



Glasgow City Council

**Net Zero and Climate Progress Monitoring City
Policy Committee**

**Report by George Gillespie, Executive Director of
Neighbourhoods, Regeneration and Sustainability**

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HOUSING RETROFIT UPDATE

Purpose of Report:

To provide members with an update on housing retrofit activities and programmes in Glasgow and the City Region.

Recommendations:

The committee is asked to:

- a) Consider and note the update on housing retrofit programmes and activities that are being delivered by NRS Housing and partners including:
 - (i) Successful delivery of Glasgow Retrofit Action Week 2025.
 - (ii) Completion of the Glasgow Housing Retrofit Position Statement.
 - (iii) Other key housing retrofit activities including the Council's Area Based Schemes, Private Sector Housing Grant programmes and the Glasgow City Region Home Retrofit Strategy and Action Plan.
- b) Consider and note the planned next steps and outputs for housing retrofit during the next year.

Ward No(s):

Citywide: ✓

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

1 Introduction

- 1.1 The Housing team within Neighbourhoods, Regeneration and Sustainability (NRS) is working with partners to develop and implement measures and activities associated with retrofitting the city's housing stock. The measures outlined in this paper significantly contribute towards delivering outcomes outlined in Glasgow City Council's (GCC) Strategic Plan 2022-27, Local Housing Strategy 2023-28 (LHS), Climate Plan and the Local Heat and Energy Efficiency Strategy (LHEES).
- 1.2 The purpose of this paper is to provide members with an update on housing retrofit activities and programmes in Glasgow and the City Region since the previous update, which was reported to the [Net Zero and Climate Progress Monitoring City Policy Committee during August 2024](#). Significant outputs delivered since the previous update to committee include the:
- Successful delivery of Retrofit Action Week in February 2025.
 - Completion of the [Glasgow Housing Retrofit Position Statement](#), which sets out a framework for accelerating home retrofit activity to support decarbonisation and improved energy efficiency outcomes.
 - Ongoing retrofit of homes through the council's delivery of the Scottish Government's Area Based Schemes (ABS) Programme and GCC's Private Sector Housing Grant.
 - Publication and ongoing implementation of [Glasgow City Region, Housing Retrofit Strategy and Action Plan](#).

2 Glasgow Retrofit Action Week and Summit 2025

- 2.1 The Council, in partnership with Glasgow City Region (GCR) and Low Carbon Homes, hosted a successful Retrofit Action Week & Summit between 8-16 February 2025. The event was aimed at a largely professional audience but was also open to the public. It offered a weeklong programme of retrofit activities and a three-morning, online summit, featuring presentations, Q&As, panel discussions and networking around the theme of "Organise for Action".
- 2.2 Over 500 participants attended the Retrofit Action Week & Summit and there was particularly strong representation from retrofit designers, private landlords, Registered Social Landlords (RSLs) and public sector bodies. Feedback was positive (97% approval rating) with participants welcoming the opportunity to learn about current plans, discover new retrofit opportunities and network.
- 2.3 The event raised awareness about home retrofit and current plans, strengthened stakeholder networks, and established a focal point in the calendar year to build future engagement around. A biennial action week event is planned for GCR, aiming to increasingly engage the private homeowner audience, spotlighting examples of homeowner retrofits to boost confidence and activity. The next event is scheduled to take place during February 2027.

