supply chain resilience, new employment opportunities, a more diverse workforce, skills development and training, as well as opportunities for economic growth.

The promotion of modular construction for permanent new homes is being progressed and the Council is working with RSL partners at the feasibility stage of projects to consider the potential opportunities for greater use of offsite construction. This approach is focusing on techniques (including modular and closed panel systems), housing typologies and mass customisation, as well as opportunities for collaborative procurements and developing local supply chains. Our first pilot project at Allander Street, developed in partnership with West of Scotland Housing Association, is expected to deliver 33 modular homes (a mixture of 2-4 bedroom houses and cottage flats) and commence on site in year one of this SHIP.

6.6 Strategic Acquisition of Private Sector Properties Programme

Glasgow City Council's strategic acquisition of private sector properties programme prioritises funding against projects that deliver strategic priorities in line with the LHS delivery plan. By supporting RSLs to acquire homes for social rent, the council contributes to:

- Preventing and reducing homelessness and providing housing for homeless households through increasing the supply of housing for social rent and matching provision to homeless households.
- Increasing the supply of affordable larger family housing.
- Increasing investment to preserve Glasgow's built heritage by improving the condition and management of the tenement housing stock in housing partnership areas.
- Targeted acquisition of Empty Homes.

In 2023/24, NRS Housing Services provided funding through the Council's AHSP to 24 RSLs to acquire 158 private sector properties. A total of £21.6m was invested through the AHSP. A breakdown of the number and size of properties acquired by RSLs during 2023/24 is outlined in Table 14.

Table 14: Strategic Acquisition of Private Sector Properties 2023/24

Bedrooms	Units
1	40
2	77
3	36
4+	5
Total	158

NRS Housing will invest the £11.544m grant funding towards supporting RSLs to acquire private sector properties to help address temporary accommodation pressures and alleviate homelessness pressures during 2024/25. As previously outlined, the Council has included plans for £57.72million towards supporting RSLs to acquire 550 private sector properties during the next five years. The provision of funding towards supporting RSLs to acquire private sector properties during the next five years would greatly assist the Council in alleviating homelessness pressures and reduce the reliance on bed and breakfast/hotel accommodation and the number of Unsuitable Accommodation Order breaches.

6.7 Empty Homes

The number of empty homes varies over time, however, based on Glasgow City Council Tax data just over 1% of Glasgow's homes are empty. This equates to 2,850 homes.

Glasgow's Empty Homes Strategy was published in 2019 and set a target to bring 200-250 empty homes back into effective use every year. In the three year period to March 2023, 808 empty homes were brought back into use. Table 15 shows Long-Term Empty Homes brought into effective use in 2023/24. An [update on the Council's Empty Homes Action Plan](#) was presented to the Council's Economy, Housing, Transport and Regeneration City Policy Committee in April 2024.

Table 15: Long-Term Empty Homes brought into effective use 2023/24

Duration empty	Number of Homes
< 6 Months	4
6-12 Months	186
1-2 years	237
2-5 years	101
5-10 years	37
>10 years	14
Total	579

6.8 Council Tax

The Local Government Finance (Unoccupied Properties etc.) (Scotland) Act 2012 and subsequent Council Tax (Variation for Unoccupied Dwellings) (Scotland) Amendments Regulations 2016 give local authorities powers to charge increased council tax on certain homes that have been empty for one year or more. This is intended to help local authorities encourage owners to bring properties back into use, both to increase the supply of housing for those who need homes and to reduce neighbourhood blight caused by empty homes allowed to fall into disrepair. Over the past three financial years (2021/22 to 2023/24), approximately £5.274million was re- invested to enable the delivery of 12 affordable housing development projects, which included 43 wheelchair adaptable units and 24 larger-sized family homes. Further details are outlined in Table 16.

Table 16: Summary of Projects supported by Increased Council Tax Funding

Year	Projects	Funding (£million)	Wheelchair Adaptable	Larger Family Homes
2021/22	8	£3.752m	35	9
2022/23	2	£1.112m	5	15
2023/24	2	£0.410m	3	0
Total	12	£5.274m	43	24

6.9 Accelerated Land Release Programme

One of the important ways in which Glasgow City Council enables the delivery of new affordable homes is through an Accelerated Land Release Programme, which enables the City Council to sell sites off-market to be developed by RSLs to assist in the delivery of the AHSP. A total of eight sites/properties, which will contribute 120 affordable homes, were disposed by City Property to Registered Social Landlords during 2023/24. Going forward, work will continue to explore opportunities for disposing of land to RSLs for the development of affordable housing.

