



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 3

30th September 2025

PRIVATE SECTOR HOUSING GRANT PROGRAMME (PSHG)

Purpose of Report:

To provide members with details of how PSHG funding totalling £8.614m was allocated in 2024/25 and to highlight PSHG programme priorities for 2025/26.

Recommendations:

That Committee:

1. Notes PSHG programme expenditure for 2024/25 totalling £8.614m.
2. Notes the programme proposals for 2025/26 which includes tackling a range of private housing repair and property management issues across the city, through various area-based initiatives while re-stating our commitment to the provision of PSHG funding for other programme priorities.

Ward No(s):

Citywide: ✓

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

1. Background

1.1 The purpose of this report is to outline how the Private Sector Housing Grant (PSHG) budget was allocated in 2024/25 and to provide an update on the programme for 2025/26, highlighting new areas of work which are being developed to meet Council priorities. This update report is considered annually by the Economy, Housing, Transport and Regeneration City Policy Committee.

1.2 The Housing (Scotland) Act 2006, enacted in 2009, introduced a policy framework for private sector housing with a greater focus being placed on owners to take responsibility for the maintenance and repair of their own properties. Results obtained from property condition surveys of around 500 pre 1919 tenement properties carried out across the city between late 2018 and early 2020 highlighted that around 5% of these buildings were in a state of serious disrepair. Many properties required varied levels of work with a focus on property roofs due to their age and lack of maintenance. Further investigation works was recommended for other tenements.

1.3 The Council's approach to assisting owners in the repair and maintenance of private sector housing is contained within the Council's [Scheme of Assistance\(SOA\) - Glasgow City Council](#). The SOA was updated in March 2025.

1.4 Two of the key priorities in [Glasgow's Housing Strategy\(LHS\) 2023-28](#) are to 'Improve the condition of our existing housing stock and to preserve Glasgow's tenements and built heritage' and to 'Improve the energy efficiency of Glasgow's homes'. The fabric condition of existing properties must be in a good state of repair in order to improve the energy efficiency of the building.

2. Context

2.1 Based on 2022 Scottish Government [statistics](#) the estimated number of dwellings in Glasgow was 321,024. Of these, 205,930 dwellings (64.15%) were in private ownership.

2.2 Maintaining the condition of the 9,950 pre-1919 tenement buildings within the city consisting of circa 70,000 flats and 5,200 commercial premises remains a challenge. This stock provides housing for many of the city's residents and is a crucially important affordable segment of the owner occupied and private rented sector markets. The pre-1919 tenements also constitute an important part of Glasgow's rich built heritage. The need to prioritise the maintenance of this stock was highlighted in the ['Safeguarding Pre1919 Tenement Stock' report](#) brought before committee on 9th March 2021.

2.3 Concentrations of older tenement stock in poor condition can be found in a number of areas across the city. The Council has taken forward housing partnership initiatives with local Registered Social Landlords (RSLs) in areas such as Govanhill, Ibrox/ Cessnock, East Pollokshields and Haghill to address property condition and management issues. Repair and maintenance problems are also becoming more prevalent in more tenement properties built post 1919. The high concentration of private rented properties in some tenement properties along with affordability issues,

inequitable title deeds and lack of factoring are further barriers to getting common repairs and maintenance works carried out.

2.4 Investment in the private sector housing stock has been instrumental in halting the decline and, in many cases, preventing the demolition of pre-1919 tenements. Where owners are unable to carry out essential repairs the Council is required to intervene to safeguard these tenement buildings. However, repair costs have increased significantly in the last few years and the cost to repair our older tenements can easily be in excess of £500,000. With the PSHG budget remaining at the same level for the past 10 years this has resulted in fewer tenement buildings being repaired annually.

2.5 One of the major findings of the [Glasgow Factoring Commission](#) in 2014 was the need for establishing effective property management to repair and maintain properties in common ownership. In response to the findings of the Private Sector Stock Condition Survey 2018/2020 property factors and owners are required to put a maintenance plan in place for their tenement building and take out common building insurance in order to be considered for grant funding towards the cost of common fabric repairs. Such action is required to safeguard public investment and to encourage owners and their property factors to take responsibility for the future maintenance of their buildings. NRS Housing Services Private Sector team will assist owners where they are looking to appoint a property factor.