3 Glasgow's Housing Retrofit Position Statement

3.1 Background

- 3.1.1 Members of the Net Zero and Climate Progress Monitoring City Policy Committee were previously informed of ongoing work by NRS Housing to gather evidence and collaborate with stakeholders to support the development of retrofit across the city. This work has been used to produce a [Housing Retrofit Position Statement \(HRPS\)](#) for Glasgow (see also [Executive Summary](#)).
- 3.1.2 The HRPS provides, for the first time, an outlook on home retrofit activity in the city and outlines opportunities to increase delivery in support of net zero and fuel poverty objectives. It serves as a reference point and potential action framework for directing and coordinating stakeholder efforts and will be reviewed and adapted as the wider context and opportunities evolve going forward.
- 3.1.3 The HRPS is the product of extensive stakeholder collaboration carried out by NRS Housing since March 2023 that has, and continues to be, facilitated through both external and GCC led cross-sector groups. This includes the Sustainable Glasgow Heating & Housing Hub, the Glasgow Retrofit Advisory Group, and the Heat Pump Advisory Group.
- 3.1.4 Key thematic priorities have been identified and explored in detail. These priorities are documented in the HRPS alongside strategic considerations and corresponding actions. The thematic priorities include:
- Retrofit of pre-1919 tenements – a collaborative city response is envisaged following a “repair first” phased retrofit approach.
 - Accelerated rollout of heat pumps.
 - Targeted “fabric-first” investment for low income and vulnerable households living in properties with the poorest fabric energy efficiency.
 - Exploration of clean heat options for low-income/vulnerable households.
 - Improvements to the efficiency of existing heating systems.
- 3.1.5 Key learning has been captured and shaped through the Housing Retrofit Research Programme and a summary is provided in Appendix A.
- 3.1.6 A broad action framework is included and outlines opportunities to maximise impacts from existing resources while attracting additional investment aligned with Glasgow's housing retrofit needs. Certain actions have already been affected by announcements made in November 2025 by the UK and Scottish Government, namely the termination of the Energy Company Obligation (ECO) funding mechanism in March 2026 and postponement of the former Heat in Buildings Bill. Material changes are reflected in this report. The overarching intent of the HRPS remains unchanged.

3.2 Housing Retrofit Position Statement Overview

3.2.1 Housing accounts for 28% of Glasgow's CO_{2e} emissions¹ and an estimated 35% of city households live in fuel poverty², a figure that continues to rise in response to the ongoing increases in the cost of energy. Scaling-up home retrofit activity to make homes more energy efficient and reduce the use of fossil fuels is critical to achieving Glasgow's ambitions for net zero, affordable warmth, and improved health and well-being for its residents.

3.2.2 Glasgow has 330,000 homes, and the scale of the retrofit challenge is considerable:

- 272,000 (82%) properties are heated by gas and must transition to a clean heating system by 2045 at the latest, but sooner if the City is to hit its target of Net Zero by 2030.
- Only 9,000 (3%) of homes meet nationally recognised retrofit standards of 50 kWh/m²/yr space heating demand.
- Approximately 149,000 (46%) of homes have poor energy efficiency. These are disproportionately harder-to-treat properties: older flats in mixed tenure blocks, predominantly within the private sector, including pre-1919 traditional tenements and post-war cavity-wall construction types.
- Fuel poverty driven by poor building fabric is likely to be most prevalent in the worst performing of the least energy efficient properties where households are on low incomes or considered vulnerable, and/or heating the home with inefficient direct electric heating systems.

3.2.3 Glasgow's unique housing characteristics present significant challenges for improving home energy efficiency and achieving a just transition to zero direct emissions heating. Glasgow has some of the highest concentrations in the UK of flats (73%); flats in mixed-tenure, multi-owner blocks (67%); private sector housing in disrepair; pre-1919 tenements (21%) and households on low-incomes experiencing multiple deprivation (47%). These factors create substantial technical, logistical, and financial barriers to successful retrofit and are more prevalent in the least energy-efficient or "colder homes".

3.2.4 Whilst the energy efficiency of social rented housing in the city has improved significantly and existing retrofit grant programmes are delivering benefits across all tenures, overall progress to insulate homes and to install clean heating systems remains limited and challenging. Current efforts are small-scale, fragmented, and far behind the pace required to meet ambitious net zero and fuel poverty goals.

¹ <https://www.gov.uk/government/statistics/uk-local-authority-and-regional-greenhouse-gas-emissions-statistics-2005-to-2023>

² <https://www.gov.scot/publications/scottish-house-condition-survey-2023-key-findings/pages/3-fuel-poverty/>

- 3.2.5 The two main contributing factors to low retrofit uptake are the absence of clear government regulation and issues of affordability. Additional challenges include the high cost of electricity relative to gas, uncertainty among homeowners about technical requirements, concerns over quality assurance and consumer protection, underdeveloped skills and supply chains, limited funding and finance options, a lack of advice and support, and low public awareness about the need for and benefits of home retrofit.

