Glasgow’s Strategic Housing Investment Plan

2027/28 to 2031/32



Photo: Calton Village Development – Wheatley Homes Glasgow.

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1 Introduction

Glasgow's Strategic Housing Investment Plan (SHIP) sets out the priorities and resources for investing in Glasgow's housing over five financial years. The SHIP is prepared and updated annually. This SHIP is for the period 2027/28 to 2031/32.

The SHIP aims to deliver on the vision, strategic priorities and housing supply targets, set out in Glasgow's Local Housing Strategy (LHS) 2023 to 2028. Glasgow City Council engaged with a range of key internal and external partners and stakeholders and used their feedback to inform the development of both this SHIP and the city's LHS.

This SHIP was prepared in accordance with Scottish Government Guidance (Strategic Housing Investment Plan (SHIP) guidance note MHDGN 2026/01, Affordable Housing Supply Programme (AHSP): process and procedures MHDGN 2023/01) and published information on the acquisition programme. It is encompassed within the Equality Impact Assessment as well as the Strategic Environmental Assessment (SEA) Screening and Determination that relate to Glasgow's LHS 2023 to 2028.

Glasgow City Council declared a housing emergency on 30 November 2023 due to the significant housing and homelessness pressures that were outlined in a report to the Council's City Administration Committee. The Scottish Parliament has also acknowledged that Scotland is experiencing housing and homeless pressures, which are being felt more acutely in some parts of the country, and declared a national housing emergency on 15 May 2024. The Council continues to experience significant pressures associated with access to housing across all tenures and homelessness.

This SHIP outlines Glasgow's housing investment priorities that are aligned with increasing the supply of new affordable homes, supporting regeneration programmes and assisting Registered Social Landlords (RSLs) to acquire private sector properties that meet strategic priorities and can be used to provide housing for households who are homeless and have health and social care needs.

The Scottish Government's Affordable Housing Supply Programme (AHSP) aims to deliver 110,000 affordable homes by 2032. The programme provides funding for various types of affordable housing, including social rent, mid-market rent and affordable home ownership and is delivered through local and national initiatives. The Scottish Government has committed £2.939B in the current parliamentary session to support the delivery of the AHSP and allocated £926M nationally during 2026/27. Glasgow's AHSP funding for 2026-27 has been set at £123.283M.

Neighbourhoods, Regeneration and Sustainability (NRS) Housing continues to explore potential opportunities to secure additional funding that could be available to support the delivery of new affordable housing in the city with the Scottish Government.

2 Strategic Framework

2.1 Glasgow's Local Housing Strategy 2023 to 2028

Glasgow's Local Housing Strategy 2023 to 2028 sets out how Glasgow will support and help deliver the national housing outcomes and targets set out in Housing to 2040, whilst focusing on the needs, demands and priorities of local people and businesses, living, working and investing in Glasgow.

Glasgow's LHS 2023 to 2028 is set within the wider corporate and community planning framework for Glasgow City Council which includes:

- Glasgow City Council's Strategic Plan 2022 to 2027.
- Glasgow's City Development Plan (Glasgow's City Development Plan 2 is the city's next iteration and was approved in June 2026 with an anticipated publish date within 2027).
- Glasgow's Climate Plan.
- Glasgow City Integration Joint Board (IJB) Strategic Plan for Health and Social Care and Housing Contribution Statement 2023 to 2026. The IJB extended the 2023-2026 Strategic Plan for two years, from 2023 to 2028, during a May 2025 meeting, making it a 5-year plan.
- Other key housing strategies, plans and research outlined in the LHS.

2.2 Quality Housing

The Council works in partnership with RSLs to deliver affordable housing developments based on the following principles:

- High Quality Affordable Homes: to support improving the general well-being of Glasgow's existing and future citizens.
- Safe and Secure: Ensure people feel safe and secure in their own homes and that crime in the community is discouraged.
- Sustainable: Contribute to affordable warmth outcomes and carbon reduction. This will not only help the environment, but it will also help to protect tenants against increasing costs and fuel poverty
- Meeting changing family needs: Build homes that are flexible and can be adapted to the changing needs of existing and future tenants.
- Wheelchair adaptable: Develop new housing to good accessibility standards that meets both current and future needs. All new build developments of 20 units and over must ensure that 10% of the units are to wheelchair readily adaptable standard. This requirement must be incorporated into the design prior to approval.

NRS Housing carried out a review of the Glasgow Standard during 2025/26 with the intention to provide a more flexible and cost-conscious approach to the design of affordable housing, while maintaining the core principles of the existing Glasgow Standard. The key changes and implications are:

- The Gross Internal Floor Area is now the main measure used when assessing dwelling sizes. This provides a consistent basis for assessing space standards and value for money.
- A Preferred Approach has been introduced alongside maximum space standards. This is intended to encourage more efficient use of space while continuing to provide good quality, functional homes.
- A dedicated indoor clothes-drying space is a new addition to the revised Glasgow Standard. This has been introduced in line with current Building Regulations and forms part of the revised approach to sustainability and the practical use of space within the home.

A review of the Glasgow Standard was undertaken during 2025/26 to ensure that delivery of affordable housing through the AHSP is financially viable, good quality, sustainable, accessible and adaptable. The Glasgow Standard has been renamed Glasgow's Affordable Housing Guide.

Glasgow's Affordable Housing Guide provides a single reference point for the design and delivery of affordable housing in Glasgow. This document helps guide RSLs, consultants and contractors when designing new affordable housing developments in the city. It brings together relevant Scottish Government guidance and requirements, Housing for Varying Needs (HfVN), Scottish Building Regulations, national and local planning policy, including Glasgow's City Development Plan, and recognised RICS measurement definitions. The guide is intended to provide a consistent approach to the interpretation and application of these requirements rather than establishing separate Glasgow requirements where national standards already apply.

The core space standards are based on the Scottish Government's HIGN 2008/06 guidance, with layouts also required to demonstrate compliance with Housing for Varying Needs. Sustainability requirements are applied through Scottish Building Regulations, Scottish Government policy and Glasgow's planning policies, with the Framework bringing these requirements together into a single document to support their consistent interpretation and application.

There is a stronger focus on developing efficient layouts, value for money and early consideration of design and space standards to help identify unnecessary costs. Together, these changes are intended to support the delivery of good quality, financially viable affordable homes through the AHSP while continuing to respond to identified housing needs. NRS Housing will also continue to closely monitor development costs going forward.

2.3 Housing to 2040

The Scottish Government's Housing to 2040 Route Map sets out the Scottish Government's vision and approach to delivering housing policy during the next 2 decades. The Strategy sets out key principles and actions that specifically relate to the future development of affordable housing including:

- A commitment to deliver 110,000 new affordable homes by 2032 (with at least 70% of these to be for social rent).
- Act to ensure these homes create strong and vibrant places and are high quality and produce zero emissions.
- Review future grant subsidy benchmark levels whilst maintaining a focus on rent affordability.
- Improve the quality of homes delivered through the development programme including enhancing outdoor space and space for homework and learning.
- Enhance digital connectivity in new social homes.
- Review Housing for Varying Needs design guidance and develop a new Housing Standard.

Glasgow City Council will continue to work with the Scottish Government and ensure that new homes delivered through the AHSP continue to be designed to high accessibility and quality standards, emit low and zero carbon emissions and that new projects meet the principles/approach outlined in the national housing strategy.

2.4 Glasgow's Housing Supply Targets

Glasgow's LHS 2023 to 2028 sets out Housing Supply Targets to deliver 13,000 additional homes over five years and a summary is outlined in Table 1. The targets were based on the Glasgow City Region housing needs and demand assessment, which was undertaken regionally prior to the publication of Glasgow's Local Housing Strategy. The target reflects Glasgow's plans for sustainable growth, indications of resource allocation and planned investment, alongside evidence of past completions and development capacity. A target of 80% of new build housing approved through the Council's AHSP will be homes for social rent.

Table 1: Glasgow's Housing Supply Targets

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

National Planning Framework 4 introduces and sets a Minimum All-Tenure Housing Land Requirement (MATHLR) of 21,350 for Glasgow. The proposed CDP2, identifies land for over 30,000 homes to be potentially developed including 11,000 affordable homes across the city. A key priority is the promotion of developing new homes on brownfield land.

In 2025/26, there were approximately 1,816 new build homes completed and occupied, of which 35% were affordable homes and 65% were private homes. Of the private sector completions, 43% were Build to Rent (BtR) homes accounting for 28% of all homes completed and occupied last financial year. Around 1,494 new build homes are forecast to complete in Glasgow during 2026/27, of which approximately 56% are projected to be affordable homes.

This SHIP sets out a delivery programme that outlines 148 potential projects that could deliver 6,584 new homes (6,102 new supply completions during the period between 2027/28 to 2031/32 and 482 new supply completions post 2031/32).

In addition, the SHIP includes a request to the Scottish Government for £72.5M of funding towards supporting RSLs to acquire 430 private sector properties during the next five years. Additional provision of funding towards supporting RSLs to acquire private sector properties during the next five years would greatly assist the Council in alleviating homelessness pressures, including the number of children living in temporary accommodation, reduce the reliance on bed and breakfast/hotel accommodation and the number of statutory breaches.

In August 2026, the Fraser of Allander institute, and jointly funded by SFHA and ALACHO, published a report on the provision of affordable housing in Scotland. It acknowledged the difficult environment that local authorities and RSLs are operating in and that housing delivery is under threat due to a range of challenges including: 'higher borrowing costs, a tighter fiscal environment, and the impact of recent rent controls on the market'.

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 new supply targets. Developing new homes is a key component of Glasgow's regeneration strategy including contributing towards delivering resilient communities and reducing child poverty.



Photo: Altyre Street development – Tollcross Housing Association.

3 Consultation on the SHIP

The purpose of consulting on the SHIP is to:

- Develop and enhance our knowledge and understanding of local housing needs and demand pressures through engaging with RSLs and local and national organisations.
- Ensure the Council has considered the range of views of partner organisations in relation to the priorities for housing investment in the city.
- Identify new and additional opportunities for targeting housing investment in the city.
- Ensure the SHIP outlines any significant development constraints facing delivery partners so that the Council can work together with them to overcome or mitigate these as far as possible.

