



Glasgow City Council

**Economy Housing Transport and Regeneration
City Policy Committee**

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

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Item 5

22nd April 2025

**GLASGOW'S LOCAL HOUSING STRATEGY 2023-2028 ANNUAL REVIEW
REPORT: YEAR TWO (2024/25)**

Purpose of Report:

The purpose of this report is to provide members with an annual progress update of the actions outlined in Glasgow's Local Housing Strategy 2023-2028 Delivery Plan.

Recommendation:

The Committee is asked to consider the progress of actions and key issues arising as set out in Glasgow's Local Housing Strategy 2023-2028 Annual Review Report Year Two (2024-25).

Ward No(s):

Citywide: ✓

Local member(s) advised: ☐

consulted:

1. Introduction

- 1.1. On 18th May 2023, Glasgow City Council's City Administration Committee approved Glasgow's Local Housing Strategy (LHS) 2023 to 2028. The approved report set out requirements for annual monitoring reports to be submitted to the Economy, Housing, Transport and Regeneration City Policy Committee reporting on Delivery Plan progress, meeting output targets and milestones, as well as highlighting significant new or emerging legislation, regulation or context that will impact on housing in Glasgow's housing system.
- 1.2. This report outlines out the progress, issues arising, and engagement that has been undertaken by Neighbourhoods, Regeneration and Sustainability (NRS) Housing with internal and external partners. Further information is set out in Glasgow's LHS 2023-28 Annual Review Report Year Two (2024/25).

2. Background

- 2.1. Local authorities are required by the Housing (Scotland) Act 2001 to prepare a LHS. The LHS provides direction for tackling housing issues and informs future investment in housing and related services.
- 2.2. The LHS outlines what the Council and its partners aim to deliver for the city during the five-year period. Glasgow's LHS was prepared in accordance with Scottish Government Guidance and NRS Housing carried out extensive engagement and worked closely with partners and communities to develop the strategy.
- 2.3. The Scottish Government published its long-term housing strategy, 'Housing to 2040' in March 2021 which sets out four themes, priorities and 20 key actions with associated sub-actions, which informed the development of Glasgow's LHS 2023-2028.
- 2.4. Glasgow City Council's Strategic Plan 2022-27 identifies four Grand Challenges. Glasgow's LHS 2023-28 makes a critical contribution to all four Grand Challenges, with a particular focus on missions to improve health and wellbeing, support inclusive, resilient and sustainable economic growth, become a net zero carbon city by 2030, and create safe, clean and thriving neighbourhoods.

3. Context

- 3.1. Glasgow's LHS 2023 to 2028 sets out the key statutory framework and context for delivering the city's strategic housing priorities and the actions included in the Delivery Plan. There were several important new and evolving issues and challenges that emerged during 2024/25 and these have, and will continue, to shape how Glasgow City Council and our partners take forward actions set out in the LHS Delivery Plan.

- 3.2. On 30th November 2023, a report to Glasgow's City Administration Committee outlined the severe pressures that Glasgow City Council and the Glasgow City Health and Social Care Partnership are facing and formally declared a Housing Emergency. Glasgow City Council and the Glasgow City Health and Social Care Partnership are working with key partners and stakeholders across Glasgow to take forward a whole system action plan to address the housing and homelessness pressures. Homelessness Services presented a report outlining the pressures associated with homelessness and the city's housing emergency and actions that are being taken forward to the Integration Joint Board in January 2025.
- 3.3. NRS Housing presented a review of the city's Affordable Housing Supply Programme 2023/24 to members of the Economy, Housing, Transport and Regeneration City Policy Committee in October 2024. A review of the 2024/25 Affordable Housing Supply Programme will be presented to committee later during 2025.
- 3.4. In April 2024, Scottish Government confirmed the final budget for the Affordable Housing Supply Programme 2024/25 would be £600million, a reduction of 22%. There was a corresponding adjustment to Glasgow's AHSP 2024/25 resource planning figure, which reduced from £104.001million to £78.687million. This reduction, alongside increasing construction costs, impacted on Glasgow's programme and the number of new projects that could be approved.
- 3.5. During 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) has enabled NRS Housing to support RSLs to acquire private sector properties to help address temporary accommodation pressures or, where appropriate, to bring long term void properties back into use.
- 3.6. On 25th February 2025, the Scottish Budget 2025/26 was approved by the Scottish Parliament on 25 February 2025. The budget set out funding of £768 million for the Affordable Housing Supply Programme (AHSP) in 2025/26. This has reinstated the programme funding to 2023/24 levels in cash terms.
- 3.7. Glasgow's SHIP 2025/26 to 2029/30 set out plans for the development of 6,637 new homes in the city during the five-year period. Although Scottish Government grant benchmarks were uprated in October 2024, increasing construction costs continue to impact on the number of homes that can be delivered in line with available funding.

