



Glasgow City Council
City Administration Committee

Item 1

4th September 2025

**Report by Councillor Ruairi Kelly, City Convener for Housing,
Development, Built Heritage and Land Use**

Contact: George Gillespie Ext: 79106

GLASGOW'S AFFORDABLE HOUSING SUPPLY PROGRAMME 2025/26

Purpose of Report:

To inform members of the out-turn from the 2024/25 Affordable Housing Supply Programme (AHSP) budget, present proposals for the Affordable Housing Supply Programme 2025/26, and formally accept the offer of grant from Scottish Government.

Recommendations:

That Committee

1. Notes the out-turn figures from the 2024/25 Affordable Housing Supply Programme.
2. Notes the legally committed projects that will require funding from the 2025/26 Affordable Housing Supply Programme budget and new projects proposed for 2025/26 which will be taken forward where budgets allow within the priorities outlined in the Local Housing Strategy and Strategic Housing Investment Plan (SHIP).
3. Authorises the Executive Director of NRS to bring forward additional projects that fit with the priorities contained within Glasgow's Local Housing Strategy and SHIP, in the event of slippage in the programme.
4. Formally accepts the offer of grant from Scottish Government.

Ward No(s):

Citywide: ✓

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

1 Introduction

- 1.1 Since September 2003, Glasgow City Council has been responsible for the Transfer of the Management of Development Funding (TMDF) for affordable housing in the city on behalf of Scottish Government (SG). During this time, GCC has invested over £1.84bn completing over 22,000 affordable homes in the city.
- 1.2 Glasgow has delivered a significantly greater number of new build affordable homes compared to other cities in the United Kingdom. Data published by the Ministry of Housing, Communities and Local Government and the Scottish Government for new build affordable housing completions during the five year period between 2019/20 and 2023/24 is outlined in Table 1 below.

Table 1 Summary of New Build Affordable Homes Completed Between 2019/20 and 2023/24

City	Total
Glasgow	3,407
Edinburgh	2,107
Leeds	2,579
Birmingham	2,514
Manchester	2,158
Bristol, City of	1,708
Liverpool	1,144
Sheffield	725

Sources: [Live tables on affordable housing supply](#) published by the Ministry of Housing, Communities and Local Government & [Housing statistics quarterly update: new housebuilding and affordable housing supply - gov.scot](#) (social rent)

- 1.3 The Glasgow AHSP is delivered within the context of the priorities identified within two key strategic documents, [Glasgow's Local Housing Strategy 2023-2028](#), and the [Strategic Housing Investment Plan \(SHIP\) 2025/26 to 2029/30](#). Extensive liaison takes place between NRS, Registered Social Landlords (RSLs) and housing developers in the city to deliver Glasgow's Affordable Housing Supply Programme (AHSP).
- 1.4 The AHSP has always played a critical role in the provision of Housing within the city, however, this role is even more significant in the context of Glasgow's housing emergency. The programme increases affordable housing supply with the majority delivered through newbuild projects. The repurposing of non-residential buildings and strategic acquisitions of private sector properties to increase social rented housing, particularly family housing, are important components of the programme. The programme also enables RSLs to manage their stock more efficiently, for example allowing residents to downsize to new build properties and free up existing larger homes for families, as well as contributing towards the adaptation of properties to meet RSL tenants' needs.
- 1.5 A related stream of proactive action to increase affordable housing supply is the Council's work to bring empty housing back into effective use, through the Empty Homes Team supporting owners and through taking statutory action. Since 2019, GCC have promoted 71 Housing CPOs with 33 CPOs

confirmed to date. In comparison, since 2006, there have only been 24 Housing CPOs in the rest of Scotland.

