**Item 3**

**5th November 2026**

**Glasgow City Council**

**City Administration Committee**

**Report by Councillor Ruairi Kelly, Depute Leader of the Council and City Convener for Housing and Development**

**Contact: George Gillespie Ext: 79106**

# GLASGOW'S STRATEGIC HOUSING INVESTMENT PLAN (SHIP) 2027/28 TO 2031/32

**Purpose of Report:**

The purpose of this report is to outline Glasgow's Strategic Housing Investment Plan 2027/28 to 2031/32 including the priorities and resources required to deliver the plan.

**Recommendations:**

The Committee is asked to:

a) approve Glasgow's Strategic Housing Investment Plan 2027/28 to 2031/32; and

b) agree its submission to the Scottish Government.

| | |
|---|---|
| Ward No(s): | Citywide: ✓ |
| Local member(s) advised: Yes ☐ No ☐ | consulted: Yes ☐ No ☐ |

## 1. Background

1.1 Glasgow's Strategic Housing Investment Plan (SHIP) sets out the priorities and resource requirements for investment in the city's affordable housing supply over a five-year period. The Scottish Government's Strategic Housing Investment Framework guides the allocation of the Affordable Housing Supply Programme (AHSP) to local authorities. As part of this Framework, all local authorities are required to submit a SHIP to the Scottish Government every year. A SHIP report is presented to Committee annually with the previous Glasgow's SHIP 2026/27 to 2030/31 being approved by the Council's City Administration Committee in November 2025.

1.2 The Scottish Government published their long-term housing strategy, 'Housing to 2040' during March 2021. Housing to 2040 sets out the national housing priorities including a target for delivering 110,000 affordable homes by 2032. In May 2024, the Scottish Parliament acknowledged that Scotland is in a housing emergency and that housing and homelessness pressures are being more acutely felt in some parts of the country than others. Tackling Scotland's Housing Emergency - Housing Emergency Action Plan was published by the Scottish Government during September 2025. The plan contains a range of actions including a commitment towards maximising the provision of funding towards increasing the supply of housing across Scotland and reducing the number of families living in temporary accommodation and poverty.

1.3 In May 2023, the City Administration Committee approved Glasgow's Local Housing Strategy (LHS) 2023 to 2028, which sets out the strategic housing priorities for the city. These priorities guide the development of the SHIP and the direction of funding invested through the Council's AHSP. The Economy, Housing, Transport and Regeneration (EHTR) City Policy Committee considered the year three LHS 2023 to 2028 annual review report during April 2026.

1.4 The SHIP 2027/28 to 2031/32 has been prepared in the context of the Council's declaration of its own "housing emergency" in November 2023. The Council, Glasgow City Health and Social Care Partnership and Registered Social Landlords continue to work together to progress actions outlined in Glasgow's Housing Emergency Action Plan which now includes the delivery of the Temporary Accommodation Strategy which was approved by the Integration Joint Board in May 2026.

1.5 The SHIP is, therefore, critical in responding to pressures associated with the housing emergency and sets out:

- A summary of the housing and homelessness pressures in the city and key actions that are being undertaken to address the housing emergency and reduce child poverty.
- A delivery plan that outlines details of affordable housing development projects and housing led regeneration area priorities.

- The potential to provide funding and enable Registered Social Landlords (RSLs) to acquire private sector properties that meet key strategic priorities and can be used to provide housing for homeless households.
- Investment priorities including the need to increase the supply of larger family housing (4 bedrooms +) and housing that meets the social care needs of the city's residents including wheelchair adaptable homes and older households.

1.6 Neighbourhoods, Regeneration and Sustainability (NRS) Housing has engaged with RSLs, Glasgow's Health and Social Care Partnership and the construction sector to gather views in relation to key issues, challenges, constraints as well as enablers that could assist and influence investment and the delivery of affordable housing in the city going forward. NRS Housing provides an opportunity for RSLs to submit a Strategic Development and Funding Plan each year and these plans have been used to inform the development of this SHIP. NRS Housing will continue to engage regularly with RSLs and other partners in relation to progressing development projects and housing led regeneration programmes outlined in the plan going forward.

1.7 Glasgow's AHSP offer of grant for 2026/27 is £123.283M and the programme aims to deliver:

- An approval of 670 new affordable homes.
- Starting work on site to deliver 747 new homes.
- Completing 1,007 new affordable homes.
- £5M towards stage 3 adaptations.

1.8 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.

1.9 The SHIP 2027/28 to 2031/32 Delivery Programme provides a summary of projects that are included in the plan.

1.10 Glasgow's LHS 2023 to 2028 sets out Housing Supply Targets to deliver 13,000 additional homes over five years, as shown in Table 1. The targets reflect Glasgow's ambitions based on an understanding of potential resource availability at that time.

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

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

1.11 The SHIP is part of the evidence base used to make the strongest case for the resources and investment required to deliver Glasgow's housing targets.