6.10 Developer contributions

Glasgow City Council's adopted City Development Plan does not include a policy for developer contributions towards affordable housing. As part of implementing actions outlined in Glasgow's LHS 2023 to 2028 and preparing the new City Development Plan, Glasgow City Council is exploring options for dedicated planning policies that can support affordable housing delivery whilst continuing to ensure private sector housing development is viable.

6.11 Infrastructure costs and capital funding

Glasgow's AHSP continues to focus on the redevelopment of brownfield sites. Historically, all AHSP newbuild development has taken place on brownfield sites. This approach fits within Glasgow City Council's strategic spatial vision and approach set out in the City Development Plan and provides significant value to neighbourhoods and communities who benefit from inward investment and regeneration.

There are major cost burdens to developing on brownfield land especially across Glasgow with its industrial legacy. Developments often require extensive site investigation and remediation to decontaminate and provide the necessary foundations and infrastructure to support the delivery of new housing.

The 2023 Scottish Vacant and Derelict Land Survey indicates that a fifth (20%) of Scotland's urban vacant land is located in Glasgow. In the annual return for the city 36 hectares of land were removed, with 22 hectares added. Of the 36 hectares removed, 23 were as a result of residential developments. A total of 6 hectares of the reduction was a direct result of the AHSP.

In October 2021, the Scottish Government opened the Housing Infrastructure Fund (HIF) round two for applications. Restrictions on use of funding, particularly limiting to infrastructure outwith the curtilage of the relevant site, affect eligibility for most Glasgow sites. There is currently one potential surface water infrastructure project that could meet the eligibility for HIF, subject to application. The site served by these potential works forms part of a larger masterplan and delivery of the final phases of the Gallowgate TRA in the East End of Glasgow.

Glasgow City Council continues to engage with Scottish Government to make the case for a dedicated, multi-year capital funding for infrastructure works that would be transformative for unlocking development potential across the city.

As outlined within the SHIP, sites across Glasgow all require a varying degree of remediation works to enable new homes to be delivered. As part of the work to identify additional affordable housing development opportunities, the Council has identified six sites, which circa. 1,600 new homes (across all housing tenures) could be developed on. Additional funding to address infrastructure constraints on these sites is required to enable development to proceed and the Council would welcome further discussion with the Scottish Government to explore potential opportunities to unlock these sites.

6.12 Affordable Housing – Non AHSP

Alongside Glasgow City Council's AHSP, new affordable homes are also being delivered without grant subsidy support from the AHSP.

The Local Affordable Rented Housing Trust (LAR) is a Scottish charity set up to provide long term mid-market rent housing. It has been funded by a £55million loan from the Scottish Government and matched with private investment providing an innovative financing option for funding new affordable housing. LAR is currently seeking to secure further low-cost loan funding from the Scottish Government to fund its future development programme.

As part of the More Homes Scotland programme, the Scottish Government established a national mid-market rent scheme in 2018 supported by loan funding. Thriving Investments (formerly PfP Capital) led on this scheme with an aim to leverage additional private investment to deliver 1,000 mid-market rent homes across Scotland and is on target to meet this. In terms of future finance, Thriving Investments is seeking to grow the fund to deliver 2,700 mid-market rented homes over the next five years.

As of July 2024, the number of non-AHSP mid-market rent homes delivered or in planning or construction in Glasgow is 827 homes. This loan funded model offers an alternative to grant funded mid-market rent home delivered by AHSP.

Increasing housing supply across all tenures is a priority for the Council, and therefore, a key concern for the city is to ensure Glasgow continues to benefit from mid-market rent investment, as part of a mixed economy approach to balanced housing development that promotes sustainable growth and regeneration. This includes ensuring that Glasgow benefits from the recently announced Scottish Government £100m national investment in the construction of 2,800 mid market homes.

6.13 Risks and Challenges

Costs and Borrowing

A range of risks and challenges have been identified in preparation of the SHIP. The current higher levels of inflation, particularly in the construction sector, is making it challenging for RSLs to develop new affordable homes in Glasgow. The availability and cost of construction materials and workforce have significantly contributed towards higher development costs for RSLs and Glasgow City Council. Higher interest rates will continue to affect the borrowing arrangements that RSLs have or may look to secure going forward to fund development programmes.

Construction Sector Workforce Pressures

Wave 114 of the [Business Insights and Conditions Survey](#) in August 2024 indicated that **for businesses with 10+ employees**, the industry sector with the highest proportion of businesses reporting a shortage of workers was Construction (34.8%).

