Item 6

17th November 2026

Glasgow City Council

Economy, Housing, Transport and Regeneration City Policy Committee

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GLASGOW'S AFFORDABLE WARMTH PROGRAMME: DELIVERY UPDATE

Purpose of Report:

The purpose of this report is to outline:

1. The activities undertaken to deliver Glasgow's Area Based Schemes programme during 2025/26.

2. Glasgow's proposed programme of works, which will deliver energy efficiency measures to owner occupied and private landlord properties through utilising the Scottish Government's Heat in Buildings: Area Based Schemes Programme grant funding during 2026/27.

Recommendations:

Committee is asked to consider and note:

1. The projects delivered through Glasgow's Area Based Schemes programme during 2025/26; and

2. Glasgow's Area Based Schemes programme of works for 2026/27.

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

1 Background

1.1 Scottish Government designated energy efficiency as a national infrastructure priority in 2015. The Scottish Government's Heat in Buildings Strategy programme includes Area Based Schemes (otherwise known as ABS), which is a key delivery mechanism for this priority.

1.2 Glasgow's Affordable Warmth Programme is funded through the Scottish Government's ABS programme. The ABS programme delivers energy efficiency measures, mainly external wall insulation, to private properties (owner occupied and private landlord owned). The programme is delivered by local authorities with ABS being a voluntary scheme whereby owners/landlords "opt in" to participate in a project.

1.3 In line with Scottish Government guidance, Neighbourhoods, Regeneration and Sustainability (NRS) Housing is responsible for identifying households that meet the Scottish Government's ABS criteria in geographical areas that are:

- Within the lowest 25% Scottish Index Multiple Deprivation (2020).
- In Council Tax Band A-C and Tax Band D in certain conditions.
- Where people are living with conditions vulnerable to the cold.

1.4 Projects delivered through the Council's ABS programme focus on a 'fabric first' approach and consist, in the main, of external wall insulation in both traditional and non-traditional properties. Projects are identified by NRS Housing through analysing data such as house construction type, profiling by area and reviewing previous measures undertaken. This enables viable projects, which meet the criteria outlined in the Scottish Government's guidance, to be developed at a suitable size and scale.

1.5 The ABS programme supports the delivery of key objectives outlined in Glasgow's Local Housing Strategy 2023 to 2028 particularly in relation to Local Housing Strategy (LHS) priority 2 "Improving the energy efficiency of Glasgow's homes, reducing fuel poverty and supporting a Just Transition to Net Zero through decarbonising domestic heating and energy." The programme also aligns with the Council's Local Heat and Energy Efficiency Strategy (LHEES) and is a key action in the Council's Housing Retrofit Position Statement.

2 Glasgow's ABS 2025/26 Programme Summary

2.1 Glasgow City Council's (GCC) draw down of ABS grant funding from the Scottish Government was £0.939m against a potential of £6.845m.

2.2 Similarly to previous years, it has been challenging for the Council to accelerate delivery and draw down ABS grant funding allocated from the Scottish Government. There are specific challenges (such as the scale of programme that GCC aims to deliver each year to achieve the required spend/number of homes within the available timescales, time required to prepare, issue and award tenders, ABS funding rules and the type/mixed tenure ownership of housing stock in the city) that will continue to make drawing down entire grant

allocations during each programme year going forward difficult. The Council was last able to draw down the entire available ABS grant allocation from the Scottish Government during 2017/18, however, work continues to be undertaken by NRS Housing to try and address some of the delivery challenges outlined in section 3 and increase uptake from residents living in project areas.

3 ABS Delivery Challenges

3.1 Similar to some other local authorities, GCC continues to experience a range of challenges associated with maximising the draw down of available ABS grant funding from the Scottish Government. The delivery challenges that relate to Glasgow include:

- **The single year allocation of grant funding and expected delivery timescales** – Delivering the ABS programme over a 12-month period is challenging. This is due to the time required to develop programmes, prepare and assess tender documentation, with support from the Council's Corporate Procurement and Legal Services, appoint contractors and secure statutory consents before starting work on site. NRS Housing also has to establish interest from owners and landlords in areas to determine project viability. The Scottish Government continues to confirm and allocate ABS funding to Councils every 12 months.
- **Grant eligibility for private landlords** – Private landlords may be eligible for fabric measures through the ABS programme if the landlord has three or less properties in their ownership. In this instance, they are eligible for a full ABS grant for one property in Scotland. Local authorities are required to seek a contribution from landlords for a second or third private rented property. Landlords who have four or more properties are not eligible for ABS grant funding and are required to pay the full cost of works should they wish to participate in the project. This has implications when delivering measures in mixed tenure blocks of flats. There are currently circa. 39,000 private landlords registered in Glasgow owning over 60,000 private rented properties (this equates to a fifth of all housing stock in Glasgow being owned by private landlords).
- **Financial contributions from owner occupiers/private landlords** – Owner occupiers/landlords are required to contribute financially towards the delivery of works. The ability or willingness from owner occupiers/landlords to pay the required financial contribution can be a barrier to progressing delivery. This has a disproportionate impact in taking forward works to properties in mixed tenure blocks. By making a contribution, residents secure their consumer protection rights.
- **Cost of delivery** – The tendering exercise reinforces the continuation of an increase in the cost of installing external wall insulation to properties in Glasgow. Costs are linked to high inflation experienced in the construction sector during recent years. Delivery, risk and project viability issues continue to be highlighted and discussed with the Scottish Government to ensure projects can be progressed in line with funding guidance.
- **Progressing works in blocks of flats (such as 4 in a block and tenemental properties)** – Over 70% of Glasgow's housing stock are flats and title deed conditions require all owners to participate in ABS funded

projects. Given ABS is not mandatory, there is a lack of willingness from some owners and private landlords to participate, which impacts on delivery.

- **Registered Social Landlords (RSLs)/mixed tenure projects** – Despite NRS Housing promoting opportunities, RSLs have not participated in ABS projects during recent years. This has been a result of the uncertainty/delays surrounding the publication of the Scottish Government's new Social Housing Net Zero Standard. The cost of projects and availability of RSL funding to deliver works have also impacted on the development of partnership projects with RSLs.
- **Specification of works required** – The specification of works to improve the energy efficiency of some archetypes in Glasgow through the ABS programme can be complex. Investigating suitable archetypes and agreeing measures requires additional time and increases costs.
- **Access to Architectural Drawings** – In some instances there are difficulties in accessing drawings that are required for tender issue.
- **Essential Repairs** – There is an increasing need to consider necessary repairs before undertaking the installation of external wall insulation to protect the integrity of the investment works. Areas of concern include, but are not limited to, roofs, soffits, facias and balconies. Owners may decline to participate due to the cost of undertaking essential works that are required to enable external wall insulation to be installed.
- **PAS 2035 Standard** – PAS 2035 offers a framework for identifying and installing retrofit measures to existing buildings in the UK. The Scottish Government has set out in ABS guidance their expectation that local authorities broadly comply with PAS 2035. The specification requires local authorities to agree their approach, work with design teams, contractors and owner occupiers/landlords to consider measures that meet the specification in relation to the property. This requires additional engagement and consideration, particularly between local authorities and contractors and owners/landlords.
- **Resident non-participation** – Residents decline to participate in a project for a range of reasons. Such reasons include households may have carried out re-rendering/cavity wall insulation work to their property, change of family circumstances (for example changes in household financial circumstances), ill health/elderly (anticipate that works will cause too much disruption). This list is not exhaustive, however, outlines a broad range of reasons why residents choose not to participate in ABS projects.
- **Securing suitable sites for compounds** – The Council works closely with landowners to identify suitable sites to locate works compounds. During 2025/26, this involved negotiating with and satisfying legal conditions set by third party landowners prior to the appropriate consents/agreements being issued. Securing appropriate license agreements took a considerable amount of time, which resulted in unforeseen delays in site setup and the commencement of physical works.

4 ABS Programme Delivery Update

4.1 NRS Housing continues to progress a range of additional activities that are focussed on accelerating delivery, increasing the number of eligible households

choosing to participate in the programme, maximising the draw down of available funding and addressing some of the challenges outlined in section 3.

