



**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**

**1st October 2024**

**PRIVATE SECTOR HOUSING GRANT PROGRAMME (PSHG)**

**Purpose of Report:**

To provide members with details of how PSHG funding totalling £8.323m was allocated in 2023/24 and to highlight PSHG programme priorities for 2024/25.

**Recommendations:**

That Committee:

1. Notes PSHG programme expenditure for 2023/24 totalling £8.323m.
2. Notes the programme proposals for 2024/25 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 2023/24, and to provide an update on the programme for 2024/25, 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 repairs with roofs being a major area where works were required due to their age and lack of maintenance. Further investigation work 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 - Glasgow City Council](#)
- 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 segment of the affordable 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, and East Pollokshields, to address property condition and management issues in the older tenement stock, however, repair and maintenance problems are also becoming more prevalent

in more modern tenement developments in private ownership. The high concentration of private rented properties in some tenement properties along with affordability issues, obsolete 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 levels 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.
- 2.6. NRS Housing Services Private Sector team will assist owners where they are looking to appoint a property factor.

### **3. Programmes of Work undertaken in 2023/24**

- 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. Adaptation works were delivered through Assisted Living (City Building) and Equipu.
- 3.2. NRS Housing Services and HSCP jointly fund (50/50 basis) the Glasgow Care & Repair service which provides important housing and health related services to elderly and vulnerable citizens in Glasgow. This includes a range of support measures such as a handyman repair service and installation of key safes etc which enable vulnerable individuals to remain at home.

- 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 £5,000 to be eligible for grant consideration. The building must also be factored and have a maintenance plan and common building insurance put in place on the 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 has facilitated £22.612m of works to private housing from 2012 to the present date with a financial outlay of £1.014m by the Council. A letter from Housing Services to an owner is often sufficient to secure payment. In 23/24 owners in 37 tenements have been supported through the Missing Shares programme with the vast majority of defaulting owners paying their share on the completion of works and prior to the issue of an account.
- 3.5. The Council will only undertake statutory repair works to safeguard our 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 2023/24, 22 new works notices were served on owners in terms of Section 30 of the Housing (Scotland) Act 2006. During the same time frame the Council carried out major works on 2 tenement buildings in default of a statutory notice.
- 3.6. Housing initiatives have continued 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. By creating housing partnership area initiatives with RSLs the Council has been able to address poor housing condition and property management issues in a number of areas. Partnership arrangements remain in place with a number of RSLs who are undertaking a programme of common fabric repairs to their tenement stock.
- 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 is to be spent over a 3year period. This enabled NRS Housing Services to install a number of retrofit measures such as loft insulation and the insulation of sub-floor basement areas of tenement buildings following

major repair works. Other measures such as internal wall insulation and draft proofing works have also been piloted. £700k has been spent in 23/24 taking the total spend to date up to £1m.

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, 579 long term empty homes were brought back into use from April 2023 until March 2024.

3.9 **PSHG Programme expenditure for 2022/23 is noted below.**

<b>Private Sector Housing Grant Programme (PSHG)</b>	<b>Budget (£m) 2023/24</b>
PSHG Budget	8.323

<b>Breakdown of PSHG Programme Expenditure</b>	<b>Expenditure (£m) 2023/24</b>
Disabled Adaptations and Care and Repair	2,182
Voluntary Repairs incl Small Scale Works	3.622
Statutory Repairs incl Missing Shares	1.886
Housing Initiatives	0.405
Other	0.228
<b>TOTAL</b>	<b>£8,323</b>

#### **4. Programme for 2024/25**

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 choice in the use of a contractor. On the 15<sup>th</sup> 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 have the option to 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 for 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) to the sum of £110k the Council is able to lever in additional grant monies of around three times this value for our voluntary repairs programme.

