



Glasgow City Council

**Economy, Housing, Transport and Regeneration
City Policy Committee**

**Report by George Gillespie, Executive Director of
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**GLASGOW'S LOCAL HOUSING STRATEGY 2023-2028
ANNUAL REVIEW REPORT: YEAR THREE (2025/26)**

Purpose of Report:

The purpose of this report is to provide members with an annual progress update of the actions outlined in Glasgow's Local Housing Strategy 2023-2028 Delivery Plan.

Recommendations:

The Committee is asked to consider the progress of actions and key issues arising as set out in Glasgow's Local Housing Strategy 2023-2028 Annual Review Report Year Three (2025/26).

Ward No(s):

Citywide: ✓

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

1. Introduction

- 1.1. On 18 May 2023, Glasgow City Council's City Administration Committee approved [Glasgow's Local Housing Strategy \(LHS\) 2023 to 2028](#). The approved [report](#) set out requirements for annual monitoring reports to be submitted to the Economy, Housing, Transport and Regeneration City Policy Committee reporting on Delivery Plan progress, meeting output targets and milestones, as well as highlighting significant new or emerging legislation, regulation or context that will impact on Glasgow's housing system.
- 1.2. This report outlines the progress, issues arising, and engagement that has been undertaken by Neighbourhoods, Regeneration and Sustainability (NRS) Housing with internal and external partners. Further information is set out in [Glasgow's LHS 2023-28 Annual Review Report Year Three \(2025/26\)](#)

2. Background

- 2.1. Local authorities are required by the Housing (Scotland) Act 2001 to prepare a LHS. The LHS provides direction for tackling housing issues and informs future investment in housing and related services.
- 2.2. The LHS outlines what the Council and its partners aim to deliver for the city during the five-year period. Glasgow's LHS was prepared in accordance with [Scottish Government Guidance](#) and NRS Housing carried out extensive engagement and worked closely with partners and communities to develop the strategy.
- 2.3. The Scottish Government published its long-term housing strategy, '[Housing to 2040](#)' in March 2021 which sets out four themes, priorities and 20 key actions with associated sub-actions, which informed the development of Glasgow's LHS 2023-2028.
- 2.4. [Glasgow City Council's Strategic Plan 2022-27](#) identifies four Grand Challenges. Glasgow's LHS 2023-28 makes a critical contribution to all four Grand Challenges, with a particular focus on missions to improve health and wellbeing, support inclusive, resilient and sustainable economic growth, become a net zero carbon city by 2030, and create safe, clean and thriving neighbourhoods.

3. Context

- 3.1. Glasgow's LHS 2023 to 2028 sets out the key statutory framework and context for delivering the city's strategic housing priorities and the actions included in the Delivery Plan. There were several important new and evolving issues and challenges that emerged during 2025/26 and these have, and will continue, to shape how Glasgow City Council and our partners take forward actions set out in the LHS Delivery Plan.

- 3.2. On 30 November 2023, a report to Glasgow's City Administration Committee outlined the severe pressures that Glasgow City Council and the Glasgow City Health and Social Care Partnership are facing and formally declared a Housing Emergency. Glasgow City Council and the Glasgow City Health and Social Care Partnership are working with key partners and stakeholders across Glasgow to take forward a whole system action plan to address the housing and homelessness pressures. Homelessness Services presented a report outlining the pressures associated with homelessness and the city's housing emergency and actions that are being taken forward to the Integration Joint Board (IJB) in January 2025. An update in relation to the housing and homelessness pressures and actions that are being progressed is outlined within the LHS Annual Review Report Year 3 (2025/26).
- 3.3. On 14 May 2025, the Glasgow City Health and Social Care Partnership IJB approved the extension of the current IJB Strategic Plan for a period of 24 months from March 2026. Glasgow's Housing Contribution Statement which sets out the role and contribution of the housing sector will be revised to align with the IJB Strategic Plan.
- 3.4. During October 2025, Glasgow City Council's Affordable Housing Supply Programme (AHSP) resource planning assumption for 2025/26 was increased by the Scottish Government to £127.757m. The additional funding (£24.119m) has enabled NRS Housing to support RSLs to acquire private sector properties to help address temporary accommodation pressures or, where appropriate, to bring long-term void properties back into use.
- 3.5. In January 2026, a report to Glasgow City IJB provided an update on the development of the Glasgow City Health and Social Care Partnership's 10-year Temporary Accommodation Strategy. The strategy sets out how City partners will work together over the next 10 years to deliver a temporary accommodation model that is the catalyst for transforming homelessness services in Glasgow and end the routine use of hotel and bed & breakfast accommodation. Following a period of engagement and consultation on the draft strategy, a report was presented to the IJB in May 2026. The Temporary Accommodation Strategy supports LHS actions to prevent and reduce homelessness, with targets for reducing the use of temporary accommodation and improve access to settled accommodation. There will be continued emphasis on delivering new affordable homes and partnership working with RSLs.
- 3.6. In February 2026, the Scottish Budget 2026/27 was approved by the Scottish Parliament. The budget set out funding of £926 million for the Affordable Housing Supply Programme (AHSP) in 2026/27. This is a 17% uplift in real terms in comparison to 2025/26 funding levels. The Scottish Government has confirmed that Glasgow's resource planning assumption is £515.772m for delivery during the four year period between 2026/27 and 2029/30 as shown in Table 1. The Council has been allocated £123.283m of funding to invest in delivering new affordable homes during 2026/27.