## 2. Strategic Housing investment Priorities

2.1 The SHIP 2027/28 to 2031/32 retains a focus on the delivery of new affordable homes, including key drivers and factors that influence the AHSP and measures undertaken by partners to mitigate challenges and constraints. The plan sets out an investment programme that will help meet the needs and demand of Glasgow's population, strategic spatial priorities and contribute towards the following:

- Increasing the supply of affordable family housing.
- Reducing homelessness and the number of households currently living in emergency/temporary accommodation.
- Contributing towards reducing the number of children living in poverty.
- Supporting refugee households living in Glasgow.
- Responding to pressures that are being experienced across the city's private rented sector market including a reduction in letting activity and an increase in the cost of rents.
- Meeting the forecast changes to the demographics of Glasgow's population including a projected 18.1% increase in the number of people who will be aged 65 years and older by 2036.
- Health and social care (for example, meeting the housing needs of people with disabilities, complex health needs and young people leaving care).

2.2 In order to meet particular housing needs, including the need for larger family homes, the SHIP sets specific priorities for new housing development within the Affordable Housing Supply Programme:

- 10% of all new homes in developments of 20 units and above are required to be wheelchair readily adaptable.
- Delivery of 40 new large family homes each year (4+ bedrooms and 6 persons+) and increasing the delivery of 3 bedroom homes.

## 3. Strategic Housing Investment Plan 2027/28 to 2031/32 Summary

3.1 In line with the Resource Planning Assumptions published by the Scottish Government, Glasgow City Council's AHSP is likely to be awarded £126.982M of funding, which will contribute towards the delivery of the city's AHSP during 2027/28. The SHIP is prepared in accordance with the latest Scottish Government guidance, Strategic Housing Investment Plan (SHIP) guidance note MHDGN 2026/01, which published the Resource Planning Assumptions (RPAs) for the period 2026/27-2029/30. For the purpose of the SHIP and to provide a 5-year outlook, an assumed funding figure (in line with average percentage increases from previous years) for 2030/31 and 2031/32 has been adopted. The RPAs for the SHIP 2027/28-2031/32 are shown in table 2.

**Table 2: Estimated Grant based on Resource Planning Assumptions (RPA)**

| Years | 2027/28 | 2028/29 | 2029/30 | 2030/31 | 2031/32 | Total |
|---|---|---|---|---|---|---|
| **Updated RPA (£m)** | 126.982 | 130.791 | 134.715 | 138.756* | 142.919* | 674.163* |

*These are assumed figures and not confirmed by SG

3.2 Glasgow City Council maintains capacity within both the core SHIP programme and wider development pipeline to accommodate changes in delivery timescales, emerging opportunities and unforeseen project slippage. This approach supports continuity of affordable housing delivery, enables available investment to be maximised and provides flexibility to respond to changing programme circumstances over the lifetime of the SHIP. The SHIP includes proposals for £72.5M towards supporting RSLs to acquire 430 private sector properties during the next five years The total potential grant figure includes £25million for supporting RSLs to deliver adaptations to existing stock during the plan. Overall, there is potential for the 148 projects outlined in the plan to deliver a total of 6,584 additional affordable homes (this figure does not include the targeted acquisition of 430 private sector properties). Table 3 provides a summary of the potential project outputs:

**Table 3: All AHSP Projects Summary Table**

| Units | 2027/28 | 2028/29 | 2029/30 | 2030/31 | 2031/32 | SHIP Total |
|---|---|---|---|---|---|---|
| Approvals | 1,837 | 1,514 | 862 | 382 | 126 | 4,721 |
| Site Starts | 1,792 | 1,694 | 884 | 452 | 174 | 4,996 |
| Completions | 399 | 1,667 | 1,535 | 990 | 1,511 | 6,102 |

3.3 Glasgow's Local Housing Strategy 2023 to 2028 sets a target of 80% of homes approved through the Affordable Housing Supply Programme will be for social rent. Table 4 shows the initial projected tenure for approvals. Further needs and demand analysis will be undertaken to determine and adjust the housing tenure mix for each development to reflect local circumstances, housing needs and regeneration priorities.

**Table 4: Project by Tenure**

| Approvals 2027/28 to 2031/32 | Total | % of All |
|---|---|---|
| Social Rent | 4,845 | 74 |
| Mid-Market Rent | 1,577 | 24 |
| NSSE/ PSR | 162 | 2 |
| All | 6,584 | 100 |

## 4. Glasgow's Housing Emergency and Scaling-Up Delivery

4.1 In response to Glasgow's Housing Emergency, NRS Housing has undertaken extensive and ongoing analysis of additional development opportunities across the city that could support an acceleration and scaling-up of the AHSP in addition to the 148 projects included in the plan (6,584 new affordable homes). This continuous review has identified 59 sites totaling 109 hectares, with potential capacity to deliver 5,159 additional homes, which are not included in the SHIP. In addition, there are opportunities for repurposing former commercial properties identified within Glasgow City Centre which could contribute to the Council's long-term ambition to double the population of the City Centre.