2 Programme Out-turns 2024/25

- 2.1 In 2024/25, Affordable Housing Supply Programme funding allocations experienced considerable change. On 28th March 2024 SG advised that the 2024/25 grant allocation for Glasgow would be reduced by approximately 24% from £104.001m (resource planning assumption) to £78.687m, with no indication of the allocation for future years.
- 2.2 In April 2024, Scottish Government announced an £80 million national acquisitions fund split over 2024/25 and 2025/26. On 10th September 2024, the Council revised Offer of Grant letter was received from SG notifying that Glasgow would receive an additional £11.544m from the national acquisitions fund during 2024/25.
- 2.3 As the financial year progressed, additional funding was made available, which resulted in the 2024/25 AHSP budget finalising at £94.056m. This figure was made up of £64.295m of Local Government Settlement Funding with a further £29.761m being made available from the SG AHSP funding.
- 2.4 Table 2 below outlines the 2024/25 AHSP outturn.

Table 2

	Target 2024/25	Out-turn 2024/25	Variance
Expenditure	£94.056m	£94.056m (100%)	0
Approvals	472	453 (96%)	-19
Site Starts	759	734 (97%)	-25
Completions	983	1,011 (103%)	28

- 2.5 In terms of delivery, completion of homes surpassed the target; one development programmed for approval in late 2024/25 was not approved, hence this target was narrowly missed; similarly, one development programmed to start in late 2024/25 did not commence until early 2025/26.
- 2.6 The AHSP allocation for medical adaptations to RSL homes was £4.321m for 2024/25.
- 2.7 Full details of the 2024/25 programme out-turn will be presented to Economy, Housing, Transport and Regeneration City Policy Committee on 30 September 2025.

3 Transfer of the Management of Development Funding Offer of Grant 2025/26

- 3.1 In December 2024, SG announced a reinstatement of the national Affordable Housing Supply Programme budget to previously reported levels, resulting in a 2025/26 grant allocation for Glasgow of £115.565m: £103.638m for core programme activities and £11.927m for targeted acquisitions. The formal Offer of Grant letter (confirming this grant allocation) was received on the 5th of August 2025.

4 2025/26 Affordable Housing Supply Programme

- 4.1 Significant funding commitments continue from projects approved in previous years and these require to be met from this year's budget. Appendix 1, Table 1 provides details of the more significant legally committed projects which have been approved prior to 1st April 2025. This is referred to as the 'Block A' commitment.
- 4.2 Appendix 1, Table 2 details new projects proposed for inclusion in the programme for 2025/26. These projects are either well-advanced in terms of pre-tender designs or are part of ongoing regeneration projects and/or contribute to specific targets.
- 4.3 Annually, an allocation is made to assist RSLs to carry out medical adaptations where required for their tenants. This enables tenants to remain in their own homes. For 2025/26 the proposed allocation is £5.000m.
- 4.4 Table 3 below details the budget allocation, across budget headings – Block A carry forward commitment, Block B new units for approval in 2025/26, Block C new projects to be approved in future years, and Shadow Programme (projects that may be accelerated to remedy delays with other projects), Large Scale Voluntary Transfer (LSVT) SG historical commitments, and medical adaptations.

Table 3

Block A	Block B, C & Shadow	LSVT	Medical Adaptations	Total Budget 2025/26
£65.404m	£43.161m	£2.000m	£5.000m	£115.565m

- 4.5 The Council set targets each year for the delivery of the AHSP which are monitored by SG. The targets for 2025/26 are outlined in Table 4 below.

Table 4

Approvals	Site Starts	Completions
871	1,153	943

- 4.6 The target profiled for approvals has increased significantly from the target in 2024/25, reflecting the re-instatement of SG grant funding levels. However, the figure does not reflect the housing need in the city or the delivery capacity of the RSL sector. A higher level of approvals and associated grant commitments is not currently possible due to existing budget availability and future budget uncertainty. If further funding becomes available in 2025/26 and if resource planning assumptions are provided by SG for future years, Glasgow is well placed to increase the number of additional affordable homes which could be tender approved during 2025/26.
- 4.7 90% (787) of the proposed tender approvals are for Social Rent, with 83 units for Mid-Market Rent and 1 unit for New Supply Shared Equity which is a historic commitment. Tender approvals focus on specific strategic priorities as set out in the Local Housing Strategy, including delivering Transformation Regeneration Areas and other significant housing-led regeneration projects,

increasing the provision of family homes, and supporting the conversion/repurposing of empty properties, including in the city centre. 59 wheelchair-adaptable properties and over 100 family homes (3 and 4 bedroom) are included in the proposed approvals. As in previous years, the tender approvals programme will be flexible during the course of the year to respond to changes in project development timescales.