3. Programmes of Work undertaken in 2024/25

3.1 Local authorities have a legal obligation to provide grant assistance for certain essential adaptation works to meet the needs of a disabled person. From 1st April 2016, the provision of equipment and adaptations in private sector housing became the responsibility of the Glasgow City Health & Social Care Partnership (HSCP). NRS Housing Services Private Sector team manage the adaptations programme on behalf of the HSCP with adaptation works delivered through Assisted Living (City Building) and Equipu.

3.2 NRS Housing Services and HSCP jointly funded the Glasgow Care & Repair service providing important housing and health related services to elderly and vulnerable citizens in Glasgow. This included a range of support measures such as a handyman repair service and installation of key safes etc which enabled vulnerable individuals to remain at home. Unfortunately, due to the HSCP withdrawing its funding for Glasgow Care and Repair in 24/25 the service closed in June 2025.

3.3 In line with the Council's Statement (Scheme) of Assistance, the repair of the pre 1919 tenement stock continues to be prioritized for funding in order to protect the city's heritage. Owners' share of the costs must exceed £5000 to be eligible for grant consideration. The building must also be factored and a maintenance plan and common building insurance put in place on completion of works. Grant assistance may be considered where owners carry out common fabric repairs on a voluntary basis but not if the Council requires to intervene, as a last resort, to carry out the required works on a statutory basis. Small scale grants or financial contributions may be considered in certain circumstances to bring tenement properties up to a factoring standard and to facilitate the appointment of a property factor.

3.4 Where a majority of owners are in favour of carrying out common repair/maintenance works to their building, support is provided through the 'Missing Shares' scheme. This involves underwriting the costs of the minority of owners who are unwilling or are unable to pay their repair share and these owners are pursued for full recovery of their costs on completion of the works. This programme has been extremely effective, encouraging substantial numbers of defaulting owners to pay. In total, NRS Housing Services has facilitated £26.355m of works to private housing from 2012 to the present date with a financial outlay of £1.241m. A letter from Housing Services to an owner is often sufficient to secure payment. Where missing shares are applied the majority of defaulting owners will pay their share on completion of the works and prior to the issue of an account.

3.5 The Council will only undertake statutory repair works to safeguard older tenements where owners are unable or unwilling to carry out fabric repair works on a voluntary basis and their building is deemed to be in a serious state of disrepair. The costs of repair are charged out in full to owners on completion of the works. In 2024/25, 32 new works notices were served on owners in 11 properties under Section 30 of the Housing (Scotland) Act 2006. During this period the Council instructed works in default of the Notices, and commenced works on site at tenements in the Hillhead and Park areas of the city and at a property in Ibrox/Cessnock.

3.6 Housing initiatives continue to be progressed across parts of the city where concerns have been raised about the private sector housing stock, predominantly in tenemental areas which contain a high concentration of private rented properties. Problems can be tackled through the creation of housing partnership area initiatives with RSLs which allow us to address poor housing condition and property management issues. Partnership arrangements are in place with a number of RSLs who are undertaking a programme of common fabric repairs to their tenement stock. Officers are also required to intervene in individual properties which are impacting negatively on adjoining buildings. This often involves dealing with individuals with complex needs who are unable to deal with property condition issues.

3.7 NRS Housing Services received additional funding of £2m in 2022/23 to be utilised for fabric repairs and energy efficiency works in our older tenement stock. This allocation covered a 3 year period. This enabled NRS Housing Services to install a number of retrofit measures such as internal wall insulation, draughtproofing, loft insulation and insulation of sub-floor basement areas of tenement buildings following major repair works. This budget has now been fully spent.

3.8 Empty Homes officers have worked closely with partnering RSLs to promote compulsory purchase orders and acquire flats in tenement buildings where repairs have been blocked. In total, 616 long term empty homes were brought back into use from April 2024 until March 2025.