Table 1 – AHSP Resource Planning Assumptions for Glasgow City Council

2026/27	2027/28	2028/29	2029/30	Total
£123.283m	£126.982m	£130.791m	£134.715m	£515.772m

- 3.7. Glasgow's Strategic Housing Investment Plan 2026/27 to 2030/31 set out plans for the development of 6,361 new homes in the city during the five-year period. Work is also ongoing to identify additional sites that could be developed for affordable housing subject to funding availability.
- 3.8. The Scottish Government has announced plans to establish a new national housing agency: "More Homes Scotland". The executive agency will focus on a number of key areas including large-scale affordable housing projects, enabling infrastructure work to unlock stalled sites and acquiring, preparing and releasing land. It is anticipated to start operating in 2027/28 and be fully functional in 2028/29.

4. LHS Priorities and Delivery Plan

4.1. Glasgow's LHS 2023 to 2028 sets five strategic priorities:

- LHS Priority 1: Delivering more homes and great places that reduce poverty and inequality and increase opportunity and prosperity for all.
- LHS Priority 2: Improving the energy efficiency of Glasgow's homes, reducing fuel poverty and supporting a Just Transition to Net Zero through decarbonising domestic heating and energy.
- LHS Priority 3: Improving the condition of Glasgow's existing homes and preserving Glasgow's tenements and built heritage.
- LHS Priority 4: Supporting people to live independently and well at home in the community.
- LHS Priority 5: Improving housing options, affordability and sustainability for tenants and owners, to prevent and reduce homelessness.

4.2. Table 2 outlines the Housing Supply Targets that are included in Glasgow's LHS 2023 to 2028. The targets reflect Glasgow's ambitions alongside an understanding of potential resource availability and development capacity.

Table 2: Glasgow's Housing Supply Targets 2023 to 2028

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

4.3. Over LHS Years 1 to 3, 2,300 additional affordable homes have been delivered. Housing Land Audit programming indicates delivery of around 1,000 new market homes for 2025/26, added to over 3,000 delivered in LHS Years 1 and 2. As noted in previous reports, external challenges have put pressure on

housing delivery in recent years impacting site starts and this is reflected in the reduced completions for 2025/26. Glasgow City Council continues to make the strongest case for the resources and investment required to meet the needs of Glasgow’s population as well as working with partners to identify actions to unlock barriers and support delivery of more homes.

5. LHS Delivery Plan: Progress 2025/26

- 5.1. Glasgow’s 2025/26 Affordable Housing Supply Programme completed and delivered 448 new affordable homes and a total £127.757m was invested to increase the supply of affordable housing in the city.
- 5.2. The LHS Delivery Plan outlines a RAG rating for actions. These actions are appraised using a Red Amber Green (RAG) assessment to determine progress as follows:
 - Red - major slippage.
 - Amber - minor slippage.
 - Green - on track.
- 5.3. The RAG determination is based on known progress and any identifiable issues and risks. ‘Amber’ indicates minor slippage and this is considered to be where delivery of the project or output is not considered to be at risk. Timescales may have been extended for operational or resourcing reasons, or outputs are slightly below target but there are identified mitigating factors. ‘Red’ indicates major slippage and this is considered to be where delivery of the project or output is considered to be at significant risk and requires an exceptional response. Table 3 summarises the RAG assessment for all actions.