- 4.8 Included in the 'Block B' projects table is the approval of 75 acquisitions and 42 voids through a number of different RSLs. These are funded from the £11.927m allocation noted at 3.1. This will allow a significant number of properties to be brought into effective use in the social rented sector and let to homeless households who are in temporary accommodation. A particular focus is on securing the acquisition of three and four bedroom family homes.

5 Policy and Resource Implications

Resource Implications:

<i>Financial:</i>	The AHSP grant for 2025/26 will generate investment in the construction industry, making a significant contribution to the City's economy. The AHSP will contribute to the Council's income in the form of land receipts, planning application fees, building warrant fees and SG6 contributions.
<i>Legal:</i>	There is a requirement to draft and conclude land transaction documentation as business as usual.
<i>Personnel:</i>	There are no direct personnel implications arising from the report.
<i>Procurement:</i>	There are no relevant procurement issues arising from the report.

Council Strategic Plan:

The measures outlined in the report will contribute towards the following Grand Challenges and Missions.

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

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

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

Mission 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 Local Housing Strategy 2023 to 2028, of which the AHSP is a key deliver action, supports Equality Outcomes 2,3, 4 and 6.

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

An EQIA Screening Form was undertaken for the LHS 2023-28 and identified no negative impacts and significant positive impacts. The AHSP 2025/26 will help deliver key strategic outcomes of Glasgow's Local Housing Strategy 2023 – 2028. [Glasgow's Local Housing Strategy Impact Assessments](#)

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

The provision of more affordable and energy efficient housing in the city will help to tackle social and economic disadvantage.

Climate Impacts:

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

Yes, Climate Plan Theme 3: Well Connected and Thriving City: Housing and Regeneration Services, Passivhaus Development. (Case Study 2, Glasgow's Climate Plan)

The re-use of brownfield sites contributes positively to sustainability. Homes delivered via the 2025/26 AHSP will have high levels of energy efficiency resulting in low carbon emissions and low running costs for residents.

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

Positive: The AHSP supports the development of low-carbon new build properties that are fit for the future.

Will the proposal contribute to Glasgow's net zero carbon target? The AHSP supports decarbonization through more energy efficient housing with low emissions heating and renewables systems.

Privacy and Data

Protection Impacts: No identified impacts.

6. Recommendations

That Committee

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Appendix 1

Table: Block A – Major projects legally committed to as of 1st April 2025

Project	Housing Association	Units	Tenure
Strachur Crescent	Cairn	21	Mid Market Rent
Strachur Crescent	Cairn	8	Social Rent
Castlemilk Drive *	Cassiltoun	60	Social Rent
Nimmo Drive	Elderpark	45	Social Rent
Corunna Street	Glasgow West	15	Social Rent
Water Row Phase 1 completion *	Govan	92	Mid Market Rent
159 Butterbiggs Road	Govanhill	24	Social Rent
127/129 Albert Road	Govanhill	6	Social Rent
East Balornock Phase 6 completion *+	Home Group	32	Social Rent
East Balornock Phase 6 completion *+	Home Group	3	New Supply Shared Equity
Olympia Street*	Link	68	Social Rent
Forfar Avenue	Loretto	30	Social Rent
Former Coliseum	New Gorbals	38	Social Rent
Pine Place	New Gorbals	28	Social Rent
148 Norfolk Street	New Gorbals	2	Social Rent
Former Belvidere Bowling Club	Parkhead	24	Social Rent

