



Glasgow City Council

City Administration Committee

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

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Item 3

6th November 2025

**GLASGOW'S STRATEGIC HOUSING INVESTMENT PLAN (SHIP) 2026/27 TO
2030/31**

Purpose of Report:

The purpose of this report is to outline Glasgow's Strategic Housing Investment Plan 2026/27 to 2030/31 including the priorities and resources required to deliver the plan.

Recommendations:

The Committee is asked to:

- a) approve Glasgow's Strategic Housing Investment Plan 2026/27 to 2030/31;
and
- b) agree its submission to the Scottish Government.

Ward No(s):

Citywide: ✓

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

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1. Background

- 1.1. [Glasgow's Strategic Housing Investment Plan \(SHIP\) 2026/27 TO 2030/31](#) 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 2025/26 to 2029/30 being approved by the [Council's City Administration Committee in November 2024](#).
- 1.2. The Scottish Government published their long-term housing strategy, '[Housing to 2040](#)' during March 2021 which 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 the housing emergency is 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 two [LHS 2023 to 2028 annual review report](#) during April 2025.
- 1.4. The SHIP 2026/27 to 2030/31 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 are working together to progress actions outlined in [Glasgow's Housing Emergency Action Plan](#).

- 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 that Glasgow is experiencing.
 - A delivery plan that outlines details of affordable housing development projects and housing led regeneration area priorities.
 - The potential to support for Registered Social Landlords (RSLs) to acquire private sector properties that meet 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, the 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 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 were 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 funding figure for 2025/26 is £127.757m including:
- £98.638m towards core programme activities.
 - Initial tranche of £11.927m towards supporting RSLs to acquire private sector properties to reduce homelessness in the city including the number of children living in temporary accommodation. Additional second tranche of £12.192m towards acquisitions (funding level confirmed 15 October 2025).
 - £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. NRS Housing is in a position to work with RSL partners to accelerate and increase the delivery of new affordable housing subject to funding being available from the Scottish Government and respond to the city's housing and homeless emergency situation. NRS Housing will continue to explore any additional funding that could be available for supporting the delivery of new affordable housing with the Scottish Government.
- 1.10. The [SHIP 2026/27 to 2030/31 Delivery Programme](#) provides a summary of projects that are included in the plan.
- 1.11. 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

- 1.12. 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 2026/27 to 2030/31 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 22.3% increase in the number of people who will be aged 65 years and older by 2034
 - 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 (4+ bedrooms and 6 persons+) and increasing the delivery of 3 bedroom homes.

3. Strategic Housing Investment Plan 2026/27 to 2030/31 Summary

3.1 The SHIP is prepared in accordance with the latest Scottish Government guidance, [Strategic Housing Investment Plan \(SHIP\) guidance note MHDGN 2025/01](#), and Glasgow's updated resource planning assumptions (RPA) which are based on the annual budget figure for 2025/26 of £103.638m plus initial tranche of funding of £12m per year for acquisitions, (£115.638m in total), which is applied across all five years of this SHIP 2026/27 to 2030/31, as shown in Table 2. There is no confirmed funding beyond the current 2025/26 programme.

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

Years	2026/27	2027/28	2028/29	2029/30	2030/31	Total
Updated RPA (£m)	115.638	115.638	115.638	115.638	115.638	578.190

3.2 The Scottish Government guidance recommends that slippage factor is built into the SHIP and to "over-programme" which can assist in accommodating any projects which do not progress as planned. Glasgow's SHIP 2026/27 to 2030/31 includes 165 projects with a slippage factor of +13.6% (based on three-person equivalent grant benchmarks) and an overall potential grant of approximately £631.588m (over 5 years). There is an assumption that there will be a recurring annual allowance for acquisitions of £12m (£60m over five years) with potential to deliver 550 social rent homes. The total potential grant figure includes £25m for supporting RSLs to deliver adaptations to existing stock during the five-year period. Overall, there is potential for the 165 projects outlined in the plan to deliver a total of 6,361 additional affordable homes (this figure does not include the targeted acquisition of 550 private sector properties).

- 3.3 Table 3 provides a summary of the potential project outputs (assuming the RPAs are allocated).

Table 3: All AHSP Projects Summary Table

Units	2026/27	2027/28	2028/29	2029/30	2030/31	SHIP Total
Approvals	982	1216	1104	979	448	4,729
Site Starts	1,221	1,204	1,087	1,067	554	5,133
Completions	438	1,248	939	1,641	1,205	5,471

Note: Output figures for approvals, starts and completions do not align fully as the starts and completion figures include outputs for projects that have been, or are scheduled to be, approved prior to 1st April 2026 and there are projects approved in the later years of the SHIP that will complete beyond 2030/31.

- 3.4 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 2026/27 to 20230/31	Total	% of All
Social Rent	4,807	75.6%
Mid-Market Rent	1,484	23.3%
NSSE/ PSR	70	1.1%
All	6,361	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 165 projects included in the plan (6,361 new affordable homes).
- 4.2 This continuous review has identified 46 sites totaling 122.67 hectares, with potential capacity to deliver 4,648 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 for doubling the population of the City Centre.
- 4.3 Table 5 presents a summary of the potential to deliver just over 11,000 additional affordable homes; based on the 165 projects included in the SHIP and the 46 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	165	6,361
Additional Development Opportunities	46	4,648
Total Potential Development	212	11,009

- 4.4 Table 6 below sets out an estimated grant requirement of £1.6bn for delivering the 165 SHIP projects, and the 46 additional development opportunities, based on the 2024/25 average grant per unit costs (converted to 3PE), and funding RSLs to acquire 550 private sector properties.

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

Projects	Units	Estimated Grant (£m)
SHIP 2026/27 to 2030/31	6,361	£890.036
Targeted Strategic Acquisitions	550	£60.000
Additional Development Opportunities	4,648	£649.734
Total	11,559	£1,599.770

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 as well as inflationary pressures affecting construction in recent years. As outlined in the [Council's Annual Performance Review for 2024/25](#), the costs of development (per m2) and works (per m2) decreased by 8.1% and 9.2% respectively during 2024/25 when compared with 2023/24 data. It should, however, be noted that a limited number of new build projects were approved during 2024/25. Therefore, these decreases may not accurately reflect an emerging trend. For projects approved during 2024/25, remediation costs in association with the decontamination of brownfields sites averaged at £617,000/project and £13,600/unit.
- 5.2 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.

- 5.3 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 in the Scottish Government's Housing to 2040 strategy.

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 the report.

Procurement: There are no direct procurement implications arising from the 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 2021-25? Please specify.

The SHIP 2026/27 to 2030/31 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:

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.

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 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 achieve high sustainability, low and zero carbon ratings.

**Privacy and Data
Protection Impacts:**

No privacy or data protection impact identified.

7. Recommendations:

The Committee is asked to:

- a) approve Glasgow's Strategic Housing Investment Plan 2026/27 to 2030/31;
and
- b) agree its submission to the Scottish Government.