Glasgow City Council manages the delivery of the AHSP and this involves undertaking regular engagement with RSLs to identify, progress and deliver projects and individual programme meetings, which are held with every developing RSL in the first and third quarter of the financial year to monitor and review strategic delivery.

All RSLs are provided with an opportunity to prepare and submit a Strategic Development and Funding Plan (SDFP) each year to the Council and these plans along with further discussions have been used to inform the development of this SHIP.

NRS and GCHSCP held the city's third Housing and Homelessness Emergency engagement event during October 2025. A total of 90 delegates attended including representatives from the Scottish Government, RSLs and housing developers. Discussions were positive with partners recognising the significant pressures facing the city whilst acknowledging the need to continue partnership working and increase investment in new supply and homelessness prevention/tenancy sustainment activities going forward.

NRS Housing continues to engage with RSLs and contractors, demonstrating the council's commitment to increasing the supply of affordable housing despite significant delivery challenges. Engaging with partners and communities has informed understanding around competing and additional pressures on partners, as well as informing future housing investment priorities.

RSL engagement

Ongoing engagement with RSLs assists in identifying key issues that impact the delivery of Glasgow's AHSP. The Council also uses engagement to identify investment priorities to ensure the needs of residents are met including families, older people and wheelchair users.

A key concern for RSLs when delivering new homes is funding and financial constraints, which impacts on their ability to deliver larger homes and homes for older people. Most developing RSLs shared that the additional costs associated with delivering large family affordable housing in Glasgow relate to available grant, site conditions and the value of land. These are significant constraints to delivery of larger family homes.

In building new homes for wheelchair users, the main issue for RSL partners is site availability and suitability including difficulty with site gradients and accessibility.

Contractor Engagement

NRS Housing sought the views of contractors and asked for feedback in relation to what support could be provided to deliver new affordable homes in Glasgow. Engagement with developers has highlighted that they welcome the allocation of multi-year AHSP grant funding as this assists to provide some certainty towards the development of sites going forward. Costs involved to progress a site from a viability assessment through to gaining all consents are considerable and work is undertaken entirely at risk until funding is confirmed.

In terms of the potential to scale-up and accelerate affordable housing delivery in the city, contractors would welcome funding towards meeting the upfront cost of assessing the viability of sites. There are brownfield sites that are not viable currently due to the cost of physical constraints and that external infrastructure funding is required to unlock potential development.

Engagement with developers also highlighted the role of greater partnership working to facilitate the process of public sector land disposal to increase future development potential. A proposal to improve this would be to introduce cluster site arrangements where developers could acquire multiple sites in an area under one proposal. This could help reduce costs, planning timescales and help unlock wide scale development opportunities and achieve cohesive design in sustainable communities.

Health and Social Care Partnership Engagement

Glasgow City Council works closely with Glasgow City Health and Social Care Partnership (GCHSCP) to ensure the housing needs of care groups are considered during the development of the SHIP and meet the needs outlined in the Housing Contribution Statement. Investment priorities are also discussed regularly at Glasgow Housing, Health and Social Care Group meetings, which are chaired by NRS Housing. All comments and feedback have been used to inform the development of this SHIP (2027/28 to 2031/32) and the Council will continue to engage regularly with GCHSCP, third sector and housing stakeholders/development partners going forward.

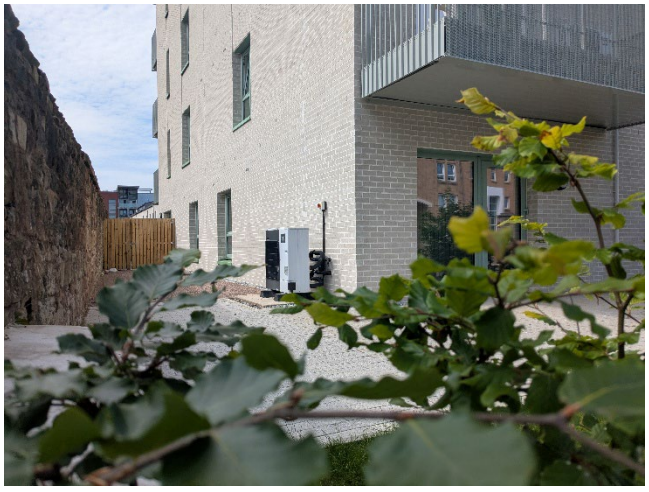


Photo**:** Heat Pump in Pine Place Development – New Gorbals Housing Association.

4 The Housing Emergency – Housing Pressures in Glasgow

A report to Glasgow City IJB in January 2025 provided an update on Glasgow's Housing Emergency outlining the work being undertaken towards mitigating the housing emergency and Glasgow's Housing Emergency Action Plan. Progress on Homelessness pressures and related actions being delivered by GCHSCP and NRS is a standing item at each IJB meeting.

This section outlines the housing pressures in the city and the key factors contributing to the Council's declaration of a housing emergency and the actions being taken forward by NRS, GCHSCP and partners to address the Housing Emergency.

4.1 Homelessness

Glasgow City Council receives the largest number of homeless presentations in Scotland, and this is disproportionate to the size of its population. In 2025/26, Glasgow saw a 5% reduction in applications. Despite this welcome reduction in demand, pressure on temporary accommodation remains high as outlined below.

As of 16th September 2026 there were:

- 7,232 homeless households with a live application.
- 4,791 households living in temporary accommodation:
    - 2,146 households (45%) were accommodated in temporary furnished flats.
    - 2,167 households (45%) were accommodated in hotel/bed and breakfast.
    - 387 households (8%) were accommodated in residential support accommodation.
- 4,341 children included in the total live homeless household applications (3,672 children were living in temporary accommodation).

In 2003, Glasgow transferred all its housing stock to an RSL (Wheatley Homes Glasgow (formerly Glasgow Housing Association)) and therefore does not own any social rented housing. As the strategic housing authority for Glasgow, the Council is responsible for delivering a range of statutory duties including the provision of homelessness services. Homelessness services are delegated to GCHSCP and include supporting homeless households through assessing available housing options/support and providing emergency/temporary accommodation. Homelessness Services work closely with RSLs, who are responsible for providing social housing in Glasgow, to provide homeless households with a housing solution.

RSLs worked with GCHSCP Homelessness Services to let 3,679 new tenancies to homeless households during 2025/26, representing over 56% of all RSL lets. This was an increase of almost 3% in lets to homeless households compared to 2024/25, despite a decreased turnover of social housing stock by around 5%. The ask of RSL partners during 2026/27 is that 67% of lets are allocated to homeless households. The Council and GCHSCP both recognise the valuable contribution that RSLs continue to make in the provision of housing for homeless households and alleviating pressures associated with the emergency, particularly when the turnover of properties is lower across the city.

Increasing the supply of affordable homes remains a vital component for meeting Glasgow's housing needs and demand. This enables movement within local housing systems and is essential for preventing and reducing homelessness. It is identified as a critical priority both within Glasgow's LHS and GCHSCP's Rapid Rehousing Transition Plan (RRTP) alongside targets for prioritising homeless allocations. Funding for RRTP was continued into 2025/26 with Glasgow's allocation being £1.446M. A report to the IJB outlined progress in delivering the RRTP and approved the programme spend for 2025/26 of £2.205M.

4.2 Housing Emergency Actions Summary

The actions being taken forward by NRS, GCHSCP and partners are clear and aim to deliver key outcomes. However the impact of these are unlikely to meet expressed homeless need in Glasgow in the short or medium term without change externally.

On 13 May 2026, GCHSCP's 10-year Temporary Accommodation Strategy was approved following a report to Glasgow City IJB. The strategy sets out how partners will work together during the next 10-years to deliver a temporary accommodation model that aims to be a catalyst for transforming homelessness services in Glasgow and end the routine use of hotel and bed & breakfast accommodation.

The Council, GCHSCP and the Scottish Government continue to meet regularly to monitor the housing and homelessness pressures that the city continues to experience and deliver a range of actions that are being progressed in response to the number of households who are experiencing homelessness.

Key actions that were taken forward during 2025/26 include:

- The continued contribution of RSLs through the provision of 3,679 lets to homeless households during 2025/26 representing the highest number and proportion of homeless lets recorded.
- Increasing the number of new affordable housing via the Affordable Housing Supply Programme in partnership with RSLs with the delivery of 448 affordable homes and full spend of the £127.757M grant allocation to Glasgow in 2025/26.
- The provision of funding towards supporting RSLs to acquire private sector properties and bring void or empty properties back into use for homeless households, including completion on 109 homes acquired during 2025/26 and 38 void RSL owned properties brought back into use.
- Delivering the Housing Transfer Incentive Scheme. A total of 35 family homes were allocated via the scheme to families experiencing homelessness including 87 children.
- The provision of homelessness prevention and tenancy sustainment activities including the effective role of Health and Social Care Connect through which 49% of cases contacting the HSCP service avoid homelessness, to more targeted services such as the Private Rented Sector (PRS) Housing and Welfare Hub, which has prevented 80% of their caseload becoming homeless.
- Bringing empty properties back into use. A total of 945 empty homes were brought back into use during 2025/26.
- Disposing of sites to RSLs for housing development via the Council's accelerated land disposal process.

- Exploring new innovative mixed tenure housing development models between public/private sectors to increase the supply of new homes (such as Cowlairs).
- Investigate and progress potential plans to develop large sites (such as Red Road) for a mix of housing tenures.
- Developing a procurement framework to secure additional private rented sector properties for use as temporary accommodation.
- Launch of the new "Wayfinder" homelessness outreach initiative in August 2025 by GCHSCP. The initiative has been co-designed by individuals who have lived experience of homelessness, and the service providers include The Salvation Army, Simon Community Scotland, Turning Point Scotland and Wheatley Care.
- In October 2025, senior officers from the Council and GCHSCP met with RSL Chief Executives to discuss the ongoing housing and homelessness pressures and the collective response. This formed part of a continuing programme of engagement since the declaration of the housing emergency.