4. LHS Priorities and Delivery Plan

4.1. Glasgow's LHS 2023 to 2028 sets five strategic priorities:

- LHS Priority 1: Delivering more homes and great places that reduce poverty and inequality and increase opportunity and prosperity for all.
- LHS Priority 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.
- LHS Priority 3: Improving the condition of Glasgow's existing homes and preserving Glasgow's tenements and built heritage.
- LHS Priority 4: Supporting people to live independently and well at home in the community.
- LHS Priority 5: Improving housing options, affordability and sustainability for tenants and owners, to prevent and reduce homelessness.

4.2. Table 1 outlines the Housing Supply Targets that are included in Glasgow's LHS 2023 to 2028. The targets reflect Glasgow's ambitions alongside an understanding of potential resource availability and development capacity.

Table 1: Glasgow's Housing Supply Targets 2023 to 2028

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

4.3. Over LHS Years 1 and 2, approximately 2,300 additional affordable homes have been delivered. Glasgow City Council will continue to make the strongest case for the resources and investment required to meet the needs of Glasgow's population as well as working with partners to identify actions to unlock barriers and support delivery of more homes.

5. LHS Delivery Plan: Progress 2024/25

5.1. Glasgow's 2024/25 Affordable Housing Supply Programme completed and delivered 1,011 new affordable homes. The Housing Land Audit 2024 indicated over 1,200 new build market homes were under construction and programmed for delivery in 2024/25.

5.2. The LHS Delivery Plan outlines a RAG rating for actions. The LHS Year One Annual Review 2023/24 identified one action under LHS Priority 5, to support the Glasgow Alliance to End Homelessness, as Green 'complete and closed'. All remaining actions have either ongoing commitments or key milestones for delivery in year two (2024/25). These actions are appraised using a Red Amber Green (RAG) assessment to determine progress as follows:

- Red - major slippage.
- Amber - minor slippage.
- Green - on track.

- 5.3. The RAG determination is based on known progress and any identifiable issues and risks. 'Amber' indicates minor slippage and this is considered to be where delivery of the project or output is not considered to be at risk. Timescales may have been extended for operational or resourcing reasons, or outputs are slightly below target but there are identified mitigating factors. 'Red' indicates major slippage and this is considered to be where delivery of the project or output is considered to be at significant risk and requires an exceptional response. Table 2 summarises the RAG assessment for all actions.

Table 2: Actions RAG Assessment Year Two (2024/25)

LHS Priorities	Red	Amber	Green	All
Priority 1	0	1	18	19
Priority 2	0	1	6	7
Priority 3	0	1	11	12
Priority 4	0	4	5	9
Priority 5	1	5	6	12
All	1	12	46	59

- 5.4. Year on year progress was made in 2024/25, with 45 actions now identified as Green 'on track' compared to 36 for 2023/24. There are 13 actions identified as 'Amber' with minor slippage compared to 15 for 2023/24. One action commitment remains assessed as 'Red': "Work in partnership with Glasgow City Health and Social Care Partnership and RSLs to prevent homelessness and provide housing for homeless households." This reflects the scale and extent of the challenges resulting from the additional and unprecedented systemic pressures that Glasgow now faces in relation to homelessness needs.
- 5.5. Priority actions that NRS Housing is progressing with Glasgow City Health and Social Care Partnership and RSLs include maximising the number of properties being allocated to homeless households as well as supporting RSLs to acquire properties on the open market (which are then allocated to homeless households) and reducing the number of empty properties across the city. The Council's Private Rented Sector Housing and Welfare Hub (NRS Housing) continues to prevent families from becoming homeless and works with private landlords to improve property condition and management across the city.