3.3 Housing Retrofit Position Statement - Actions

- 3.3.1 The HRPS presents an action framework to help the Council and stakeholders, including homeowners, increase housing retrofit activity in a just transition toward homes that are warmer, greener, more comfortable and affordable. The aim is to continually build momentum, creating upward trends in heating system decarbonisation and energy efficiency improvements that accelerate as conditions change knowing this will be a decades-long endeavour despite pressing climate targets.

- 3.3.2 The action framework groups actions under early, supporting and thematic priority categories.

- 3.3.3 There are **five early actions** that could be taken forward within the short term to support the delivery of priority retrofit activity. These include:

1. **Maximising existing grants and investment** to achieve energy efficiency improvements and clean heat solutions in more homes. The top priority is to continue to work towards ensuring the full expenditure of the ABS budget each year. An option to potentially increase the GCC Private Sector Housing Grant (PSHG) budget incrementally is also proposed.
2. **Work with partners to initiate the first phase of a heat pump accelerator programme** to fast-track decarbonisation in those homes most suited to early deployment and achieve large reductions in carbon emissions.
3. **Encouraging “first-step” minimum energy efficiency measures for pre-1919 tenements** carried out voluntarily by homeowners on a largely self-funded basis utilising collaboratively developed technical guidance.
4. **Improving the efficiency of existing heating systems** by encouraging the installation of smart controls in homes with inefficient electric storage heaters and simple gas boiler efficiency upgrades/checks.
5. **Targeting public outreach to raise homeowner awareness of the benefits of home retrofit** and support the delivery of early actions outlined at one to four.

- 3.3.4 A further **six supporting actions** are outlined to provide the enabling environment required to build momentum and scale up home retrofit activity year on year. These include:

1. **Developing funding and finance solutions that meet local needs** to both simplify financing mechanisms and attract more investment.

2. **Developing the supply chain for retrofit delivery** including supporting partners to address current critical workforce skills and material shortages.
3. **Growing coordinated retrofit information, advice and support services** that will be essential to build trust and enable homeowners, particularly private sector, to effectively plan, fund, carry out, and evaluate home improvements.
4. **Enabling digital platform support** to scale up retrofit activity.
5. **Establishing stable policy and clear messaging** that meets Glasgow's unique needs and is cascaded from national to local level to build trust, engage and compel homeowner action.
6. **Continued building energy performance monitoring and modelling** to understand and share the interventions that lead to the best health, carbon emission and energy cost outcomes.

3.3.5 Wider and ongoing collaborative work programmes are proposed to further develop knowledge, shape the city's strategic approach and support the delivery of the thematic priorities. These include:

1. **Pre-1919 Tenement Retrofit** - A long-term, collaborative city response is required to fully develop operational and financing models for the repair and retrofit traditional tenements and to identify viable clean heat options.
2. **Targeting "fabric-first" grant funded measures for those on lowest incomes living in the least energy efficient homes** – with a focus on identifying properties and solutions that maximise the impacts of the limited amounts of public sector grant investment available.
3. **Heat Pump Rollout** – Investigating the feasibility of a strategic infrastructure-led approach for 5th generation Networked Ground Source Heat Pumps (NGSHP) alongside the development of 4th generation district-style heat network via the LHEES.
4. **Clean heat options for low-income households** – Exploring options for flats and houses, and the use of mitigation measures to reduce the cost of energy such as social energy tariffs, renewable energy generation & storage (solar and battery), load shifting with smart technology and use of curtailed wind and private wire energy.

3.4 Housing Retrofit Position Statement – Proposed Next Steps

3.4.1 The HRPS outlines the challenging context for home retrofit in Glasgow and outlines actions that could help advance progress towards the city's decarbonisation and affordable warmth goals. Its purpose is to foster collaborative and coordinated stakeholder action and the statement is not a fully resourced strategy or delivery framework. The Council and other stakeholders will have to prioritise and resource actions to move forward. NRS Housing expects to prioritise the:

- Provision of strategic direction including 'light touch' updates of the position statement and progress monitoring.

- Continuation of delivering and maximising the impact of the Council's ABS and PSHG programmes.
- Directing of actions outlined in the HRPS to maximise ECO4 investment and develop an ECO LA Flex Scheme toward securing and shaping a replacement fund.
- Leading of a collaborative city response on both pre-1919 tenement repair and retrofit, and a Heat Pump Accelerator.
- Identification of clean heat options for low-income households in collaboration with NRS Sustainability (LHEES).
- Collaboration with stakeholders to grow essential information, advice and support services, and to enable the retrofit supply chain.