Taken together, these actions demonstrate that no single intervention will be sufficient to resolve Glasgow's housing emergency. Increasing affordable housing supply, maximising the use of existing homes, supporting acquisitions, preventing homelessness, improving access to temporary accommodation and strengthening partnership working all need to operate in tandem across the housing system. Continuing to align these actions, alongside sustained investment and collaboration with RSLs, GCHSCP, the Scottish Government and other partners, is therefore considered essential to reduce homelessness pressures, improve housing outcomes for households in need and make meaningful progress towards addressing the ongoing housing and homelessness emergency.

4.3 Asylum Seekers and Refugees

Glasgow has participated in various refugee resettlement schemes and been a dispersal area for people seeking asylum since 2000. The number of refugee households requiring access to support and housing from GCHSCP and the additional housing demands of a streamlined asylum decision-making process is one of the drivers contributing to the Council's housing and homelessness emergency.

4.4 Housing Needs and Demands

In Glasgow, 52% of homes are rented (either social or private rented) compared to approximately 36% for Scotland as a whole. There are around 60,000 properties registered to be let by private landlords in Glasgow (around 18% of all homes) and there are approximately 108,500 social rented homes provided in Glasgow by RSLs (around 34% of all homes). Approximately 47% of households are owner occupiers.

Engagement with RSLs highlighted continued strong demand for social rented housing across Glasgow. Findings from the Scottish Household Survey 2023 identified that 6% of Glasgow households surveyed reported being on a housing list compared to 4% across Scotland. In 2024, the proportion of Glasgow households reporting that they were on a housing list was 5%, matching the national average of 5%. While the proportion in Glasgow reduced slightly between 2023 and 2024, the findings continue to demonstrate significant levels of unmet housing demand and ongoing pressure on access to affordable social rented housing.

Glasgow's population is younger and more diverse than other local authorities. Since the mid-2000s, Glasgow's population has been growing and this is mostly due to more people arriving or returning to settle in Glasgow. People come for study and work and then are attracted to stay. As outlined, Glasgow also has a proud tradition of supporting people seeking asylum and refuge from conflicts and danger overseas.

There is consistently strong demand from homeless households for larger social rented homes, which exceeds available supply. As a result, families and larger families wait longer for settled accommodation than smaller households. As at Q1 2026/27, the average time from assessment decision to settled accommodation for households requiring a 5-apartment property was 315 weeks, compared with 38 weeks for households requiring a 3-apartment property. Initiatives such as Glasgow's Housing Transfer Incentive Scheme are intended to support households under-occupying larger homes to move, thereby making those properties available for homeless households.

4.5 Larger Family Housing

This SHIP sets out an aim to approve at least 40 affordable homes each year that are intended for large families Increasing the supply of larger family housing is a strategic priority outlined in the LHS 2023-2028 and is part of efforts to reduce levels of child poverty in Glasgow. At present, the SHIP outlines projects that have the potential to approve up to 202 new build homes for large family households during the five-year period, including 188 x 4-bedroom homes. In 2025/26, 27 larger family units were approved and 24 homes were delivered.

The annual target to approve at least 40 affordable larger-sized family homes is informed by analysis of homelessness data and RSL engagement on current waiting list demand that have both identified significant demand pressures for larger family housing. This has been set using a measure of homes with four or more bedrooms and suitable for six or more persons. The target acknowledges these pressures whilst simultaneously accounting for the financial challenges of delivering larger family homes due to the higher associated build costs and current grant levels. Therefore the target strives to increase supply in a high demand area whilst remaining realistic to the current economic climate/ensuring future projects are viable.

NRS Housing continues to identify opportunities to increase the number of larger family homes that can be developed or acquired. There is a particular challenge in relation to RSLs being able to develop larger family housing within the current grant levels and available private finance. NRS Housing is keen to continue to explore the development of larger family housing with RSLs and development partners.

4.6 Tackling Child Poverty

The SHIP and Glasgow's LHS align with Glasgow City Council's Child Poverty Action Plan. The Centre for Civic Innovation found that in 2024, 25% of children in Glasgow were living in poverty, an increase of 1% since 2023. Of these children, 43% were in larger families with 3 or more children. Housing is a key component that contributes directly towards addressing cost of living pressures, which are affecting households living in the city in various ways. The SHIP sets out how Glasgow will deliver new homes that increase the supply of affordable housing options, which can benefit households, including families with children. Developing new affordable housing to the specifications outlined in Glasgow's Affordable Housing Guide contributes to tackling child poverty through:

- Ensuring housing is built to higher levels of energy efficiency and sustainability, which helps to minimise fuel costs for households.
- Including appropriate space standards, which contributes towards improving the health and wellbeing of households. Ensuring there is space to study also contributes towards improving educational attainment and opportunities for children.
- Meeting housing needs through the provision of permanent quality homes with affordable rents.

4.7 Glasgow's Private Rented Sector

Sample data across Glasgow from Citylets indicates that the number of listings (new lets available) decreased by 30.5% between 2015/16 and 2025/26 while the average rent has increased by 81.4% during same time period. The average rent for a 2-bedroom home in Glasgow was £1,173 in 2025/26, which is 5.6% less than in 2024/25.

The latest Scottish Government private rental statistics, which cover the year to September 2025, show that the average 2-bedroom rents increased by 6.8% in Greater Glasgow from the previous year. Average rents for all property sizes in Greater Glasgow remain higher than the Scottish average.

The draft Housing Land Audit 2026 records that there were 30 sites in Glasgow that had planning permission for BtR homes with a total proposed capacity of 11,247 units. A total of 3 sites with a remaining capacity of around 376, were open and occupying as of 31 March 2026 at Candleriggs, Holland Park and Cathcart Road/ Caledonia Road. Another site of 519 units was under construction. The remaining capacity sits with 26 sites with planning permissions, with a combined capacity of 9,593 homes for Build-to-Rent developments awaiting a site start or more detailed consent, and 4 other long-term sites.

The Housing (Scotland) Act 2025 was passed by the Scottish Parliament on 30 September 2025 and received Royal Assent on 6 November 2025. Uncertainty caused by the nature of rent control provisions had previously been quoted by developers and investors as a deterrent to investment in the Build to Rent sector. The Housing (Scotland) Act 2025 enables Scottish Ministers to designate rent controls subject to evidence of affordability pressures. Mid-Market Rent and Build to Rent properties are exempt from rent controls to support the expansion of this provision. Glasgow currently has 30 BTR developments with planning permission and a pipeline of projects showing a renewed confidence in the sector.

Glasgow City Council continues to monitor data and there continues to be significant supply, demand and affordability pressures on the city's private rented sector at present.

Data collected by the Council's Private Rented Sector Housing and Welfare Hub (NRS), shows the number of families that are at risk of homelessness and living in the private rented sector is also increasing due to the impacts of the higher cost of living and issues relating to the affordability of housing costs. In 2025/26 59% of cases supported by the PRS hub were families. The PRS hub works closely with families facing homelessness including providing information on income maximisation to help support families and reduce the number of children living in poverty.

4.8 Student Demand for Rental Accommodation

Glasgow is the location of 5 of the 19 higher education institutions across Scotland and a number of further educational establishments. Figures on student numbers published by the Higher Education Statistics Agency indicate that the number of full-time enrolled students in Glasgow's five higher education institutions in 2024/25 was 76,365 and comprises 35% of Scotland's total full time university student population. The student population has risen 3.8% since the previous year.

In August 2026, Glasgow City Council published a briefing note outlining current and potential supply of student housing. It identified that there were 21,655 operational student bed spaces (increase of approximately 2% since January 2026) and a pipeline of 18,213 beds. Needs and demand for student accommodation fluctuates year on year, reflecting the needs of changing student households and changes to visa and migration criteria at UK level impacting business plans from education institutions. Student accommodation provision is interwoven with other housing provision particularly in the rental sector.

4.9 Glasgow's Population Forecast

National Records of Scotland rebased mid-year 2021 estimates for Scotland's population following Scotland's Census 2022 forecast that Glasgow has 612,650 people, of whom 96,963 are under 16, 435,698 of working age, and 79,989 of pensionable age (2021).

The GCHSCP Demographics and Needs Profile 2024 does not take account of the rebased figures, however, this indicates that Glasgow's population is forecast to grow by 2.3% (14,860) people between 2024, and 2034. This would see a reduction of 6.0% in under-17s (- 6,727), an increase in working age of 0.3% (+ 1,305) and a 22.3% (+ 20,282) increase in people aged 65 years and older. Table 2 provides a summary of the city's population forecast by age band and change between 2024 and 2034.

Table 2: Glasgow's Population Forecast by Age Band

Age Band	2024 to 2034	2024 to 2034
Children 0-17	- 6,727	- 6.0%
Adults 18-64	+ 1,305	+ 0.3%
Older People 65+	+ 20,282	+ 22.3%
All Ages	+ 14, 860	+ 2.3%

Key household characteristics indicate that

- Glasgow has a higher percentage of single adult (not pensioner) households than Scotland. Nearly a third (32.6%) of all Glasgow households are single adult, compared to less than a fifth for Scotland (19.2%).
- The percentage of single parent households is also higher for Glasgow (5.8%) than Scotland (4.3%) with more than a quarter of Glasgow S1-4 pupils (28.0%) living in single parent households.
- Older people living alone is considered a key indicator of vulnerability and it is estimated that 44,450 Glasgow households are single pensioner households. The percentage of single pensioner households is lower for Glasgow (14.8%) than Scotland (16.8%).

- The percentage of overcrowded households in Glasgow (4.0%) is higher than that of Scotland overall (3.0%).

As Scotland's largest Local Authority, Glasgow faces multiple issues associated with increasing housing need and demand pressures. Glasgow is forecast to experience a population growth of 2.3% (14,860) between 2024 and 2034. Increasing the pace and scale of affordable housing delivery is vital to address these strategic challenges. The number of people aged 65 years and older is expected to increase by 22.3% during this period. Glasgow City Council is committed to continuing to work with RSLs to increase the supply of housing that meets the needs of older people. Glasgow City Council will also continue to contribute towards RSL funding to adapt existing housing, which will help people to live independently.