4.2 The following key activities have been undertaken by NRS Housing to enable delivery of the Council's ABS programme and promote opportunities for owners living in identified areas to access funding and participate in projects:

- Worked closely with other Council Services to procure and appoint contractors and prepare tender documentation for future projects.
- Continued to work with the Wise Group to undertake additional engagement activities in local communities where projects will be located. The early intervention service involves Wise Group staff visiting all households in each of the project areas to share key information including outlining the benefits of participating in the programme and details of the external wall insulation works. NRS Housing arranges public meetings and drop in events, which take place in new project areas and continues to work in partnership with Home Energy Scotland to record interest from households. This also helps households access loan funding to participate in projects and increases participation in ABS projects.
- Worked closely with appointed contractors to maximise engagement activity with households in project areas. Contractor Client Liaison Officers actively work with residents to support and progress sign-ups to the scheme. This approach complements the early intervention service delivered on behalf of the Council by the Wise Group.
- Engaged with households and prepared/shared case studies that highlight the benefits of the ABS programme and households who have participated in projects and accessed funding. Information relating to new case studies are outlined in section 7 of this report. Sharing case studies continues to form an important part of the engagement strategy going forward and will be communicated to households living in project areas.
- Explored opportunities to work with RSLs to develop potential projects. An RSL ABS programme meeting was held during September 2026. Uncertainty relating to when the Scottish Government's Social Housing Net Zero Standard will be published continues to impact on the development of partnership projects.
- Utilised the ABS data dashboard platform to analyse datasets that are aligned to the programme funding criteria to identify future project area and inform the preparation of tenders. The dashboard is also now being used to inform other Housing Retrofit projects.
- Engaged with the Scottish Government and advocated for changes to programme guidance/rules and funding arrangements. NRS Housing recently responded to two consultations that related to the ABS programme (the consultations included the Existing Homes Alliance Review of the Scottish Government's Fuel Poverty and Energy Efficiency Programmes (July 2026) and Scottish Government ABS Officers – Future Capital Support Survey (August 2026)). Both responses highlighted the key delivery challenges facing the Council and proposed changes that could assist in maximising the draw down of funding, increasing participation from owners and subsequently reduce the impacts of fuel poverty.

- Following experience during 2025/26, NRS Housing has commenced work to identify site compound opportunities and will liaise with landowners to agree licenses prior to the award of future contracts/scheduled site start dates.
- Continued to contribute towards the work of the Glasgow City Region Housing Retrofit Delivery Group including highlighting the delivery challenges that local authorities are experiencing across the City Region and supporting their approach to Scottish Government to try and influence change.

5 Glasgow's 2026/27 ABS Programme

5.1 The Scottish Government's allocated Glasgow City Council with £6.845m from the Heat in Buildings 2026/27 programme to deliver ABS. Local authorities received their allocation based on the methodology agreed by COSLA, which has been used to decide previous funding awards. The Council's City Administration Committee accepted the Scottish Government's offer of grant during October 2026.

5.2 NRS Housing is working with partners to deliver ABS projects in the following areas during 2026/27:

- Household Hillwood (Pollok) and Cleeves Road (Priesthill) – G.M.G (Contractors) Ltd started work on site during May 2026 to install external wall insulation to properties in Household Hillwood (Pollok) and Cleeves Road (Priesthill). Owners still have an opportunity to participate in the programme and the contractor continues to engage and encourage residents to participate in the programme. This project follows on from previous external wall insulation projects undertaken in the surrounding area.
- Penilee – MP Group UK Ltd started work to deliver the Penilee project during June 2026. Due to the level of interest, it is the intention of NRS Housing to offer residents who live in the area the opportunity to participate in the project throughout in 2026/27.
- Barmulloch British Iron and Steel Federation (BISF) Project – Work is progressing to commence work on site in Barmulloch to install external wall insulation to five BISF properties. A BISF pilot project completed during 2025/26 and this next phase of work will be taken forward by MP Group UK Ltd.
- North Pollok and South Carntyne – NRS Housing worked closely with other Council Services to prepare tender documentation for new project areas located in North Pollok (minimum of 72 properties) and South Carntyne (minimum of 77 properties). Tender documentation was issued during October 2026 and NRS Housing will work with appointed contractors to start on site at the earliest possible opportunity.

5.3 Table 2 summarises the potential uptake of owners who have either signed up or shown interest in participating in the 2026/27 programme as of 8th September 2026. This demonstrates that interest and participation increases when work commences on site and is supported by the engagement activities undertaken by NRS Housing and partners.