3.4.2 NRS Officers will utilise the HRPS to advocate for the additional financial resources, policy measures, and legislative interventions necessary to enable progress.

4 Other Key Housing Retrofit Activity Updates

4.1 Glasgow's Area Based Schemes Programme Update

- 4.1.1 Since 2013, NRS Housing has delivered over £44 million of funding through the Scottish Government's Heat in Buildings: ABS programme. The programme, which is voluntary and has funding criteria, has delivered energy-efficiency improvements, mainly external wall insulation, in over 7,000 of the most poorly insulated private sector homes in Glasgow's most disadvantaged areas.
- 4.1.2 The ABS budget for 2024/25 was £6.8 million, with £4.268 million drawn down to improve 282 homes. This represents an increase from 2023/24 when £3.4 million supported improvements to 163 homes.
- 4.1.3 Since 2017/18, the Council has faced considerable challenges in maximising the draw down of available ABS grant funding. These include: 1-year budgeting, the time required to prepare, issue and award tenders, restrictive funding rules and the predominance of mixed tenure flats in the city that will continue to make drawing down entire grant allocations during each programme year challenging going forward. NRS Housing is proactively working to address the delivery challenges – utilising a new digital dashboard to identify eligible properties while pursuing other optimisation options detailed in the HRPS. A priority of the HRPS is to continue working towards ensuring that the Council can draw down the full amount of available ABS funding annually and then be in a position to deploy any additional investment via the programme.
- 4.1.4 NRS Housing presented a [paper](#) on Glasgow's ABS programme to members of the Council's Economy, Housing, Transport and Regeneration City Policy Committee during November 2025. The paper outlines activities undertaken to progress the ABS projects delivered during 2024/25 as well as the delivery programme for 2025/26.

4.2 GCC Private Sector Housing Repair Grant and Retrofit Update

- 4.2.1 Properties require to be in good repair before retrofit is considered. The significant level of disrepair amongst private sector housing, particularly the pre-1919 tenements, is a major impediment to both the preservation and retrofit of homes in Glasgow.
- 4.2.2 NRS Housing administers an annual Private Sector Housing Grant (PSHG) budget of typically £7.9m per year. Approximately £5.5m enables statutory and voluntary repairs to around 80 properties, which often unlocks more owner-funded repairs in properties in multi-owned blocks. The budget is heavily oversubscribed and impacted by cost inflation, however, this investment remains critical to enabling future retrofit.
- 4.2.3 An additional £2m was approved by the Council's City Administration Committee for spend between 2022 and 2025 to improve the condition and energy efficiency of pre-1919 tenements. By March 2025, the full budget was spent, delivering repairs and energy efficiency improvements to 138 homes, including the installation of internal wall, floor and loft insulation, and window repair and replacement. Historic Environment Scotland's technical guidance has informed the emerging approach for these buildings.
- 4.2.4 The HRPS recommends adopting a 'Repair First' approach and proposes increasing/doubling the PSHG budget, potentially by requesting that the Scottish Government match the Glasgow City Council funded budget. Due to supply chain constraints, an annual, incremental budget increase is proposed over an initial five-year period. The additional funding would support priority objectives for pre-1919 tenements, including: scaling up delivery of early 'first-step' energy efficiency measures; optimising PSHG grants to meet the needs of low-income households; and informing the development of a bespoke grant funding mechanism to address the specific repair and retrofit requirements of pre-1919 tenements.
- 4.2.5 The Council's PSHG programme will continue to be critical towards meeting the investment priorities for safeguarding and improving the condition including retrofit of the city's pre-1919 tenement housing stock going forward. An [update on Glasgow's Private Sector Housing Grant programme](#) was presented to members of the Economy, Housing, Transport and Regeneration City Policy Committee during September 2025.