4.10 Infrastructure and Construction Costs

Within the overall planning and development process, key constraints were identified by contractors at the front-end of development in terms of site investigations undertaking remediation works to sites and securing statutory consents. RSLs also highlighted the challenges relating to developing brownfield sites across the city as well as balancing investment in new supply with other business commitments such as continuing to invest in existing housing stock.

Glasgow's AHSP is delivered exclusively on brownfield sites. Virtually all sites require significant remediation, including works to below the ground to address contamination and associated infrastructure issues. Due to Glasgow's legacy of heavy industry, there is proportionately higher upfront cost to deliver housing development including site remediation and demolition works.

The associated costs of remediation of brownfield sites can vary greatly from project to project. Reviewing data from recent AHSP developments shows that for projects approved during 2025/26, remediation costs in association with the decontamination of brownfield sites averaged at £971,585/project and £24,377/unit. Total decontamination costs for 2025/26 totalled £6,801,097.

The Scottish Housing Regulator published a Summary of Registered Social Landlord Financial Projections 2025/26-2029/30. This highlighted the ongoing risks facing RSLs including inflation, labour shortages and supply chain issues which is impacting on their ability to build new homes. Increasing financial pressure on RSLs was further identified in the SHR's Analysis of Registered Social Landlord Audited Financial Statements 2024/25 which found operating costs had risen by 4.8% to £1.84 billion with construction costs remaining 'stubbornly high'.

Recent quarterly results from the Scottish Social Housing Tender Price Index, which measures the movement in construction costs of social housing in Scotland, have indicated a 5.2% increase in costs from 4Q (January-March) 2026 from 4Q 2025 and 0.5% increase from 3Q (October-December) 2025.



Photo: Bellgrove Hotel under construction – Wheatley Homes Glasgow.

5 Priorities for Investment

The declaration of Glasgow's Housing Emergency reinforces that there remains a significant and urgent need for increasing the supply of both new affordable and new private housing supply in Glasgow. Need and demand for affordable housing continues to increase at a faster rate than new affordable housing supply is added, and therefore, the priority is for development which adds new housing supply rather than replacing housing stock. Glasgow faces significant housing pressures, particularly for affordable family housing and housing that meets the needs of older households and people with health conditions. As previously outlined, this SHIP sets out an aim to approve at least 40 affordable homes per year that are larger family-sized (4+ bedrooms and 6+ persons).

A report to the Glasgow's Integration Joint Board outlined progress in delivering the RRTP and received approval for the 2025/26 programme spend. Rapid Rehousing is identified within Scotland's Ending Homelessness Together action plan as the key approach to ending homelessness. The approach involves preventing homelessness as a priority and if homelessness occurs, then ensuring households are provided with settled accommodation as quickly as possible. Due to inflation pressures and cost of living increases, more people living in Glasgow are finding themselves in vulnerable financial situations. The challenges of preventing, reducing and alleviating homelessness remain difficult for Glasgow.

The partnership approach and investment of Glasgow City Council, RSLs, private landlords/owner occupiers and Scottish Government has halted the decline of many pre-1919 tenements. However, the current and future needs of our older tenement stock will require increased investment and new area initiative projects. As some of the main component parts of the properties are reaching or nearing the end of their recommended life cycle, demand from for financial support will increase. A key priority for Glasgow's LHS 2023 to 2028 and for this SHIP is to optimise investment in existing pre-1919 tenements to ensure they can continue to function as essential housing options and continue to meet the needs of the city's population.

5.1 Supporting Independent Living

GCHSCP works with Glasgow City Council to set out Social Care Housing Investment Priorities (SCHIP). These identify the key priorities for developing additional specialist housing options to meet the needs of the five main social care groups outlined in Table 3.

An Equality Impact Assessment (EQIA) was undertaken as part of the development of the LHS 2023-28 and was an integral part of the engagement process. The protected characteristics of Age and Disability were identified as the most impacted and actions to potentially enhance the positive impacts particularly around accessibility of homes have been included in the LHS.

Table 3: Core Care Groups and Priority Needs

Core Care Group	Priority Needs
Learning disability	Young people becoming adults People moving after long-stays in hospital People within the autistic spectrum
Physical disability	People who are wheelchair users
Mental Health	People moving after long-stays in hospital
Older People	People with frailty People with dementia
Children and Families	Children and Young People looked after moving on from residential care Children and Young People looked after who are young parents

Glasgow's Housing Contribution Statement 2023-2026 sets out a joint aspiration across housing, health and social care, to deliver 300 new or refurbished properties to meet the housing needs of core care groups, which includes up to 90 homes within specialist developments for older people. RSLs delivered completed 23 new affordable homes that have been designed to meet physical disability needs and 17 homes to meet the needs of older people.

The AHSP is essential and continues to be used to meet housing, health and social care priorities through collaborative working between NRS Housing, GCHSCP and RSLs.

5.1.1 Adaptations

Glasgow's Joint Protocol Housing Solutions and Adaptations' was developed by Housing, and Health and Social Care Partners within Glasgow to support the delivery of a person-centred, equitable, tenure-neutral approach, to the provision of housing-based solutions that support people to live independently within the community. The Protocol aims to create a seamless, end to end Housing Solutions and adaptations service, which supports people to stay at home for as long as possible, preventing unnecessary hospital admissions, supporting people to get home from hospital, and helping people make the right housing choices. The Protocol sets out five key principles:

- Explicit person-centred approach to identifying effective outcomes and - meeting needs.
- Promotion of a shared responsibility, to support service users to identify their outcomes, and meet their needs
- Early intervention and avoidance of 'crisis' response.
- Minimum intervention in order to maximise independence.
- Promotion and full exploration of rehousing opportunities as a first stage.

Glasgow City Council manages grant funding for adaptations to existing homes ('Stage 3 adaptations') provided by RSLs. As shown in Table 4, over £21M was invested across Glasgow's social housing stock during the past five financial years (2021/22 to 2025/26).

Table 4: Stage 3 Adaptations Investment 2021/22 to 2025/26 from Glasgow's AHSP

Financial Year	Stage 3 Adaptations (£million)
2021/22	3.014
2022/23	4.633
2023/24	5.236
2024/25	4.321
2025/26	4.512
Total	21.716

A total of 1,215 adaptations were delivered in 2025/26 (2.6% increase from 2024/25) from installation of handrails to major alteration works, including 669 shower/bath installations, ranging in cost from £12 to £13,750.

The Council makes a funding contribution towards the cost of RSLs adapting their housing stock to meet the needs of their tenants and support independent living. A planning figure of £5M towards stage 3 adaptations in each year of this SHIP 2027/28 to 2031/32 reflects a greater need for adaptations given the forecast increase in the number of older households that will be living in the city during the next five years.

Without additional funding in future years, the increasing costs of delivery will result in the delivery of fewer adaptations and support fewer tenants to live independently. RSLs will require to find additional funding and there is a potential for increasing unmet need for adaptations going forward.

5.1.2 Wheelchair Accessible Affordable Homes

The Housing Health and Social Care Group advises on requirements to meet particular housing needs, including wheelchair accessible and wheelchair readily adaptable homes. Glasgow has set a quota target for development projects of 20 units or more to include up to 10% wheelchair adaptable homes. Targets are rounded down, for example a 26-unit development would include a target for 2 wheelchair accessible homes. A total of 20 wheelchair readily adaptable homes were approved within the AHSP 2025/26. In Glasgow's SHIP 2027/28 to 2031/32 there are 104 development projects involving 20 new affordable homes or more with potential to deliver up to 568 wheelchair accessible homes.

5.2 Gypsy/Travellers

Scottish Government SHIP Guidance requires that each SHIP identifies if there is any need for Gypsy Travellers within the local authority boundary. The Glasgow City Region Housing Needs and Demand Assessment does not identify a specific shortfall or requirement for additional accommodation or permanent affordable housing specifically to meet the needs of Gypsy Travellers within Glasgow City Council local authority area.

Planning Services led engagement with equalities groups as part of preparing the CDP2. Ongoing consultation and engagement with groups whilst CDP2 becomes fully introduced

will continue, alongside ongoing efforts as part of the LHS 2023-2028 priority to engage with communities and understand the number of sites and type of accommodation that may be required. This will be kept under review as needs change.

NRS has led engagement with equalities groups including the Scottish Showmen's Guild and Fair Scotland regarding the accommodation needs and demand of the Showpeople community in Glasgow. The LHS 2023-2028 commits to engage with communities to understand the number of sites and type of accommodation that may be required and this will remain under review as needs may change.

5.3 Spatial Priorities for Housing Development

There is close alignment between Glasgow's current City Development Plan, Glasgow's LHS 2023 to 2028 and the SHIP. On 4 June 2026, the City Development Plan (CDP) 2 – Proposed Plan approved by City Administration Committee and Full Council allowing work to proceed onto the Proposed Plan with an anticipated publish date of 2027. CDP2 will replace Glasgow's CDP which was adopted in March 2017. A 12-week period of representation on the City Development Plan 2 (CDP2) was launched in late August where community groups and other organisations will be able to share their views and provide input/feedback on current proposals.

The CDP2 sets out the Council's vision and strategy for the regeneration and development of the city and policy for determining planning applications. The plan is based on the Development Planning Regulations, NPF4 policy priorities and the indicative Regional Spatial Strategy. CPD2 provides an overarching strategy for a coordinated approach to developing Glasgow and a clear direction and framework for change across the city.

The spatial strategy contained within the Council's proposed plan identifies a housing land pipeline that could deliver 31,000 homes and includes 36 'Areas of Change' across the city (key areas of change include the River Clyde corridor, north and north east of the city). The proposed plan also sets out actions to create Economic Development Areas as a focus for business growth and innovation.

Aligned within Glasgow's current City Development Plan, there are long-standing commitments to deliver housing led regeneration through Glasgow's Transformational Regeneration Areas (TRA) programme, the city centre, town centres and as part of 9 Strategic/Local Development Frameworks (SDFs/LDFs) across the city.