Table 2 – Summary of Owners Participating/Interest in 2026/27 Projects

Project Area	Tendered No.	Residents Participating	Registered Interest
Penilee	112	107	246
Househillwood & Cleeves Road	53	94	116
BISF	5	5	7
Total	170	206	369

5.4 Grant funding is being drawn down as project delivery moves at pace in Penilee and Househillwood/Cleeves Road. NRS Housing will work to ensure the Council is able to maximise the draw down of the available £6.845m of grant during 2026/27 and continue to encourage owner occupiers/private landlords to participate in the scheme whilst works are on site.

5.5 NRS Housing is currently working with Wheatley Homes Glasgow to explore the development of potential partnership working in Penilee and Househillwood/Cleeves Road. Funding would be used to support and enable owner occupiers in mixed tenure blocks to participate in investment works. Work will continue to explore opportunities to partner with other RSLs.

6 Going Forward

6.1 NRS Housing will work with partners in current and new project areas to ensure uptake is maximised and all households who qualify for funding, and are interested in participating in the ABS programme, have the opportunity to do so. Work to ensure all statutory consents and the appropriate site licenses are secured at the earliest opportunity will continue to be progressed. The aim is to work towards limiting the amount of lead-in time required prior to contractors commencing the delivery of work on site.

6.2 The data dashboard platform is assisting in identifying future projects and will continue to be used and developed going forward. The platform allows officers to identify future geographical areas that meet the criteria outlined in the Scottish Government's guidance.

6.3 Owners and tenants of private landlords, who have agreed to participate, will have access to the introductory advice service (Wise Group), Home Energy Scotland and our contracted energy advice provider. The energy advice service is currently being re-tendered by the Council. These organisations offer a range of services including bespoke energy advice aimed at supporting energy efficiency and reducing fuel poverty. The introductory advice service

will continue to assist households through the provision of additional project information to maximise uptake.

6.4 NRS Housing will continue to work with the Scottish Government to explore ways to address the challenges that Glasgow is experiencing in relation to accelerating delivery, maximising the drawdown of funding from the ABS programme and increasing the number of homes that receive energy efficiency measures. NRS Housing will continue to engage with RSLs to explore delivering measures in mixed tenure blocks across the city.

7 Case Studies

Case Study 1 – Penilee Resident Mr A

Case study one outlines an overview of feedback received from Mr. A who lives in a mid-terraced property in Penilee.

The Affordable Warmth Team spoke with Mr. A regarding his experience of having External Wall Insulation (EWI) installed by MP Group UK Ltd through Glasgow City Council's Area Based Scheme programme. He shared his views on the application process, communication, installation works, contractor experience and the visible changes to properties across the area.





Mr. A has lived in Penilee for approximately one year. His experience of the Council's Affordable Warmth programme began at a public meeting held in the area, where he learned more about the Council's programme.

Following the meeting, he was Interested to take part in the works programme. Mr A used the QR code provided in a Council letter to register his interest. He described the process as seamless and subsequently experienced clear communication and professional delivery throughout the works.

"There was good communication all through the project and everything went according to the plan."

Mr. A commended the work completed at his property and said he was satisfied with the communication and professionalism of the contractor who worked on site. He said that knowing what to expect was an important part of his experience and described the project as progressing according to the plan communicated to him.

One of Mr. A's observations related to the wider appearance of properties in the area. He had noticed a positive change in the appearance of houses where works had been completed.

"The exterior facade of some of the houses in the area looked tacky before the works started. But I have noticed the change in their appearance since the works were done."

The visual impact was more noticeable at neighbourhood level than at Mr. A's own property. His home already had a roughcast finish before the insulation was installed, so he said there was not much visible difference to his own property.

When asked whether the works represented value for money, Mr. A said:

"I felt the work was worth it and good value for money."

He is looking forward to the winter to see whether he notices a tangible difference in energy use, the thermal condition of his home and his overall comfort during colder weather.

Case Study 2 – Penilee Resident Mrs K

Case study two outlines an overview of feedback received from Mrs K, an owner-occupier living in a terraced property in Penilee, Glasgow.

The Affordable Warmth Team spoke with Mrs K about her experience of having External Wall Insulation (EWI) installed through funding from the ABS programme. She shared her views on how she heard about the scheme, the information she received, communication with the contractors, the pace of the installation and the difference to her home.

Mrs K was keen to take part in the EWI works after receiving information from Glasgow City Council through letters and conversations with neighbours. She described her home before the works as cold.