4.3 Glasgow City Region Update

- 4.3.1 The Glasgow City Region Programme Management Office (GCR PMO) continues to support the eight Local Authorities within the City Region to develop plans to deliver housing retrofit activities, share best practice, and explore opportunities for collaboration through the GCR Housing Retrofit Delivery Group (HRDG).
- 4.3.2 The Glasgow City Region [Home Retrofit Strategy and Action Plan 2025-2028](#) was approved by the GCR Cabinet in February 2025. It complements the work

of individual local authorities, enabling collaboration to overcome five key challenges, including: maximising existing funding, improving finance and funding options, overcoming the maintenance and disrepair barriers to retrofit, improving the customer journey through better information, advice and support services, and investigating data and digital platform support.

4.3.3 Recent work has taken place to:

- Maximise uptake of resources coming into the City Region, focusing on overcoming the barriers member local authorities experience fully expending the Scottish Government's ABS budgets.
- Improve the customer journey through the GCR PMO, along with GCC, participating in a meeting with the Existing Homes Alliance (EHA) during May 2025. The meeting was used to explore the draft recommendations contained within their vision for retrofit agencies/one stop shop support across Scotland.
- Understand the impact of maintenance and disrepair on retrofit delivery.

5. Summary of Retrofit Activities Progress by NRS Housing

5.1 Table 1 provides a summary of retrofit activities progressed by NRS Housing during 2025.

Table 1 – NRS Housing Retrofit Progress Update

Planned Activity 2024/25	Progress Update
Producing an interim position statement, which will outline key findings, actions, resource requirements and information gaps by March 2025. (Q4 24/25).	Complete. The Housing Retrofit Position Statement (HRPS) completed during September 2025.
Continuing to gather evidence that will inform the development of a Housing Retrofit Delivery Plan for Glasgow (Q1 25/26).	Ongoing. Intelligence collected between March 2023 and 2025 has been included in the HRPS and its action framework.
Maintaining the collaborative cross-sector groups, partnership structures and stakeholder engagement to fast-track learning, reach consensus on the best way forward, and act (ongoing).	Ongoing. Meetings informed the development of the HRPS and will continue going forward.
Expanding the Housing Retrofit Research programme to collate existing, and test new retrofit approaches, which will inform all aspects of housing retrofit planning and delivery (ongoing).	Ongoing. A summary of the research programme is provided in Appendix A.
Progressing homeowner guidance for pre-1919 tenement (p19t) repair and retrofit through the provision of technical specifications for individual fabric energy efficiency measures and clean heating options as interim milestones (Q1 25/26).	On track. The HRPS outlines headline findings and a potential approach to support the delivery of a future work programme for pre-1919 tenements. Stakeholders have made significant progress toward providing technical

	specifications for “first-step” energy efficiency improvements.
Developing the heat pump accelerator initiative. This includes producing a matrix of property types and households suitable for heat pump deployment and the identification of monitored pathfinder projects as interim milestones (Q2 25/26).	On track. The HRPS outlines a proposed first phase for a heat pump accelerator as well as the planned future work programme for heat pumps and, more generally, clean heat options for low-income households. Delays on heat pump research have slowed progress.
Continuing to enable the ‘fabric first’ repair and retrofit of private sector housing through the administration of grant programmes and, where possible, align with Registered Social Landlord initiatives (ongoing).	Ongoing. A summary of the annual ABS and PSHG programme delivery and key challenges is provided in Section 4.
Exploring, with our stakeholders including the GCR PMO, the concept of developing a ‘one stop shop’ and tech platforms that will support retrofit delivery (Q1 25/26).	Ongoing. The Council and GCR PMO are engaged in national discussions. Funding is required to sustain vital existing local services meantime.
Supporting the Net Zero Route Map project and population of the Climate View Model for Glasgow (ongoing).	Ongoing. The actions and objectives of the HRPS are aligned with the NZRM residential heat transition pathway and the revised Glasgow Climate Plan.
Progressing arrangements to hold a Glasgow and the City Region’s Retrofit Summit during February 2025 (Q4 25/26).	Complete. A successful GCR Retrofit Week and Glasgow Retrofit Summit was held in February 2025. Full details are provided in Section 2.
Supporting the delivery of the Local Heat and Energy Efficiency Strategy in partnership with NRS Sustainability.	Ongoing. NRS Housing and Sustainability continue to collaborate, align and deliver the complementary workstreams of the LHEES (heat networks, renewable energy generation) and HRPS (home energy efficiency, pre-1919 retrofit options, heat pumps, & clean heat options fuel poor/low-income households).
Continuing to support Sustainable Glasgow through the management of the Heating and Housing Hub.	Ongoing. The Sustainable Glasgow Heating and Housing Hub continues to meet. The priority focus is to develop a strategic delivery model for networked ground source heat pumps.