5.3.1 Transformational Regeneration Areas

Glasgow's TRA programme is delivered through a strategic partnership known as Transforming Communities: Glasgow (TC:G). Partners include Glasgow City Council, Wheatley Homes Glasgow and the Scottish Government. TC:G oversees the delivery of a regeneration programme across the eight identified TRAs: East Govan/Ibrox, Gallowgate, Laurieston, Maryhill, North Toryglen, Pollokshaws, Red Road/Barmulloch and Sighthill.

The key purpose of TC:G is to create sustainable place transformation through housing led regeneration including new affordable and private homes for sale, mixed-use development, tackling infrastructure issues and engaging and working with communities to design and implement change. The TRAs will continue to be housing regeneration priorities for Glasgow City Council between 2027/28 and 2031/32.

Glasgow's TRA programme continues to be one of the most ambitious long-term urban renewal investment plans in the UK with 3,135 homes completed and a total estimated expenditure of over £682M to date. The TRA Programme aims to deliver a further 3,083 new, high-quality homes within sustainable, mixed-tenure communities. A summary of the in progress and proposed future development plans across the TRA programme are outlined in Table 5. The TRAs are part of a long-term regeneration programme and therefore, will develop to respond to new needs and new policy objectives as progress continues.

Table 5: Transformational Regeneration Area Housing Development Programme

Transformational Regeneration Area	In Progress Affordable Homes	In Progress Housing for Sale	Total	Projected Affordable Homes	Projected Housing for Sale	Total
East Govan/Ibrox				120	500	620
Gallowgate	70		70		105	105
Laurieston	64	191	255	20	0	20
Maryhill		6	6	237	88	325
North Toryglen	58		58		0	0
Pollokshaws				9	105	114
Red Road/Barmulloch				200	150	350
Sighthill	41	205	246	79	685	764
Total	**192**	**402**	**635**	**695**	**1,633**	**2448**

There are 16 projects within the SHIP 2027/28 to 2031/32, with potential for delivering 803 affordable homes over 5 years in five of the TRAs – Gallowgate, Laurieston, Maryhill, Red Road/Barmulloch and Sighthill.

The regeneration of the Toryglen TRA is nearing completion and is on track to become the first TRA to be completed in 2026. To date, all but 50 of the original 1960s homes and shops have been replaced with 393 new mixed-tenure homes delivered through the private sector development partner, Cruden Homes (West) Ltd. Phase 4 commenced in late 2024 and has progressed well, with completion expected in 2026. Alongside the housing programme, proposals are being developed to secure funding for a Multi-Use Games Area (MUGA) adjacent to Toryglen Community Hall. The facility would provide local sports provision and enhance community facilities within the area.



Photo: Kings View development – Wheatley Homes Glasgow.

Private housing delivery in areas of low sales values, or where there is no current private sector housing market has become more difficult to deliver particularly given construction cost inflation, site conditions, risk and overall project viability. Shared equity and schemes such as Partnership Support for Regeneration (PSR) have been essential components in delivering housing regeneration projects in Glasgow. Refreshed national guidance, which proactively supports private sector housing in areas with low house prices/ not established private market, including through RSL provided shared equity products, would enable delivery of effective regeneration projects going forward.

5.3.2 City Centre

The Glasgow City Centre Strategic Development Framework highlights that the centre of the city is changing to become a more a people-oriented, socially inclusive and climate resilient place. Future development and renewal are focused on 'people, place and planet' and will be crucial to attract more people to live, work, visit and invest in the city centre. The ambitions and priorities are reflected in Glasgow's City Centre Strategy 2024-2030, which incorporates the City Centre Living Strategy and is reflected in the LHS. Housing investment and the potential to repurpose existing buildings into housing alongside other transformative investment in active travel and transport are critical factors for delivering Glasgow's LHS Vision and Priorities.

Repopulating the city centre is a key challenge and opportunity for the city. Glasgow has an ambition to double its city centre population by 2035. Glasgow has significant centrally located retail, leisure, culture and heritage opportunities as well as access to further and higher education institutions, which is driving demand for housing and investment.

There is significant potential for repurposing older offices into new housing supply. There are two larger scale conversion projects within the SHIP 2027/28 to 2031/32 with potential to deliver 50 units. In addition, two smaller scale commercial properties to be converted are expected to complete as social rented sector acquisitions in year one of the SHIP. There is potential to extend this work subject to availability of funding and viability.

Residential repurposing of these city centre buildings will be challenging. A key barrier is the viability gap between the cost of converting existing commercial buildings and the end value or affordable housing funding available to support delivery. Conversion projects can involve higher abnormal costs than new build development, including structural alterations, fire safety works, heritage and conservation requirements, energy efficiency upgrades, decarbonisation of heat, access improvements and compliance with modern residential standards. These costs can be difficult to predict at early feasibility stage and may increase significantly once intrusive surveys are undertaken. In many cases, rental income, sales values or available grant funding may be insufficient to cover total development costs, creating a funding gap that can prevent otherwise suitable buildings from being repurposed.

Scheme-level viability evidence is required to understand the scale of intervention needed, including the level of grant, gap funding, public sector land/property support, infrastructure investment or other financial mechanisms that may be necessary to make conversion projects deliverable.

Glasgow City Council is working with partners to take forward feasibility work that will consider potential projects for residential repurposing in the city centre. This work will help test which opportunities are capable of progressing and what form of public sector support may be required.

Whilst there are development opportunities, there are constraints in the city centre including the value of land and infrastructure. However, Glasgow City Council is committed to exploring opportunities for the delivery of new affordable homes taking forward, where possible, city centre development/repurposing proposals across the city.

5.4 Infrastructure Investment

National and Strategic infrastructure investment supports wider regeneration and viability of housing development across the city. The Glasgow City Deal is over £1B infrastructure investment in Glasgow City Region, complemented by £130M investment in employment and innovation. £385M is identified for five major infrastructure programmes and projects in Glasgow. Further, the NPF4 sets out major 'National Development' proposals including:

- Clyde Metro which will connect communities across the city and city region via modern and sustainable public transport.
- The Clyde Mission to unlock the potential of the Clyde River as an engine of sustainable and inclusive growth in Glasgow and beyond.
- Investing in infrastructure to improve rail capacity and connectivity on the main cross-border routes, the east and west coast mainlines, to effectively compete with air and road-based transport between the major towns and cities in Scotland, England and onward to Europe.

The Proposed City Development Plan 2 sets out a spatial strategy that will maximise the benefits of these major infrastructure projects that will support the delivery of housing led regeneration programmes across the city. National Planning Framework 4 also sets out how the Scottish Government's planning policies should be applied, guide the development of housing and support place making.

5.5 Housing Led Regeneration

Housing led regeneration is an essential mechanism for delivering the aims and objectives of Glasgow's Local Housing Strategy. The council has put in place a range of structures, resources and programmes to deliver these aims and objectives in a co-coordinated, open, transparent and accountable way.

The combination of dedicated funding for infrastructure investment alongside community engagement and robust governance arrangements enables insightful, innovative and impactful design and delivery of housing developments. A central example is the TRA programme delivered through TC: G, however, the principles and approach are embedded and extended across Glasgow's Affordable Housing Supply Programme (AHSP).

Future plans continue to target strategic spatial priorities including neighbourhood and town centres, exploring brownfield redevelopment opportunities and considering the potential for optimising existing assets and residential repurposing.

5.5.1 Cowlairs

Since October 2025, Glasgow City Council, Aviva Capital Partners (ACP) and the Scottish National Investment Bank (SNIB) have been exploring the potential to develop an Investment Partnership (IP) that can be used to deliver around 1,000 new homes in Cowlairs. The proposal was brought forward in the context of Glasgow's Housing Emergency and the need to accelerate the delivery of new homes across all tenures, while exploring new models of investment capable of unlocking large-scale housing-led regeneration. The proposal is also underpinned by the LHS priority 1 and Glasgow's Child Poverty Action Plan with the development of new homes seen as a key component of delivering resilient communities and reducing poverty.

The site in Cowlairs is a 30-hectare Council-owned site between Possilpark and Keppochhill Road and is a strategic housing led regeneration opportunity. This potential investment would also support the wider regeneration of North Glasgow including strengthening Possilpark as a local town centre through increasing the area's population, improving amenities, enhancing open space and supporting investment in infrastructure.

An update on discussions to explore the formation of the Cowlairs Investment Partnership was presented to the Council's City Administration Committee in August 2026. The City Administration Committee authorised the Council to progress and conclude Heads of Terms and create the Investment Partnership. The Cowlairs Investment Partnership will be the first Scottish example of using institutional capital in this way to unlock housing-led regeneration.

Housing quality remains central to the ongoing masterplan refresh work. The development is expected to include a mix of affordable and private housing tenures, a significant proportion of family housing as part of efforts to reduce child poverty, including terraced housing and other higher-density low-rise typologies. This approach seeks to combine urban density with liveable family homes, rather than relying solely on flatted development.

The Masterplan will continue to be developed further through engagement with local communities and stakeholders as part of the planning pre-application process.

5.5.2 Wyndford

Wheatley Homes Glasgow (WHG) is progressing significant regeneration plans for the Wyndford area. In 2025, four 26-storey studio and 1-bedroom flats, which experienced low demand with high turnover rates and remodelling challenges, were demolished via phased process.

On 20 February 2026 Wheatley Homes Glasgow submitted plans to Glasgow City Council to develop 401 new homes. The proposal includes a mix of property types and sizes with 343 new homes for social rent and 58 new homes for mid-market rent as well as a proportion built to wheelchair accessible standard. The planning proposal also includes plans to develop a community hub and public realm improvements including landscaping and seating. Community engagement was undertaken to help inform the planning proposal including two successful PAN (Proposal of Application Notice) community events and continued engagement via the Wyndford Future Focus Group.

5.5.3 Other Neighbourhoods

NRS Housing will continue to work with RSLs and also explore the potential of private developers working alongside existing partners to progress plans for future strategic housing led regeneration in the following neighbourhoods in the city:

- Greater Easterhouse including:
    - Central Easterhouse and Easterhouse Town Centre Areas of Change.
    - Cranhill area of change.
- Milton.
- Calton.
- Dalmarnock.
- Drumchapel.
- Glasgow East (Haghill, Parkhead, Shettleston and Tollcross).
- Govan.
- Gorbals.