She said she had a clear understanding of what she was going to receive and felt that the information provided through door-knock visits was sufficient. Throughout the installation, she described communication from the contractors as clear and effective.

"The contractors kept communication very clear and effective, and I always knew what I was going to receive."

For Mrs K, having sufficient information before and during the works was an important part of her experience. She said the information provided by the Council and in person visits helped her understand what she would receive.

Mrs K said she felt well informed throughout the process and praised the clarity and effectiveness of communication from the contractors. She also reported that the installation progressed without delays, from the initial scaffolding setup through to completion.

"There were no delays at all, from the scaffolding going up to the insulation being finished."

Mrs K said the completed works had made a clear visual difference to her property. She described the finished appearance positively and said she was pleased with how the works looked.

"The works looks absolutely lovely and I would recommend my neighbours to get it done."

Although the works had only recently been completed at the time of the interview, Mrs K said she had already noticed a difference in the thermal comfort of her property.

8 Policy and Resource Implications

Resource Implications:

Financial:	No direct costs. Part of HiBs:ABS funding can be used for Council administrative and enabling costs.
Legal:	No legal implications of this report.
Personnel:	No additional personnel implications.
Procurement:	Yes. HiBs:ABS projects are procured through Scotland Excel Procurement Framework with input from Glasgow City Council's Corporate Procurement Unit.

Council Strategic Plan:	Grand Challenge 1:- Reduce poverty and inequality in our communities Mission 3:- Improve the health and wellbeing of our local communities Grand Challenge 2:- Increase opportunity and prosperity for all our citizens Mission 2:- Support the growth of an innovative, resilient and net zero carbon economy Grand Challenge 3:- Fight the climate emergency in a just transition to a net zero Glasgow Mission 2:- Become a net zero carbon city by 2030

Equality and Socio-Economic Impacts:

Does the proposal support the Council's Equality Outcomes 2025-29? Please specify.	The programme supports the reduction of fuel poverty and therefore contributes to multiple equality outcomes.
What are the potential equality impacts as a result of this report?	Delivering Glasgow's HiBs:ABS programme and targeting investment towards hard-to-treat homes in fuel poor areas including measures such as external wall insulation and associated energy efficiency improvements is an action included in Glasgow's Local Housing Strategy 23-28. The Local Housing Strategy 23-28 was subject to an Equalities Impact Assessment. Against the backdrop of a cost-of-living crisis, action to mitigate high fuel costs will generate positive equality impacts for groups with protected characteristics.
Please highlight if the policy/proposal will help address socio-economic disadvantage.	The programme helps to mitigate energy price increases and cost of living challenges for owners in poor and vulnerable households. The Council's Corporate Procurement Unit utilises Scotland Excel's framework of contractors, which re-tendered in 2021, to deliver the Council's HiBs:ABS projects. There are 16 external wall insulation contractors on the framework, which makes provision for community benefits and Fair Working Practice.

Climate Impacts:

Does the proposal support any Climate Plan actions? Please specify:	Theme 3 Well Connected and Thriving City Action 8: Continue to work with Scottish Government to maximise grant funding for Area Based Schemes to invest in improving energy efficiency and tackling fuel poverty in private sector housing. Action 39: Encourage and enable retrofit of all existing owner-occupied housing to EPC level C or above, and to reduce flood risk (where appropriate).
What are the potential climate impacts as a result of this proposal?	The installation of energy efficiency measures will contribute to a reduction in CO_2.
Will the proposal contribute to Glasgow's net zero carbon target?	The delivery of the ABS programme can save carbon and reduce energy use to benefit the environment, contributing to the city's net zero carbon target. As of June 2026, energy efficiency measures were installed in 11,689 properties across 93 project areas since the ABS fund was established in 2013/14.

Privacy and Data Protection Impacts:

Are there any potential data protection impacts as a result of this report	Yes. Measures are in place to ensure the use of personal data complies with the current Data Protection laws.
If Yes, please confirm that a Data Protection Impact Assessment (DPIA) has been carried out	DPIAs have been carried out in relation to the delivery of the ABS programme

9 Recommendations

Committee is asked to consider and note:

1. The projects delivered through Glasgow's Area Based Schemes programme during 2025/26; and

2. Glasgow's Area Based Schemes programme of works for 2026/27.