568 Maryhill Rd/23 Northpark St	Queens Cross	14	Social Rent
Burnbank	Queens Cross	48	Social Rent
Myreside Street	Sanctuary	126	Social Rent
Former St Mark's school *	Shettleston	44	Social Rent
Previous Acquisitions	Southside	26	Social Rent
86 Craigie Street	Southside	4	Social Rent
Former Queens Garages	Southside	50	Social Rent
Nitshill Road PSR	Strathcarron	25	Partnership Support for Regeneration
Abercromby St Phase 1 completion *	Thenue	77	Social Rent
French Street	Thenue	119	Social Rent
44 Dalarnock Road	Thenue	10	Social Rent
Altyre Street	Tollcross	42	Social Rent
Taransay Court *	Trust	38	Social Rent
Dalsholm Road	West of Scotland	86	Mid Market Rent
Dalsholm Road	West of Scotland	24	Social Rent
Former Shawbridge Arcade	Wheatley	75	Mid Market Rent
Former Bellgrove Hotel	Wheatley	70	Mid Market Rent
31 Seamill Street	Wheatley	1	Social Rent
Kings View 4	Wheatley	48	Social Rent
Kings View 4	Wheatley	10	Mid Market Rent
Albion Phase 1	Wheatley	40	Social Rent
Albion Phase 2	Wheatley	40	Social Rent
Albion Phase 3	Wheatley	40	Mid Market Rent
Albion Phase 4	Wheatley	40	Mid Market Rent
Primrose Court conversion	Whiteinch & Scotstoun	2	Social Rent
940 Dumbarton Rd conversion	Whiteinch & Scotstoun	1	Social Rent
		1,596	

* These projects completed in previous financial years. However additional costs were assessed at completion and are accommodated within the 2025/26 budget.

+There is a small remaining commitment in respect of the Large-Scale Voluntary Transfer (LSVT) Programme. This is a historic commitment made by Scottish Homes (and its successors, Communities Scotland and Scottish Government) to fund the demolition and new build programmes of former Scottish Homes' estates with negative valuations.

Table: Block B – Proposed new projects for 2025/26

Project	Housing Association	Units	Tenure
171 Clarkston Road	Cathcart	9	Social Rent
47 Craig Road	Cathcart	8	Social Rent
Glenacre 2 site	Craigdale	31	Social Rent
Kilmuir Drive Arden Phase 6	Glen Oaks	19	Social Rent
Harley St shop conversion	Govan	1	Social Rent
61 Albert Road	Govanhill	1	Social Rent
Govanhill Acquisition Strategy 25 / 26	Govanhill	3	Social Rent
East Balornock Phase 7	Home Group	32	Social Rent
East Balornock Phase 7	Home Group	1	New Supply Shared Equity
Dalmarnock Riverside Phase 4	Link	41	Mid Market Rent

Dalmarnock Riverside Phase 4	Link	54	Social Rent
Former Vital Spark conversion	Linthouse	2	Social Rent
Gairbraid Shop conversion	Maryhill	1	Social Rent
Shakespeare Street	Maryhill	1	Social Rent
Former Haghill Primary School	Milnbank	48	Social Rent
790 Springfield Road conversion	Parkhead	1	Social Rent
1660 Gt Western Rd	Partick	17	Social Rent
Glenfarg Street	Queens Cross	8	Social Rent
Hamiltonhill Phase 2	Queens Cross	71	Social Rent
Former Victoria Hospital carpark	Sanctuary	36	Social Rent
Former Tureen Street School	Thenue	42	Social Rent
Former Belvidere Hospital	Tollcross	68	Social Rent
Former Belvidere Hospital	Tollcross	16	Mid Market Rent
Former Church Site Phase 9	Wellhouse	40	Social Rent
Allander Street	West of Scotland	33	Social Rent
St Enoch Square	West of Scotland	26	Mid Market Rent
Sighthill Phase 2B	Wheatley	41	Social Rent
Spoutmouth site	Wheatley	34	Social Rent
Abbotshall Avenue	Wheatley	67	Social Rent
Medwyn Street Conversion	Whiteinch and Scotstoun	2	Social Rent
25 /26 City Wide Acquisitions	Various	75	Social Rent
25/ 26 City Wide Voids	Various	42	Social Rent
		871	

Table: Block B – Proposed shadow projects for 2025/26

Potential Shadow Programme			
Garscube Shops Conversion	Queens Cross	4	Social Rent
Davislea	Linthouse	36	Social Rent
Haghill - Todd Street	Home Group	57	Social Rent
Former St Philips church	Ruchazie	37	Social Rent
Former Queen Mary Street school	Thenue	30	Social Rent
		164	