6 Delivery

6.1 Outputs from Glasgow's Affordable Housing Supply Programme 2025/26

In February 2025, the Scottish Budget 2025/26 was approved by the Scottish Parliament which set out £768M for the Affordable Housing Supply Programme in 2025/26. This reinstated the programme funding to 2023/24 levels in cash terms.

Glasgow City Council's AHSP budget for 2025/26 was £127.757M. This is inclusive of the additional £24.119M that was targeted to support RSLs to acquire private sector properties to help address temporary accommodation pressures, or where appropriate to bring long term void RSL owned properties back into use. The Council was able to work with RSLs to invest the entire budget allocation into the delivery of new affordable homes in the city. Funding via the acquisitions budget was targeted towards supporting RSLs to acquire properties that met investment priorities such as housing for families and bringing empty homes back into use.

Glasgow's AHSP expenditure for 2025/26 was £127.757M and the following outcomes were achieved:

- Approved projects to deliver 557 new and improved homes.
- Construction started on sites to deliver 947 new affordable homes.
- 448 new affordable homes were completed, including 23 wheelchair adaptable homes.

Recent small-scale projects that have completed and meet Glasgow's Social Care Housing Investment Priorities (SCHIP) include housing for young people leaving care, and adults with significant care needs supporting households to enable them to live more independently within the community.



Photo: Tillycairn Drive.

6.2 Glasgow's Affordable Housing Supply Programme 2026/27

On 6 August 2026 an update on Glasgow's AHSP for 2026/27 was provided to City Administration Committee. The purpose of the report was to provide an overview of the outturns from the 2025/26 AHSP, present identified proposals for delivery during 2026/27 and formally accept the offer of grant from Scottish Government.

Scottish Government issued the Council with £123.283M grant funding for 2026/27. The 2026/27 programme sets out to:

- Approve 670 new affordable homes.
- Start work on site to deliver 747 new affordable homes.
- Complete 1,007 new affordable homes.

In addition, the Council will work with RSL partners to support the acquisition of private sector properties to help address temporary accommodation pressures and homelessness or, where appropriate, to bring long term voids back into use.

6.3 Glasgow's SHIP 2027/28 to 2031/32

The SHIP is prepared in accordance with the latest Scottish Government guidance, Strategic Housing Investment Plan (SHIP) guidance note MHDGN 2026/01, and published Resource Planning Assumptions (RPAs) for the period 2026/27-2029/30. For the purpose of the SHIP and to provide a 5-year outlook, an assumed funding figure (in line with average percentage increases from previous years) for 2030/31 and 2031/32 has been adopted. The RPAs for the SHIP 2027/28-2031/32 are shown in Table 6.

Table 6: Resource Planning Assumptions: Financial Years 2027/28-2031/32

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

*These figures are projected and not confirmed by SG

Table 6 sets out the RPAs for the financial period 2027/28-2031/32. The SHIP includes £5M of grant funding towards stage 3 adaptations for each year (total £25M). This gives an RPA-only planning figure of £649.163M for delivering additional affordable homes across the duration of the SHIP.

Glasgow's Affordable Housing Supply Programme operates at a significant scale, with 148 projects identified within the SHIP and additional projects maintained through a wider long-list and shadow programme. As is typical within a programme of this size and complexity, the level of certainty associated with individual projects increases as schemes progress through feasibility, design, planning, procurement and funding approval stages. While projected grant requirements are based on the best information available at the time of preparing the SHIP, project costs, outputs and delivery timescales become progressively more robust as projects move closer to site start and completion.

In line with Scottish Government guidance, Glasgow City Council maintains capacity within both the core SHIP programme and wider development pipeline to accommodate changes in delivery timescales, emerging opportunities and unforeseen project slippage. This approach supports continuity of affordable housing delivery, enables available investment to be maximised and provides flexibility to respond to changing programme circumstances over the lifetime of the SHIP.

Inclusive of £25M for stage three adaptations over five years and £72.5M for targeted strategic acquisitions, the SHIP 2027/28 to 2031/32 has an estimated grant requirement of approximately £770M as indicated in Table 7. This reflects current assumptions and will continue to be refined as project costs and delivery profiles become more certain.

Table 7: Summary of SHIP Programme Scale and Estimated Investment Requirement

Years	2026/27	2027/28	2028/29	2029/30	2030/31	Total
Grant Estimate	134.915	156.177	172.806	163.748	142.591	770.237

Glasgow City Council provides all RSLs with an opportunity to submit a Strategic Development Funding Plan (SDFP) each year and the plans are used to inform the development of the SHIP. There are 148 projects identified and included in the plan for the next five years with potential to deliver 6,584 new affordable homes and potential targeted strategic acquisitions of up to 430 additional affordable homes for social rent, giving a total of 7,014 additional affordable homes.

Table 8 provides a summary of the potential unit outputs for the projects with potential for delivering homes (not including targeted strategic acquisitions) over the SHIP period 2027/28 to 2031/32. (The output totals reflect projects that are underway prior to April 2027 and that will complete after 31 March 2032.)

Table 8: Estimate SHIP outputs 2027/28 to 2031/32

Measure (units)	2027/28	2028/29	2029/30	2030/31	2031/2032	SHIP total
Approvals	1,837	1,514	862	382	126	4,721
Site Starts	1,792	1,694	884	452	174	4,996
Completions	399	1,667	1,535	990	1,511	6,102

6.3.1 Glasgow's Housing and Homelessness Emergency and Scaling-Up Delivery

Glasgow City Council works closely with RSL partners to accelerate and increase the delivery of new affordable housing in line with available funding from the Scottish Government in response to the city's housing and homelessness emergency.

NRS Housing continues undertake a proactive approach and investigate additional development opportunities across the city that could support an acceleration and scaling-up of the Affordable Housing Supply Programme in addition to the 148 identified projects.

As part of this ongoing investigation into sites for potential affordable housing development, NRS Housing will ensure that value for money is considered in addition to strategic fit. Each site will be assessed robustly in terms of development viability, deliverability, the extent to which it meets housing need and its contribution to Glasgow's strategic housing investment priorities.

The continuous review of land opportunities has identified 59 potentially developable sites, encompassing 109 hectares, with capacity to deliver potentially up to 5,159 new homes. Additional opportunities for housing delivery may arise through the residential repurposing of former commercial properties within Glasgow City Centre. Such opportunities could make an important contribution to housing supply and support the Council's long-term ambition to increase the city centre population.

There are several sites that have particularly challenging conditions and constraints that will require coordinated planning and dedicated funding and investment to address issues of ownership and land assembly, demolition works, geotechnical issues and contamination, surface water drainage, as well as transport and energy infrastructure.

Table 9 summarises the potential for delivering over 11,700 new affordable homes based on the 148 SHIP projects and the 59 sites identified through the review as additional opportunities for development should funding be available during the next five years. (No figures relating to the potential for RSLs to acquire private sector properties have been included).

Table 9: Scaling-up Affordable Housing Delivery in Glasgow

Affordable Housing Delivery	Projects / Sites	Units
SHIP 2027/28 to 2031/32	148	6,584
Additional Development Opportunities	59	5,159
Total Potential Development	207	11,743

The Council has successfully supported RSLs to acquire private sector properties during recent years to meet the needs of homeless households, meet investment priorities and support regeneration initiatives. Glasgow's resource planning assumption for 2025/26 was £127.757 inclusive of two additional tranches of funding of £24.119M for targeted acquisitions. Glasgow's RPA for 2026/27 is £123.283M (3.5% reduction from the previous year) with no allowance allocated specifically for targeted acquisitions. Cumulatively, this SHIP 2027/28 to 2031/32 identifies projects and acquisitions with potential to deliver 7,061 affordable homes.

NRS Housing will continue to explore opportunities for housing development across the city with RSLs and developers.

6.3.2 Actual Costs 2025/26

Glasgow City Council continually monitors and reviews the cost of delivering projects through the AHSP. The actual cost of delivering new affordable housing is consistently above the 3PE grant benchmarks that are set by Scottish Government.

Table 10 sets out the average grants per unit for projects approved during 2025/26 and compares these against the updated grant benchmarks set out in Scottish Government guidance (Affordable Housing Supply Programme: Affordable housing investment benchmarks) updated March 2026. Note that the mid-market figure is estimated based on 2024/25 approvals due to no MMR units being approved in 2025/26.

The average Social Rent Grant 3PE equivalent during 2025/26 was £167,868, which is 44% above the Scottish Government benchmark. This continues to demonstrate the significant construction cost pressures inherent in the development of challenging sites for housing.

Table 10: Analysis of Average Grant Per Unit for Projects Approved in 2025/26

New Build Tenure	2025/26 Average Grant Per Unit Approvals	2025/26 Average Grant Per Unit Approvals converted to 3PE	Uprated Grant Benchmarks (3PE) as of March 2026 *	% difference
Social Rent	£181,465	£167,868	£116,215	44%
Mid-Market Rent (this is an estimated figure based on 2024/25 approvals)	N/A	£129,683	£84,760	53%

*Assumes Additional quality measure benchmarks: silver level space heating £2,568 per home, updated provisions for energy performance £4,770 per home, provision of space for home working or study £4,495 per home, digital enabling £386 per home, and installation of automative fire suppression systems £3,851 per home.

Further, larger-sized family homes are identified by Glasgow's LHS 2023 to 2028 as a strategic priority and Glasgow City Council aims to increase the supply of larger family sized housing across the city to alleviate acute housing need pressures. While the grant benchmarks apply conversion factors to allow for higher grants to be paid for larger homes, the actual delivery costs for larger family-sized homes are consistently higher than the conversion factor applied making larger family homes more difficult to deliver than smaller homes.

6.3.3 Affordable Housing Tenures

Glasgow's LHS 2023 to 2028 outlines a target that 80% of new homes approved through the AHSP will be for social rent. Table 11 shows the initial projected tenure for projects included in the SHIP. Further needs and demand analysis will be undertaken by NRS Housing to determine the housing tenure mix particularly for projects in strategic regeneration areas. Therefore, the tenure of some projects identified in the SHIP will be discussed further with RSLs to ensure that mixed tenure communities are delivered across the city's neighbourhoods and regeneration areas.