3.9 PSHG Programme expenditure for 2024/25 is noted in the table below.

Private Sector Housing Grant Programme (PSHG)	Budget (£m) 2024/25
PSHG Budget	8.614

Breakdown of PSHG Programme Expenditure	Expenditure (£m) 2024/25
Disabled Adaptations and Care and Repair	2.185
Voluntary Repairs incl Small Scale Works & Retrofit measures.	4.389
Statutory Repairs incl Missing Shares	1.878
Housing Initiatives	0.030
Other	0.132
TOTAL	£8.614

4. Programme for 2025/26

4.1 The Council continues to meet its statutory requirements in terms of grant provision for adaptations for disabled persons. Grant assistance ranging from 80% to 100% is available to private owners/tenants where there is an assessed critical need. Previously Assisted Living(City Building) carried out all adaptation works however, an 'opt out' service has now been introduced in order to give clients the choice in the use of contractor. On the 15th May 2024 a report titled [Review of Private Sector Adaptation Policy: Opt Out of Assisted Living](#) was presented and approved by the Integration Joint Board (IJB). Whilst it is anticipated that Assisted Living will still carry out most of the adaptations work, owners can now appoint their own contractor. NRS Housing Services will continue to manage the Adaptations programme on behalf of the HSCP.

4.2 Financial support will continue to be provided to private owners where they take responsibility for the repair of their tenement properties and are prepared to carry out works on a voluntary basis. In line with our Scheme of Assistance, priority will continue to be given to owners in pre 1919 tenements. By part funding the Glasgow City Heritage Trust (GCHT) in the sum of £110k the Council is able to lever in additional monies to the voluntary repairs programme. The Council will also continue to support the Under One Roof website which provides impartial advice to owners and information on repairs and maintenance in common blocks. Demand for grant assistance far outweighs available funding.

4.3 The Missing Shares programme continues to have a positive impact on owners taking responsibility for the repair and maintenance of their properties. All council funding is recoverable under this programme. Already this financial year we are providing support to over 600 owners in tenements to enable them to carry out circa £2.5m of common repair work to their buildings. In addition, the Council has identified a number of tenement buildings which will require statutory intervention as owners are unable or unwilling to carry out the necessary repairs themselves placing these properties at risk. Again, all costs are recoverable following action taken in terms of Section 30(Work Notice) or Section 50(Missing Shares) of the Housing (Scotland) Act 2006.

4.4 Taking forward fabric repair schemes on a voluntary basis is becoming increasingly difficult. Affordability issues for owners, even with an offer of grant assistance, is being exacerbated by rising construction costs. Coupled with what appears from a procurement perspective to be a limited number of qualified contractors carrying out major tenement repair works, is adding to the pressures and timescales for getting work carried out. More properties are requiring intervention to safeguard our housing stock and to protect previous financial investment. Current resources are insufficient to meet demand and in some cases there is a serious possibility that continued deterioration in some of the older tenement stock will result in placing more buildings at risk.

4.5 It is important that NRS Housing Services work closely with all RSLs across the city to safeguard the tenement stock. Partnership arrangements can be put in place to tackle a particular area, street or individual properties where intervention is required. Funding support can also be provided to progress both small and large scale tenement

repair works in their areas of operation. These RSLs provide vital factoring services in tenement buildings in mixed tenure and also in wholly privately owned tenement properties. In the current financial year funding support is being provided to enable Linthouse Housing Association to take forward works for a number of pre 1919 tenements in their area and to other RSLs who are carrying out fabric repairs to the older tenement stock. Work is also due to commence shortly at 7 tenement properties in Kingarth Street/Victoria Road/ Calder Street whereupon completion Southside Housing Association will instruct works to form a new back court area and take on the factoring of this area for the residents within the tenement properties.

4.6 The High Street Action Plan continues to be a focus for both Glasgow City Council and Wheatley Homes Glasgow. Major fabric repair works have been completed at two tenements on High Street and a prominent tenement property on the corner of King Street and Trongate. Work to two further tenement buildings has now commenced in High Street and a third on the corner of King Street and Parnie Street. All are due to complete this financial year.

4.7 The repurposing of vacant upper storey former office accommodation within the city centre remains a key priority for the Council. In addition to bringing empty properties back into use, it is essential that the existing tenement housing stock is maintained and kept in a good state of repair. Most of the buildings are listed and are situated within the Central Conservation Area. As a consequence the cost to repair/maintain these buildings can be significant with major common fabric repair schemes being supported in Sauchiehall Street and surrounding areas.