6. Next Steps

- 6.1 The planned key next steps and outputs over the next 12 months (until January 2027) include a range of actions. However, progress will be heavily reliant on

third party involvement, legislation and external funding beyond the Council's direct control:

- Progress, with stakeholders, the development of “first-step” pre-1919 tenement energy efficiency measures through the collaborative development of technical specifications, homeowner advice/support services and an enabled supply chain.
- Work with stakeholders to progress the first phase of the heat pump accelerator initiative.
- Enable the ‘fabric first’ repair and retrofit of private sector housing through the administration of grant programmes (ABS, PSHG), strategic development of the replacement fund for ECO (if confirmed by the UK Government), and, where possible, align activity with retrofit initiatives led by RSLs.
- Explore, with our stakeholders including the GCR PMO, the development and funding of information, advice and support services, digital platform(s) and the supply chain (trusted installers and materials) required to support retrofit delivery.
- Continue to gather evidence to further inform the thematic priorities: pre-1919 tenement retrofit heat pump roll out, poor fabric as a driver of fuel poverty, clean heat for low income households, and improving the efficiency of existing heating systems.
- Support the Net Zero Route Map project and population of the Climate View Model for Glasgow.
- Support the delivery of the Local Heat and Energy Efficiency Strategy in partnership with NRS Sustainability and further refine clean heat options for low-income households and strategies for heat pump deployment alongside district style heat network development.
- Continue to support Sustainable Glasgow through the management of the Heating and Housing Hub.

7 Policy and Resource Implications

Resource Implications:

Financial:	At this stage, there are no direct financial implications arising from the report. However, the implementation of the actions set out would require financial resources.
Legal:	There are no direct legal implications arising from the report.
Personnel:	At this stage, there are no direct personnel implications arising from the report. However, the implementation of the actions set out would require additional staff resources.
Procurement:	

There are no direct procurement implications arising from the report.

Council Strategic Plan: The measures outlined in the report will contribute towards the following Grand Challenges (GC) 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 1 – Support Glasgow residents into sustainable and fair work.

Mission 2 – Support the growth of an innovative, resilient and net zero carbon Glasgow.

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 neighborhoods.

Equality and Socio-Economic Impacts:

Does the proposal support the Council's Equality Outcomes 2021-25? Please specify.	Work undertaken to implement the housing retrofit measures outlined in this report supports Outcomes 2 (older people access services) and 3 (accessible service information).
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What are the potential equality impacts as a result of this report?	There are no potential equality impacts because of this report.
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Please highlight if the policy/proposal will help address socio-economic disadvantage.	Yes, housing retrofit measures will reduce fuel poverty and carbon emissions, improve affordable warmth and housing condition, improve health and wellbeing, increase local jobs and skills development, contribute to a
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fairer, inclusive green economy and community wealth.

Climate Impacts:

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

The measures outlined in this report support energy demand reduction and decarbonisation of heat in all domestic properties. They support all five themes identified in Glasgow's Climate Plan 2021-2025, specifically:

Action 5 - The city and partners will continue to invest in programmes to enable young Glaswegians to access and succeed in new green job opportunities.

Action 6 – Continue to work with Scottish Government to maximise funding for ABS to invest in improving energy efficiency and tackling fuel poverty in private sector housing.

Action 8 – Prepare an investment improvement plan for older (pre1919) tenements and private sector housing.

Action 32 - Encourage and enable retrofit of all existing owner-occupied housing to EPC level C or above, and to reduce flood risk (where appropriate).

The [draft Climate Plan 2026-2030](#) was presented to NZCPM in November 2025. HRPS proposals align with the draft Climate Plan actions.

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

The installation of retrofit measures to housing in the city will result in a reduction in CO_{2e} emissions and energy demand.

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

The delivery of housing retrofit measures saves carbon and reduces energy use to benefit the environment and is pivotal to achieving the city's net zero carbon target.