Table 11: Tenure Breakdown

Tenure	Total	% of All
Social Rent	4,845	74%
Mid-Market Rent	1,577	24%
New Supply Shared Equity (NSSE)	18	<1%
Partnership Support for Regeneration (PSR)	144	2%
All	6,584	100%

Mid-market rent housing is provided by RSLs in Glasgow and is suitable for households that have low to moderate incomes. Income levels are set by RSLs depending on rental levels and local market conditions. Rent levels are set between social and private rented sectors and are at similar rates to the Local Housing Allowance (which is £850 per month for a 2-bedroom property for 2026/27). There are over 3,000 mid-market rent homes in Glasgow, which are provided by RSLs. Continuing to work with RSLs to develop new homes for mid-market rent is a key part of Glasgow's AHSP and regeneration plans to create mixed tenure communities.

New Supply Shared Equity (NSSE)

The SHIP 2027/28 to 2031/32 outlines the potential to deliver homes for NSSE. Current guidance indicates that where the total value of the properties does not exceed the total project costs, then the project is unlikely to be supported. Recent examples indicate that, although the grant contribution from the AHSP would likely be lower than comparable Social Rented or Mid-Market Rented projects, the rising costs of construction relative to the property value makes it unlikely that the Council will be able to approve new homes for NSSE going forward. The exception is Type 3 NSSE which rehouses owners being displaced by demolition. The Council invites further discussion with the Scottish Government on ways in which low-cost home ownership could be supported through the Affordable Housing Supply Programme or other mechanisms, which will be deliverable within the current Glasgow housing market context.

Partnership Support for Regeneration (PSR)

Diversification of tenure, increasing housing options, and a focus on promoting brownfield sites to support economically viable development is part of housing led regeneration activity in the city. PSR is an approach in targeted areas to unlock potential housing development. These are sites that have a variety of development constraints, no existing private housing market or low sales values, which render them unviable to the private housing development market. PSR provides eligible developers with funding through the AHSP to bridge the gap between the cost of a development project and the sales value of the houses upon completion and allow a profit element. PSR can be a critical financial tool that can help facilitate housing development and start regeneration activity by de-risking development and establishing a market. It is anticipated that PSR will support the development of projects subject to available funding, in line with guidance and in priority areas for regeneration.

6.3.4 Estimating Future Grant Requirements

Table 12 outlines the potential grant requirements for delivering the 148 SHIP projects. The estimates are based on the 2025/26 average grant per unit costs converted to 3PE.

Table 12: Grant estimates based on 2025/26 average grant per unit (3PE converted)

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

To further illustrate the scale of grant required to deliver the identified SHIP programme, Table 13 compares the estimated grant required to deliver the 6,584 SHIP units using Scottish Government 3PE benchmarks and Glasgow's 2025/26 average AHSP costs, highlighting the investment gap between national benchmarks and actual delivery costs in Glasgow.

Table 13: Comparative grant estimates for delivering total SHIP units

Tenure	SHIP 27-32 Total Units	% of All	Uprated Scottish Government 3PE benchmarks (£m)	Average Costs 2025/26 (£m)
RSL Social Rent	4,845	73.6%	563.062	813.320
Mid-Market Rent	1,577	24%	133.667	204.510
PSR/NSSE	162	2.4%	18.827	27.195
All Tenures	6,584	100%	715.555	1045.025

The analysis confirms that delivering all 6,584 SHIP homes at Glasgow's 2025/26 average AHSP costs would require an estimated £1.045B grant, significantly above the £723.030M indicated by uprated Scottish Government 3PE benchmarks. This highlights the scale of additional investment required to deliver the full programme in Glasgow.

Applying Glasgow's 2025/26 average AHSP costs to the available funding would reduce the estimated output to 4,016 homes, around 31% lower than the output estimate based on the Scottish Government 3PE benchmark approach.

6.4 Prioritising Projects

This SHIP 2027/28 to 2031/32 reflects the strategic priorities outlined in the Local Housing Strategy. NRS Housing appraise all proposed sites and consider these against site-specific factors that are material considerations for development potential. Table 14 outlines the factors for prioritising projects.

Table 14: Material Considerations for Prioritising Projects

Factors	Material Considerations
Meeting Housing Need/Target Housing Mix	Family homes, wheelchair accessible homes, supported accommodation
Contribution to Placemaking	TRA, regeneration area, anchor-site for mixed development
Site Conditions	Mineworkings, contamination, piling, flood risk, topography
Infrastructure Requirements	Roads, footpaths, carparking, drainage
Planning Considerations	Conservation, greenspace, height, special considerations
Site constraints	Site shape, neighbour impacts
Land Values	Area, strategic importance, site assembly

Alongside these deliverability factors, the appraisal process considers value for money, project viability, the extent to which each site meets identified housing need, and its contribution to Glasgow's strategic housing investment priorities. All projects are assessed for strategic significance and categorised as high, medium or low priority:

- High priority projects are those that have larger outputs, already approved or with a high degree of certainty for delivery and/or which have a significant strategic importance as part of ongoing area renewal and unlocking future development and investment.
- Medium priority projects are considered generally as important though may have less certainty with regard to immediate delivery.
- Low priority projects are those that are not directly linked to a strategic spatial priority, with lower unit outputs and less certainty with regard to immediate delivery.

All projects identified within the SHIP are considered in relation to Glasgow's LHS 2023 to 2028 and will contribute towards meeting identified affordable housing needs.

6.5 Construction Methods

Glasgow City Council is committed to developing innovative and sustainable approaches to the development of new affordable homes within the city. NRS Housing Services continue to work with RSLs towards reducing carbon emissions in new build developments funded through the AHSP.

We are investigating how modular construction including offsite manufacturing techniques and modern methods of construction (MMC) could enhance the way the Council delivers affordable homes and contributes towards Net Zero sustainability targets. The majority of sites in Glasgow are closed panel construction or timber frame which is a form of MMC.

We consider that modular construction may offer a range of potential benefits including reduced project costs and improvement in building quality control. Wider benefits, beyond the construction of homes, include supply chain resilience, new employment opportunities, a more diverse workforce, skills development and training, as well as opportunities for economic growth. In July 2026, work began on a site on Glenfarg Street which is full modular construction.

The promotion of modular construction for permanent new homes is being progressed, and the Council is working with RSL partners to consider the potential opportunities for greater use of offsite construction. This approach is focusing on techniques (including modular and closed panel systems), housing typologies and mass customisation, as well as opportunities for collaborative procurements and developing local supply chains.

6.6 Strategic Acquisition of Private Sector Properties Programme

Glasgow City Council's strategic acquisition of private sector properties programme prioritises funding against projects that deliver strategic priorities in line with the LHS delivery plan. By supporting RSLs to acquire homes for social rent, the council contributes to:

- Preventing and reducing homelessness and providing housing for homeless households through increasing the supply of housing for social rent and matching provision to homeless households.
- Increasing the supply of affordable larger family housing.
- Increasing investment to preserve Glasgow's built heritage by improving the condition and management of the tenement housing stock in housing partnership areas.
- Targeted acquisition of Empty Homes.

In 2025/26, £24.119m of funding was targeted towards supporting RSLs to acquire private sector properties and bring void empty properties back into use for homeless households including completion on 109 homes acquired during 2025/26 and bringing 38 RSL owned properties brought back into use. A breakdown of the number and size of properties delivered through acquisition by RSLs during 2025/26 is outlined in Table 15.

Table 15: Strategic Acquisition of Private Sector Properties 2025/26

Bedrooms	**Units Acquired**	**Units Brought Back into Use**
1	20	18
2	41	20
3	42	0
4+	6	0
Total	**109**	**38**

NRS Housing will continue supporting RSLs through AHSP funding to acquire private sector properties and bring long term voids back into use to help address temporary accommodation pressures and alleviate homelessness pressures.

Investment of £72.5million could support RSLs to acquire 430 private sector properties during the next five years subject to funding availability, and would greatly assist the Council in alleviating homelessness pressures and reduce the reliance on bed and breakfast/hotel accommodation and the number of Unsuitable Accommodation Order breaches.

6.7 Empty Homes

The number of empty homes (vacant for at least 6 months) varies over time, however, based on Glasgow City Council Tax data as of April 2026 just over 1% of Glasgow's homes are empty which is the equivalent of 3,420 homes. This includes 460 RSL social let homes which accounts for 0.5% of total RSL stock. These properties are tracked by the Empty Homes Team with reasons recorded such as part of major fabric repair programmes.

Glasgow's Empty Homes Strategy was reviewed in 2023 and set a target to bring 1,800 empty homes back into effective use over a five-year period. An important milestone was met in November 2025 with the Empty Homes Team reaching their overall Empty Homes Strategy target of 1,800 homes being brought back into use.

Between April 2025 and March 2026, 945 empty homes were brought back into use. Table 16 shows Long-Term Empty Homes brought into effective use in 2025/26.

Table 16: Long-Term Empty Homes Brought into Effective Use 2025/26

Duration empty	Number of Homes
To 12 Months	332
1-2 years	383
2-5 years	149
5-10 years	66
>10 years	15
Total	945

6.8 Council Tax

The Local Government Finance (Unoccupied Properties etc.) (Scotland) Act 2012 and subsequent Council Tax (Variation for Unoccupied Dwellings) (Scotland) Amendments Regulations 2016 give local authorities powers to charge increased council tax on certain homes that have been empty for one year or more. This is intended to help local authorities encourage owners to bring properties back into use, both to increase the supply of housing for those who need homes and to reduce neighbourhood blight caused by empty homes allowed to fall into disrepair. Approximately £5.274million was re- invested between 2021/22 and 2024/25 to enable the delivery of 12 affordable housing development projects, which included 43 wheelchair adaptable units and 24 larger-sized family homes, as outlined in Table 17.