Development Costs and Budget Constraints

There are 166 projects identified for the next five years with potential to deliver 6,637 units, however development costs and budget constraints will limit delivery. The cost of developing affordable housing in Glasgow has risen by 56% per unit during the period between 2017/18 and 2023/24, and by 6% in the last year alone. The average total development cost to build a new RSL property in 2023/24 was £245,476, and the average grant approval was £180,936 per unit. Along increasing costs, the reduction in the resource planning assumption and uncertainty over future funding, there is significant risk to the pace, number and scale of projects that can be delivered.

An inability of the AHSP to accelerate and increase the number of new build homes delivered will lead to a failure to meet housing need across the city, which will be exacerbated by the housing emergency and continuing increases in homelessness presentations. There are also risks associated with the delivery of large family homes, homes for older people and homes for wheelchair users at or near Scottish Government benchmark values. Failure to deliver these types of new homes may lead to a failure to meet housing priorities set out in LHS 2023-2028 and meet housing need.

Reductions in the AHSP budget for 2024/25 have led to a corresponding reduction in available funding for stage 3 adaptations. Added to increasing costs, the reduced budget of £3.687m will assist in the delivery of less adaptations and support fewer tenants to live independently. Without a restoration in AHSP funding, there is a potential unmet demand in excess of £10m over five years if RSLs cannot allocate enough resource.

Future funding of non-AHSP mid-market rent schemes, and viability of schemes to deliver housing for sale focussed on affordability or regeneration, are also uncertain, and may lead to stalled development and also a failure to meet housing needs and demands across the city.

Finally, brownfield sites remain challenging to develop and increasingly require significant infrastructure and remediation works. Glasgow City Council continues to advocate for Scottish Government to re-establish grants to address site conditions and infrastructure challenges, including for vacant and derelict land, which would enable the increase and acceleration in developing affordable housing and regeneration across Glasgow.

Balancing Investment Priorities

As well as budgeting for providing new homes, RSLs must also factor for the long-term investment requirements to meet the Energy Efficiency Standard for Social Housing 2 for existing homes. The scale of investment required may impact on RSL development plans as they to consider the balance of their capital investment programmes, with the priority being ensuring existing stock meets required standards.

Central to the delivery of Glasgow's AHSP and our housing supply targets is an RSLs sector with the ability to continue to develop new homes. The Council will continue to work with our RSL partners to find solutions to challenges and unblock barriers to development wherever possible.



Photo: Shawbridge Street, Lowther, Wheatley Group

7 Looking Ahead

Glasgow's SHIP 2025/26 to 2029/30 sets out a trajectory for increasing affordable housing supply and this is essential to meet the city's immediate and longer-term housing needs and the city's growth ambitions. The Council and our RSL partners have a successful track record in delivering new affordable homes that meet the needs of our residents and contribute towards the regeneration of neighbourhoods. As outlined, there is a significant need to invest in the development of new housing in Glasgow long term.

It is vital that all key partners and stakeholders across Glasgow's Housing Sector are engaged with Scottish Government to consider how we can sustain outputs and consolidate future growth for the city beyond 2026. This SHIP 2025/26 to 2029/30 sets out 166 projects with potential to deliver over 6,637 new affordable homes. Through engagement with developing RSL partners, we have identified a longer-term pipeline of potential affordable housing development sites that can maintain these output levels and ensure Glasgow meets its identified housing needs and demand.

Together we must consider what can be done to deliver on our inclusive sustainable growth, housing and place-making ambitions for Glasgow. Set out below are key enabling actions highlighted by key partners and stakeholders:

- Multi-year resource planning assumptions to enable longer-term strategic development planning up to 2031/32.
- Timely delivery of planned new homes by all partners (RSLs and private housing developers) in the city with development programmes.
- Consideration the introduction of infrastructure funding streams to unblock development barriers and pipeline of AHSP delivery.

Glasgow City Council commits to:

- ✓ Lead on the delivery of this SHIP.
- ✓ Balance acceleration and upscaling of AHSP outputs with ensuring developments deliver new homes of quality to meet our agreed strategic housing priorities.
- ✓ Reducing the number of households who are homeless where possible.
- ✓ Continue to work with RSLs to increase the supply of affordable family housing.
- ✓ Further develop innovative housing and support options to enable households and people with particular needs to live independently in their own home in the community for longer.
- ✓ Ensure new affordable housing developments bring additional value to communities, including opportunities for training and employment.
- ✓ Work closely with the Scottish Government to explore opportunities to deliver housing investment in the city going forward.
- ✓ Continue to contribute towards the Scottish Government's housing supply target of 110,000 affordable homes by 2032.

8 Contact

We are keen to discuss any potential projects or delivery mechanisms which may contribute to meeting our strategic priorities for housing investment in the city.

Please contact us:

housingstrategy@glasgow.gov.uk