Privacy and Data Protection Impacts:

Are there any potential data protection impacts

as a result of this report No
Y/N

If Yes, please confirm that Not applicable
a Data Protection Impact
Assessment (DPIA) has
been carried out

8 Recommendations

8.1 The committee is asked to:

a) Consider and note the update on housing retrofit programmes and activities that are being delivered by NRS Housing and partners including:

(i) Successful delivery of Glasgow Retrofit Action Week 2025.

(ii) Completion of the Glasgow Housing Retrofit Position Statement.

(iii) Other key housing retrofit activities including the Council's Area Based Schemes, Private Sector Housing Grant programmes and the Glasgow City Region Programme Management Office.

b) Consider and note the planned next steps and outputs for housing retrofit during the next year.

Appendix 1 - Housing Retrofit Research Programme, September 2025

ID	Project Name & Lead Org.	Property Types	Project Summary
RES-1	Keppochhill Road Electric Wallpaper Project: NexGen/ West of Scotland HA	Pre-1919 tenements. Vulnerable/fuel poor households. RSL ownership	"Electric wallpaper" (far infrared heating) was trialled in 10 pre-1919 tenements in Springburn throughout 2024 and 2025. The project aimed to establish whether this innovative direct-electric system is a viable, non-intrusive, cost effective and affordable clean heat option for high heat loss households in fuel poverty. There has been no conclusive data of affordability documented in this project. Status: Initial finding shared Summer 2025. Final report expected to be shared during Q4 25/26.
RES-2	Cathcart Road Retrofit Project: Govanhill HA	Pre-1919 tenements. RSL ownership	Works to structurally repair and install fabric energy efficiency measures in 4 pre-1919 tenement closes (24 units) for social rent, and to test exhaust air heat pumps and renewable energy generation via solar PV with battery storage. The works are complete and building fully tenanted. Monitoring will be carried out for 1 year post completion by University of Strathclyde. Status: Initial findings expected to be shared during Q4 25/26.
RES-3	Pre-1919 Tenement Retrofit Project: Wheatley Group	Pre-1919 tenements. RSL ownership	Social Housing Net Zero Heat Funding (SHNZHF) has been secured to test the best solution to retrofit void pre-1919 tenements with a spending cap of £20k per unit. The target is to achieve, where possible, a space heating demand of <70kWh/m2/yr. Void properties are surveyed and then the maximum output retrofit solutions are determined. As of March 2024, 20 properties had been completed with plans to complete a further 48 in 2024/25. Status: Further details are awaited.
RES-4	Heat Pump Accelerator Research: Sustainable Glasgow Heating and Housing Hub	Mixed archetype, houses, Private ownership.	Research proposal from Sustainable Glasgow Heating and Housing Hub (Heat Pump Advisory Group) to bring forward heat pump deployment. Two collaborative research pieces are envisioned (i) to develop a matrix of property and household types most suitable for heat pumps, (ii) to produce case studies monitoring the design, install and performance of heat pumps in Glasgow homes to demonstrate efficiencies and running costs that are equivalent or less than gas boilers. Proposals aim to promote an accurate understanding of heat pumps and their application and frame a plan for faster deployment of domestic heat pumps in Glasgow. Status: stalled.