Table 17: Summary of Projects supported by Increased Council Tax Funding

Year	Projects	Funding (£million)	Wheelchair Adaptable	Larger Family Homes
2021/22	8	£3.752m	35	9
2022/23	2	£1.112m	5	15
2023/24	2	£0.410m	3	0
2024/25	3	£1.025m	9	0
Total	15	£6.299m	52	24

Future use of additional Council Tax revenues generated from long-term empty properties will be considered in the context of Glasgow's Housing Emergency response and wider housing priorities. Investment will continue to focus on interventions that maximise housing supply, support the delivery of priority housing types including larger family and wheelchair accessible homes, bring vacant properties back into effective use, and unlock development and regeneration opportunities that contribute towards meeting identified housing need across the city.

6.9 Nominated Land Disposals

One of the important ways in which Glasgow City Council enables the delivery of new affordable homes is through an accelerated land release programme. This enables the City Council and City Property LLP to sell sites off-market directly to RSLs, meaning that RSLs do not have to engage in bidding for land in competition with other land buyers, reducing risk and cost. A total of 4 sites, which will potentially contribute 189 affordable homes, were disposed by City Property to RSLs during 2025/26.

6.10 Developer contributions

Glasgow City Council's current City Development Plan does not include a policy for developer contributions towards affordable housing. NRS Planning commissioned Retties to carry out an assessment of whether an Affordable Housing Policy could be developed as part of the emerging City Development Plan 2. The assessment has been published as part of the Council's Proposed City Development Plan 2.

6.11 Infrastructure costs and capital funding

Glasgow's AHSP continues to focus on the redevelopment of brownfield sites. Historically, all AHSP newbuild development has taken place on brownfield sites. This approach fits within Glasgow City Council's strategic spatial vision and approach set out in the current City Development Plan and provides significant value to neighbourhoods and communities who benefit from inward investment and regeneration.

There are major cost burdens to developing on brownfield land especially across Glasgow with its industrial legacy. Developments often require extensive site investigation and remediation to decontaminate and provide the necessary foundations and infrastructure to support the delivery of new housing.

The Scottish Vacant and Derelict Land Survey indicates that a fifth (20%) of Scotland's urban vacant land is located in Glasgow. Overall vacant and derelict land in the city is

decreasing, with 767 hectares recorded in the 2025 survey. This survey removed 47 hectares of vacant and derelict land and added 33 hectares. The biggest contributor to the reduction of vacant and derelict land was residential development (22.2ha), with 2.2 ha as a result of the Affordable Housing Supply Programme.

In October 2021, the Scottish Government opened the Housing Infrastructure Fund (HIF) round two for applications. Restrictions on use of funding, particularly limiting to infrastructure outwith the curtilage of the relevant site, affect eligibility for most Glasgow sites. There are currently no projects in Glasgow that are being supported by HIF. NRS housing remains committed to working with the SG to explore available funding opportunities to unlock difficult sites for development.

Glasgow City Council continues to engage with Scottish Government to make the case for a dedicated, multi-year capital funding for infrastructure works that would be transformative for unlocking development potential across the city.

As outlined within the SHIP, sites across Glasgow all require a varying degree of remediation works to enable new homes to be delivered. Additional funding to address infrastructure constraints on potential development sites is required to enable development to proceed. The Council welcomes the ongoing dialogue with Scottish Government to explore additional investment to unlock sites including Cowlairs and Red Road/Barmulloch (TRA).

6.12 Affordable Housing – Non AHSP

Alongside Glasgow City Council's AHSP, new affordable homes are also being delivered without grant subsidy support from the AHSP.

The Local Affordable Rented Housing Trust (LAR) is a Scottish charity set up to provide long term mid-market rent housing. It has been funded by a £55M loan from the Scottish Government and matched with private investment providing an innovative financing option for funding new affordable housing.

As part of the More Homes Scotland programme, the Scottish Government established a national mid-market rent scheme in 2018 supported by loan funding. Thriving Investments (formerly PfP Capital) led on this scheme with an aim to leverage additional private investment to deliver 1,000 mid-market rent homes across Scotland. Thriving Investments operate on behalf of New Avenue Living platform in Glasgow.

As of August 2026, the number of non-AHSP mid-market rent homes delivered or in planning or construction in Glasgow is 827 homes. This loan funded model offers an alternative to grant funded mid-market rent homes delivered by AHSP.

Increasing housing supply across all tenures is a priority for the Council, and Glasgow is keen to benefit from the Scottish Government's £100 million national investment, announced in September 2024, to support the delivery of 2,800 mid-market rent homes across Scotland. As part of its strategic review of sites, the Council has identified suitable sites for new mid-market rent homes. The programme is intended to attract additional private finance and create a fund to support future mid-market rent development. As this work progresses, Glasgow will seek to ensure the city can play an active role in delivering new mid-market rent homes that support the priorities set out in Glasgow's Local Housing Strategy and SHIP.

6.13 Risks and Challenges

Costs and Borrowing

A range of risks and challenges have been identified in preparation of the SHIP. Recent higher levels of inflation, particularly in the construction sector, have made it more challenging for RSLs to develop new affordable homes in Glasgow. The availability and cost of construction materials and workforce have significantly contributed towards higher development costs for RSLs and Glasgow City Council. Higher interest rates will continue to affect the borrowing arrangements that RSLs have or may look to secure going forward to fund development programmes.

Development Costs and Budget Constraints

There are 148 projects identified for the next five years with potential to deliver 6,584 units, however development costs and budget constraints will limit delivery. The average total development cost to build a new RSL property in 2025/26 was £278,000, £245,476 in 2023/24 and £241,732 in 2022/23 reflecting the distinct factors which feed into a range of different costs in any one financial year. In 2025/26, the average size of approved homes increased by 2.1%, from 94m² to 96m², while average bedspace provision increased by 3.7%, from 3.75 to 3.89 bedspaces per unit. These increases reflect the delivery of larger homes with greater occupancy capacity, alongside continued investment in quality, accessibility and energy performance standards. High build costs associated with increasing costs of materials, construction and land remediation mean that there remains significant risk to the pace, number and scale of projects that can be progressed.

An inability of the AHSP to accelerate and increase the number of new build homes delivered will lead to a failure to meet housing need across the city, which will be exacerbated by the housing emergency and continuing increases in homelessness presentations. There are also risks associated with the delivery of large family homes, homes for older people and homes for wheelchair users at or near Scottish Government benchmark values. Failure to deliver these types of new homes may lead to a failure to meet housing priorities set out in LHS 2023-2028 and meet housing need.

Funding for stage 3 adaptations has been set at £5M for 2026/27. Expanding demand and increasing costs will impact the number and scale of adaptations delivered adding to unmet demand. With this reduced level of intervention, additional pressures on health and social care services are anticipated and fewer tenants will be supported to live independently.

Future funding of non-AHSP mid-market rent schemes, and viability of schemes to deliver housing for sale focussed on affordability or regeneration, are also uncertain, and may lead to stalled development and also a failure to meet housing needs and demands across the city.

Cost of Remediating Sites

Brownfield sites remain challenging to develop and increasingly require significant infrastructure and remediation works. Glasgow City Council continues to advocate for Scottish Government to re-establish grants to address site conditions and infrastructure challenges, including for vacant and derelict land, which would enable the increase and acceleration in developing affordable housing and regeneration across Glasgow.

Balancing Investment Priorities

As well as budgeting for providing new homes, RSLs must also factor for the long-term investment requirements to meet the Energy Efficiency Standard for Social Housing 2 (EESSH2) for existing homes. The scale of investment required may impact on RSL development plans as they to consider the balance of their capital investment programmes, with the priority being ensuring existing stock meets required standards.

Central to the delivery of Glasgow's AHSP and our housing supply targets is an RSLs sector with the ability to continue to develop new homes. The Council will continue to work with our RSL partners to find solutions to challenges and unblock barriers to development wherever possible.

7 Looking Ahead

Glasgow's SHIP 2027/28 to 2031/32 sets out a trajectory for increasing affordable housing supply and this is essential to meet the city's immediate and longer-term housing needs and the city's growth ambitions. The Council and our RSL partners have a successful track record in delivering new affordable homes that meet the needs of our residents and contribute towards the regeneration of neighbourhoods. As outlined, there is a significant need to invest in the development of new housing in Glasgow long term.

It is vital that all key partners and stakeholders across Glasgow's housing sector are engaged with Scottish Government to consider how we can sustain outputs and consolidate future growth for the city going forward. This SHIP 2027/28 to 2031/32 sets out 148 projects with potential to deliver over 6,584 new affordable homes. Through engagement with developing RSL partners, we have identified a longer-term pipeline of potential affordable housing development sites that can maintain these output levels and ensure Glasgow meets its identified housing needs and demand.

Together we must consider what can be done to deliver on our inclusive sustainable growth, housing and place-making ambitions for Glasgow. Set out below are key enabling actions highlighted by key partners and stakeholders:

- Promote the continuation of multi-year resource planning assumptions to enable longer-term strategic development planning.
- Timely delivery of planned new homes by all partners (RSLs and private housing developers) in the city with development programmes.
- Consideration the introduction of infrastructure funding streams to unblock development barriers and pipeline of AHSP delivery.

Glasgow City Council commits to:

- Lead on the SHIP.
- Balance acceleration and upscaling of AHSP outputs with ensuring developments deliver new homes of quality to meet our agreed strategic housing priorities.
- Working to reduce the number of households who are homeless through maximising the impact of the newbuild affordable housing programme through direct lets and resulting movement in the social rented housing sector.
- Continue to work with RSLs to increase the supply of affordable family housing.
- Further develop innovative housing and support options to enable households and people with particular needs to live independently in their own home in the community for longer.
- Ensure new affordable housing developments bring additional value to communities, including opportunities for training and employment.
- Work closely with the Scottish Government to explore opportunities to deliver housing investment in the city going forward.
- Continue to contribute towards the Scottish Government's housing supply target of 110,000 affordable homes by 2032.

8 Contact

We are keen to discuss any potential projects or delivery mechanisms which may contribute to meeting our strategic priorities for housing investment in the city.

Please contact us:

housingstrategy@glasgow.gov.uk