Table 3: Actions RAG Assessment Year Three (2025/26)

LHS Priorities	Red	Amber	Green	All
Priority 1	0	0	19	19
Priority 2	0	1	6	7
Priority 3	0	0	12	12
Priority 4	0	2	7	9
Priority 5	1	4	7	12
All	1	7	51	59

- 5.4. Good progress was made in 2025/26, with 51 actions now identified as Green ‘on track’ compared to 45 for 2024/25. There are 7 actions identified as ‘Amber’ with minor slippage compared to 13 for 2024/25. Actions with ‘Amber’ status been extended for operational or resourcing reasons, including changes to funding models, integrating with planned housing needs and demand activity and seeking alternative options for delivery of actions.
- 5.5. One action commitment remains assessed as ‘Red’: “Work in partnership with Glasgow City Health and Social Care Partnership and RSLs to prevent homelessness and provide housing for homeless households.” This reflects the

scale and extent of the challenges resulting from the additional and unprecedented systemic pressures that Glasgow now faces in relation to homelessness needs.

- 5.6. Priority actions that NRS Housing is progressing include working with Glasgow City Health and Social Care Partnership and RSLs towards allocating 67% of available lets to homeless households, increasing the supply of new affordable homes, supporting RSLs to acquire properties on the open market (which are then allocated to homeless households) and reducing the number of empty properties across the city. The Council's Private Rented Sector Housing and Welfare Hub (NRS Housing) continues to prevent families from becoming homeless and works with private landlords to improve the condition of properties in the city's private rented sector. NRS Housing will continue to deliver the Citywide Housing Transfer Incentive Scheme. A total of 35 family homes were allocated via the scheme during 2025/26 to families experiencing homelessness, including a total of 87 children.

6. Looking Ahead to 2026/27 and Beyond

- 6.1. Over the next 12 months, there are a number of key milestones, challenges and opportunities for delivering on Glasgow's five LHS priorities. In terms of the national statutory framework, implementation of the Housing (Scotland) Act 2025 continues. Monitoring the operational impact of regulation changes will also continue particularly in relation to impacting on council business, landlord compliance and enforcement, and preparing the first rent assessment report for submission to the Scottish Government by May 2027.
- 6.2. NRS Housing will continue to engage with the Scottish Government in relation to the establishment of the new national housing agency: "More Homes Scotland" during 2027/28.
- 6.3. There will be a continued focus to increase affordable housing supply through Glasgow's Affordable Housing Supply Programme (AHSP). Glasgow City Council will continue to engage with Scottish Government to make a robust case for ongoing investment to deliver additional affordable homes to meet Glasgow's current and future housing needs and demand and reduce the pressures associated with the housing emergency.
- 6.4. As CPD2 progresses through its next stages, NRS Housing will continue to engage with planning colleagues to support continued close alignment between CPD2, Glasgow's LHS 2023 to 2028 and the Strategic Housing Investment Plan.
- 6.5. Responding to Glasgow's housing and homelessness pressures will continue to be a central focus for 2026/27 and beyond. The Homelessness Pressures Cross Party Update Group will monitor and steer the delivery of actions.
- 6.6. Work will also begin on preparing for the next iteration of the Local Housing Strategy, which will cover a 5-year period beyond 2028. This will include extensive scoping of the requirements for research, consultation and

engagement. NRS Housing expects to begin preliminary discussions to map out a timeline and project plan for delivery. Consultation with key stakeholders is expected to begin during 2026/27 to identify key strategic challenges and the prioritisation of key actions.

7. Policy and Resource Implications

Resource Implications:

Financial: There are no direct financial implications arising from the report.

Legal: There are no direct legal implications arising from the 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 Local Housing Strategy 2023 to 2028 sets out priorities and actions 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 LHS 2023 to 2028 supports Equality Outcomes 2,3, 4 and 6.

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

An Equalities Impact Assessment was undertaken for the LHS 2023 to 2028 and identified no negative impacts and significant positive impacts.

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

The LHS is Glasgow City Council's main statutory strategic plan for housing. It will have specific impacts addressing socio-economic advantage in terms of targeted investment to provide new affordable homes, affordable warmth, prevention and reduction of homelessness, as well as ensuring community benefits, including training and employment opportunities, are created through planned investment via the Affordable Housing Supply Programme.

Climate Impacts:

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

The LHS directly supports all five themes identified in Glasgow's Climate Plan and specifically actions 8, 14, 23, 29, 37, 39 and 42.

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

The LHS will steer investment and action to retrofit existing homes and buildings, including

Glasgow's net zero carbon target?

fabric, insulation and achieve higher energy efficiency and incorporate zero carbon emissions heating systems. New affordable homes are constructed to the Glasgow Standard achieving higher sustainability, low and zero carbon ratings.

Privacy and Data Protection Impacts:

No privacy or data protection impact identified.

8. Recommendations

The Committee is asked to consider the progress of actions and key issues arising as set out in Glasgow's Local Housing Strategy 2023-2028 Annual Review Report Year Three (2025/26).