6. Looking Ahead to 2025/26 and Beyond

- 6.1. Over the next 12 months, there are a number of key milestones, challenges and opportunities for delivering on Glasgow's five LHS priorities. In terms of the national statutory framework, the Housing (Scotland) Bill is at Stage 2. A Ministerial Statement in October 2024 outlined the Scottish Government's intention to bring forward an amendment to proposed rent control measures. A consultation is planned for Spring 2025 which will seek views on how powers that allow exemption from rent controls or rent increases above the cap could be used by Scottish Ministers. Other key issues include a new homelessness prevention duty and its application to public bodies. New Scottish Government LHS guidance is expected to be issued in Spring 2025.
- 6.2. In terms of delivering local outcomes, there will be a focus on continuing to increase affordable housing supply through Glasgow's Affordable Housing Supply Programme (AHSP) or other funding mechanisms to meet LHS Priorities (1, 4 and 5). Responding to Glasgow's housing and homelessness pressures will continue to be a central focus for 2025/26 and beyond.
- 6.3. NRS Housing will continue to target long-term empty homes to bring them back into effective use (LHS Priority 3) including work being taken forward to ensure projects are delivering on priorities for reducing homelessness and supporting households in temporary accommodation into settled homes (LHS Priority 5).
- 6.4. Following Glasgow's successful 'Housing Retrofit Week', which was held during February 2025, work is ongoing to develop a 'Housing Retrofit Position Statement', which is anticipated to be completed in Summer 2025 (LHS Priority 2).
- 6.5. Transforming Communities: Glasgow (TC:G) will undertake a strategic review of the Transformational Regeneration Area (TRA) Business Plan during 2025/26. The review will focus on the delivery of future development opportunities and associated key outcomes.
- 6.6. NRS Housing will continue to review available sites that could be developed and support the city's response to the housing and homelessness emergency including accelerating and scaling up affordable housing delivery during the medium term. Local housing area analysis work will also be progressed and used to support and deliver priorities associated with housing led regeneration activities.

7. Policy and Resource Implications

Resource Implications:

Financial: There are no direct financial 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: Glasgow's Local Housing Strategy 2023 to 2028 sets out priorities and actions that support the following Grand Challenges (GC) and Missions.

Grand Challenge 1 – Reduce poverty and inequality in our communities:

Mission 1 – End child poverty in our city using early intervention to support families.

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 economy.

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 neighbourhoods.

Equality and Socio-Economic Impacts:

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

The LHS 2023 to 2028 supports Equality Outcomes 2,3, 4 and 6.

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

An Equalities Impact Assessment was undertaken for the LHS 2023 to 2028 and identified no negative impacts and significant positive impacts.

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

The LHS is Glasgow City Council's main statutory strategic plan for housing. It will have specific impacts addressing socio-economic advantage in terms of targeted investment to provide new affordable homes, affordable warmth, prevention and reduction of homelessness, as well as ensuring community benefits, including training and employment opportunities, are created through planned investment via the Affordable Housing Supply Programme.

Climate Impacts:

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

The LHS directly supports all five themes identified in Glasgow's Climate Plan and specifically actions 8, 14, 23, 29, 37, 39 and 42.

What are the potential climate impacts as a result of this proposal?

Positive impacts. New homes constructed to higher sustainability, low and zero carbon standards. Housing development design and delivery incorporating adaptation and mitigation measures for flood and other climate risks, retrofit priorities decarbonizing existing homes.

Will the proposal contribute to Glasgow's net zero carbon target?

The LHS will steer investment and action to retrofit existing homes and buildings, including fabric, insulation and achieve higher energy efficiency and incorporate zero carbon emissions heating systems. New affordable homes are constructed to the Glasgow Standard achieving higher sustainability, low and zero carbon ratings.

**Privacy and Data
Protection Impacts:**

No privacy or data protection impact identified.

8. Recommendation

- 8.1. The Committee is asked to consider the progress of actions and key issues arising as set out in Glasgow's Local Housing Strategy 2023-2028 Annual Review Report Year Two (2024-25).