- 4.3 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 and tenement management. The Scottish Law Commission (SLC) recently issued a Discussion Paper on Compulsory Owners Associations in tenement buildings. Responses were to be submitted for 1<sup>st</sup> August 2024 and it is envisaged that the SLC will report back on the outcome of their deliberations in early 2025.
- 4.4 The PSHG programme continues to support owners in tenements via the Missing Shares initiative. This has had a significant impact on encouraging owners to take responsibility for the repair and maintenance of their properties through offering support to the majority of owners who wish to carry out common repair/maintenance works. All council funding is recoverable under this programme. Similarly, the Council will continue to carry out works on a statutory basis where a tenement building is at risk and owners are unable or are unwilling to carry out the necessary repairs themselves. Again, all costs are recoverable following the service of a Work Notice under Section 30 of the Housing (Scotland) Act 2006. A new 4 year Statutory Private Sector Housing Repairs Framework was approved by Contracts and Property Committee on 8<sup>th</sup> August 202
- 4.5 NRS Housing Services has formed a number of housing partnership area initiatives with RSLs across the city to safeguard our older tenement stock. Partnership arrangements continue to be in place with Govanhill Housing Association; Southside Housing Association in East Pollokshields; Linthouse Housing Association, Maryhill Housing Association for Hathaway Lane and the wider area; and Provanhall Housing Association for Balcurvie Road in Easterhouse. Many other RSLs across the city are also receiving funding support 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. All approved partnership areas are linked into Council's acquisition strategy and the provision of property factoring services.
- 46 The repurposing of vacant upper storey former office accommodation within the city centre is 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.
- 4.7 The High Street Action Plan continues to be a focus for both Glasgow City Council and Wheatley Homes. Full fabric repair works were carried out on two tenements on High Street and structural repairs to a prominent tenement property cornering King Street and Trongate with the works to all three buildings completing earlier this year. Funding has now been approved for major common fabric repair work on a further two High Street tenement properties and a third on the corner of King Street and Parnie Street. Work on all three buildings are expected to commence in early Autumn.
- 4.8 The retrofit of our pre-1919 tenements continues to be a major area of focus for

our retrofit officers 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 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 good outcomes, in terms of improving energy efficiency levels and achieving significant carbon savings. Expenditure to date has largely been on tenement building repairs with a mix of energy efficiency measures. This is continuing in 2024/25. We remain on track to spend the final £1,000,000 part of the budget with a small proportion of funding being utilised to assist a retrofit research programme. The Housing Retrofit Team continue to gather evidence and engage stakeholders to inform the retrofit strategy and have established a Housing Retrofit Research Programme and Retrofit Advisory Group for the city. A Housing Retrofit Scoping Paper Position Statement will be produced by March 2025 with the rollout of a Housing Retrofit Strategy & Delivery Plan by December 2025.

4.9 Construction costs remain high and together with a seemingly limited pool of contractors undertaking tenement repairs and retrofit measures it is becoming more challenging to take forward programmes of work at scale. Further engagement is planned with RSL partners and private consultants involved in tenement repair works to determine if there are real capacity issues in the marketplace or alternatively how we can expand the current contractor base. Some owners

continue to struggle with funding their share of common repair costs while some contractors are unable to commit to site start dates for up to 3 months. These combined factors are resulting in tenement repair projects taking longer to progress. In addition, where major repairs are required, owners may not be in a financial position to undertake the works on a voluntary basis, even with an offer of grant assistance. In most cases the Council will commit to carrying out works on a statutory basis following the service of a Work Notice. However, a satisfactory repair outcome is unlikely to be found for all tenement properties where costs are exceptionally high.

4.10 The £2m additional funding received for retrofitting our older tenement buildings has been vital in enabling NRS Housing Services bring forward a range of projects which is helping formulate a strategy for treating our older buildings. If retrofit works are to be carried out at scale to our older tenement properties then owners will require financial support as the current cost of repairs has become prohibitive for many.

4.11 An [Update on the Empty Homes Action Plan](#) was submitted to committee on 23<sup>rd</sup> April 2024. The report restated our commitments in the LHS 2023-28 to expand our 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 included exploring a range of initiatives including the improvement of empty properties for sale, providing grants to bring redundant properties back into use and the repurposing of empty commercial buildings in the city centre into residential use. This will likely require additional PSHG funding or funding from other sources to help to deliver successful outcomes in future years.

4.121 Due to the continuing 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 presented to officers. This includes engaging with owners/private landlords and finding repair solutions. PSHG funding will be considered in certain cases.

## 5 Policy and Resource Implications

### Resource Implications:

<i>Financial:</i>	The financial implications set out in the report for 24/25 are fully funded from PSHG .
<i>Legal:</i>	The Council will continue to meets 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 following all 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 and 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**

### **The Committee:**

1. Notes PSHG programme expenditure for 2023/24 totalling £8.323m
2. Notes the programme proposals for 2024/25 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.