4.2 Table 5 presents a summary of the potential to deliver over 11,000 additional affordable homes based on the 148 projects included in the SHIP and the 59 sites identified as additional development opportunities for new affordable homes. No figures relating to the potential for RSLs to acquire private sector properties have been included in Table 5.

**Table 5: Scaling-up Affordable Housing Delivery in Glasgow**

| Affordable Housing Delivery | Projects / Sites | Units |
|---|---|---|
| SHIP 2026/27 to 2030/31 | 148 | 6,584 |
| Additional Development Opportunities | 59 | 5,159 |
| Total Potential Development | 207 | 11,743 |

4.3 Table 6 outlines the potential grant requirements for delivering the 148 SHIP projects. The estimates are based on the 2025/26 average grant per unit costs converted to 3PE. This highlights the scale of additional investment required to deliver the full programme in Glasgow.

**Table 6: Total 5-Year Grant Requirement (estimated based on 2024/25 average grant per unit 3PE converted)**

| Projects | Units | Estimated Grant (£million) |
|---|---|---|
| SHIP 2027-32 | 6,584 | 1045.025 |
| Targeted Strategic Acquisitions | 430 | 72.500 |
| Total | 7,014 | 1117.525 |

## 5. Delivery

5.1 Glasgow continues to experience high demand and acute housing pressures. Glasgow's AHSP is delivered exclusively on brownfield sites. Delivering affordable housing in Glasgow is challenging and costs remain high due to issues of decontamination, undertaking essential infrastructure works as well as inflationary cost pressures that have affected the construction sector during recent years.

5.2 As outlined in the Council's review of its Affordable Housing Supply Programme for 2025/26, the average development costs increased to approximately £278,000 per unit, representing a 22.5% increase on the previous year. The average size of approve homes increased by 2.1% from 94m² to 96m², while average bedspace provision increased by 3.7%, from 3.75 to 3.89 bedspaces per unit. This reflects the delivery of larger homes with greater capacity, alongside continued investment in quality, accessibility and energy performance standards. For projects approved during 2025/26, remediation costs in association with the decontamination of brownfields sites averaged at £971,585/project and £24,377/unit.

5.3 NRS Housing is committed to working with RSLs and partners with development ambitions to maximise value and efficiency when planning and delivering the AHSP. This includes considering opportunities for increasing supply through standardisation of design, modern methods of construction (MMC), strategic acquisitions, rehabilitation and repurposing of buildings for housing.

5.4 NRS Housing will continue to ensure that new homes delivered through the AHSP are designed to high standards of accessibility, quality and sustainability, meet the strategic priorities outlined in the city's Local Housing Strategy 2023-28 and the aspirations outlined in the Scottish Government's Housing to 2040 vision.

## 6. Policy and Resource Implications

**Resource Implications:**

*Financial:* The SHIP is required to secure Scottish Government housing investment to the city.

*Legal:* There are no additional legal implications arising from this report.

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

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

**Council Strategic Plan:** Glasgow's SHIP sets out a range of housing investment priorities 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 2025-29? Please specify.* | The SHIP 2027/28-2031/32 supports the Council's Equality Outcomes and the design and delivery of additional affordable housing will contribute directly towards supporting outcomes 2 and 6. |
| *What are the potential equality impacts as a result of this report?* | The SHIP 2026/27 to 2030/31 helps to deliver Glasgow's Housing Strategy which is subject to an Equalities Impact Assessment. Actions to increase supply, accessibility and sustainability of affordable housing will have a generally positive impact for all equality groups with protected characteristics. |
| *Please highlight if the policy/proposal will help address socio-economic disadvantage.* | It will have specific impacts addressing socio-economic advantage in terms of targeted investment to provide new affordable homes, which contribute towards the prevention and reduction of homelessness, as well as ensuring community benefits, including training and employment opportunities, are created through planned investment. |

**Climate Impacts:**

| | |
|---|---|
| *Does the proposal support any Climate Plan actions? Please specify:* | The SHIP directly supports all five themes identified in Glasgow's Climate Plan and specifically the following actions:<br>Action 23: Require Glasgow's Gold Hybrid plus 20% low and zero carbon generating technologies (LZCGT) or better, to be achieved for all new build new homes.<br>Action 42: Require low carbon heating systems in all new buildings within the city boundary. |
| *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?* | New affordable homes are constructed to achieve high sustainability, low and zero carbon ratings. |

| | |
|---|---|
| **Privacy and Data Protection Impacts:** | |
| *Are there any potential data protection impacts as a result of this report Y/N* | No privacy or data impact identified. |
| *If Yes, please confirm that a Data Protection Impact Assessment (DPIA) has been carried out* | |

## 7. Recommendations

The committee is asked to:

a) approve Glasgow's Strategic Housing Investment Plan 2027/28-2031/32; and

b) agree its submission to the Scottish Government.