4.8 The retrofit of our pre 1919 tenements continues to be a major area of focus for our retrofit team who have been working closely with a number of RSL partners on pilot projects across the city in order to get a better understanding of the energy efficiency and clean heat measures which could be realistically delivered in our older tenement stock. The need for buildings to be wind and watertight and in a good state of repair is critical to achieving positive outcomes, in terms of reducing energy demand, carbon emissions and fuel bills. PSHG expenditure, to date, has primarily supported tenement building repairs, alongside a mix of fabric energy efficiency measures such as insulation.

4.9 The Glasgow Housing Retrofit Position Statement is being developed. This draws together key learning to date and sets out a delivery framework for home retrofit in the city as far as can currently be determined. The Statement will highlight five early actions (thing that can happen now without fundamental system change) and six supporting actions (things that need to be developed in parallel to continue to increase home retrofit). Pre-1919 tenements are an area of focus for early action. Recommendations include adopting a “repair first” approach, prioritising low-risk, energy efficiency measures and providing enhanced advice and support for homeowners. The Housing Retrofit Position Statement will be presented to the Net Zero & Climate Progress Monitoring Committee later this year as part of the annual housing retrofit update.

4.10 The additional funding received for retrofit/repair of our older tenement buildings has been vital in enabling NRS Housing Services to bring forward a range of projects which has helped to formulate the strategy for treating older buildings. If retrofit works

are to be carried out at scale to our older tenement properties then property condition is a major consideration as the cost of repairs is becoming prohibitive for many owners and further financial support will be required.

4.11 An [update on the Empty Homes Action Plan](#) was submitted to committee on 22nd April 2025. The report restated the commitments in the LHS 2023-28 to expand empty homes work, making greater use of compulsory purchase orders, supporting the acquisition of empty tenement flats by RSLs to facilitate common repairs and whole-block retrofits. Key actions include exploring a range of new initiatives and introducing a new grant scheme to help owners bring vacant properties back into use. NRS Housing Services is currently waiting for confirmation of additional funding in order to launch the scheme.

4.12 Due to the high incidence of complaints of dampness/mould resulting from water ingress in tenement properties, officers in NRS Housing Services work closely with colleagues NRS Environmental Health- Public Health team to tackle some of the more complex and challenging cases. This includes engaging with owners/private landlords and instructing repairs. PSHG funding may be considered in certain circumstances.

5 Policy and Resource Implications

Resource Implications:

<i>Financial:</i>	The financial implications set out in the report for 25/26 are fully funded from PSHG.
<i>Legal:</i>	The Council will continue to meet its legal obligations in terms of adaptation works and various repair programmes.
<i>Personnel:</i>	Staff input required to assist in the delivery of the programme has been accounted for within existing resources.
<i>Procurement:</i>	A new framework is currently in place for the statutory repairs programme.

Council Strategic Plan: The measures outlined in the report will contribute towards the 4 Grand Challenges and the following Missions.

Grand Challenge 1 – Mission 3-Improve the health and wellbeing of our local communities.
Grand Challenge 2 – Mission 2 -Support the growth of an innovative, resilient & net zero carbon economy.

Grand Challenge 3 – Mission 2 – Become a net zero carbon city by 2030

Grand Challenge 4 – 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.

Yes – The PSHG Programme will help deliver key strategic outcomes of Glasgow's Housing Strategy 2023 - 2028, which has been subject to an [EQIA](#).

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

The Council's approach to improving the housing stock particularly in the lower end of the private rented sector will improve living standards and bring associated benefits to many residents and vulnerable groups.

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

Yes. The PSHG programme will improve the standard of accommodation for owners and tenants, help to improve living conditions and address fuel poverty.

Climate Impacts:

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

PSHG supports many of the actions including continuing to work to maximize funding for Area Based Schemes (Action No.8), preparing an improvement plan for older (pre1919) tenements and private sector housing (Action No.9), and facilitating the retrofit of existing private housing (Action No.39).

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

Reduced climate impact by maintaining the current housing stock for longer.

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

Yes. Repairing the building fabric and installing energy efficiency measures will deliver and contribute to carbon reductions and savings.

Privacy and Data Protection Impacts:

No privacy and Data Protection impacts identified.

6 Recommendations

That Committee:

1. Notes PSHG programme expenditure for 2024/25 totalling £8.614m.
2. Notes the programme proposals for 2025/26 which includes tackling a range of private housing repair and property management issues across the city, through various area-based initiatives while re-stating our commitment to the provision of PSHG funding for other programme priorities.