RES-5	Superbead CIWI Govan HA Project	Pre-1919 tenement. RSL ownership	Edinburgh University is carrying out a technical evaluation of properties in Glasgow that have received Superbead insulation behind the lath and plaster in South Glasgow and Edinburgh. Monitoring ongoing through Edinburgh University and CeNZ-HighDB research group. Status: more information to follow.
RES-6	Whole Tenement Retrofit Case Study: Loco Home Retrofit/ Under One Roof	Pre-1919 tenements. Private ownership	Suggests carrying out minimum energy improvements to reduce heat loss (loft and floor insulation, draughtproofing and window upgrade/insulation). Explored options for individual air source heat pump installation in the loft and communal gardens. Identified that repair issues prevented progress with retrofit. Property linked finance explored as an option to spread costs of upgrades and repairs. Status: Complete 2024/25.
RES-7	Pre-1919 Tenement Retrofit Pilot: Linthouse HA	Pre-1919 tenements. Mixed Tenure	Linthouse Housing Association investigated deep retrofit whole-building proposals for 5 mixed-tenure, pre-1919 tenement closes, including 3 within Govan Conservation Area. Costs were prohibitive but research led to a SHNZHF funding allocation to upgrade the thermal performance of windows and doors. Works are being carried out and the Association is, with other Govan RSLs, exploring the development of a high-grade temperature heat network at the GREN South Clyde Energy from Waste Centre (under construction). Status: ongoing.
RES-8	Kensa Shared Ground Loop Array Pathfinders Project: Kensa Group	Mixed archetype, Mixed tenure	The Sustainable Glasgow Heating and Housing Hub in partnership with Kensa sought to identify pathfinder projects in 2024/25 to test the viability of shared ground loop array (SGLA) ground source heat pumps (5 th generation heat networks) as a decarbonised heat source for housing. Pathfinders are sought for existing housing including pre-1919 tenements, a mixed property neighbourhood, multi-storey flats, as well as several new build developments. Status: minimal progress made.
RES-9	Connected Response Project: Wheatley Group	Mixed archetype, direct-electric heated. Vulnerable/fuel poor households. RSL ownership	'Connected Response' smart technology introduces weather compensation and gives householders greater control over the time-of-use and temperature of their electric heating & hot water. Working with the Economy 10 tariff, it has been shown to reduce energy use by up to 30% and cut bills by up to £300 per year. Wheatley Group has plans to switch 10,000 flats in Glasgow currently being heated by older inefficient storage heaters to smart controls. Connected Response HeatSage smart controls have been installed in 8,000 Wheatley Group properties between 2021 and 2024 with the balance being completed gradually where tenants are difficult to reach. Status: complete.

RES-10	107 Allison Street: Southside HA	Pre-1919 tenement. Mixed RSL/Private ownership	Internal wall insulation, airtightness, window replacement works completed in 2023 at 11 Southside HA properties in a mixed tenure close with all properties benefiting from communal building repairs. Existing boilers retained. The 5 owners are receiving financial support from the Private Sector Housing Grant for common repairs.
RES-11	18 Langside Road Statutory Repair Project	Pre-1919 tenement. PRS ownership	Repairs and energy efficiency works were completed to an empty, listed, pre-1919 building in 2023 subject to a statutory repair notice. Historic Environment Scotland provided technical specifications for vapour-open internal wall insulation which will be incorporated into homeowner retrofit guidance.
RES-12	Loco Home Retrofit Conversations Study: Loco Home Retrofit		An exercise in community-based social marketing to raise awareness and engage homeowners and tradespeople in retrofit. The report (March 24) provides useful insights on the power of word-of-mouth and local networks in facilitating retrofit. Status: complete 2023/4.
RES-13	Old Shettleston Road Retrofit Feasibility Study Report: Shettleston HA.	Pre-1919 tenements. RSL ownership	A PHPP modelled feasibility study to test the viability of deep retrofitting a pre-1919 tenement block (39 units) for social rent with residents in-situ at no financial detriment to tenants. Three packages of works specified: external, internal with residents in situ and internal when property void. The final report (December 2023) concluded both the cost (£100k p.u) and logistics of undertaking the deep retrofit was prohibitive. Phase 2 (2024/25) will sequence retrofit measures with scheduled maintenance and repair. Impacts are being monitored by the University of Glasgow.
RES-14	Net Zero Journey Retrofit Archetypes Feasibility: Queens Cross HA, Maryhill HA,	4 common archetypes including pre-1919 tenements. RSL ownership	Queens Cross and Maryhill HAs are working in partnership and have commissioned a study to identify the best value retrofit approach for four common archetypes including pre-1919 tenements. A modelling tool based on PHPP to specify works by archetype targeting affordable warmth, net zero and EPC bands has been produced. Indicative costs are reported to be prohibitive and the RSLs are keen to use this study to jointly lobby government to highlight the gulf between net zero ambitions and delivery constraints. Status: study complete in 2024. Suitable for replication/sharing.
RES-15	Niddrie Road, EnerPHit Project: Southside HA	Pre-1919 tenements. RSL ownership	An EnerPHit approach to retrofitting a vacant, 8 unit, pre-1919 tenement block. The final report was published in September 2023. The findings highlighted reduced energy demand, reduced fuel bills and increased comfort levels for tenants. High costs (£136k p.u) and disruption levels mean the approach is not replicable.

