



**Glasgow City Council**

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

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

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**Item 4**

**26th September 2023**

**PRIVATE SECTOR HOUSING GRANT PROGRAMME (PSHG)**

**Purpose of Report:**

To provide members with details of how PSHG funding totalling £7.688m was allocated in 2022/23 and to highlight PSHG programme priorities for 2023/24.

**Recommendations:**

That Committee:

1. Notes PSHG programme expenditure for 2022/23 totalling £7.688m.
2. Notes the programme proposals for 2023/24 which includes tackling a range of private housing repair and property management issues across the city, through various area-based initiatives while re-stating our commitment to the provision of PSHG funding for programme priorities.

Ward No(s):

Citywide: ✓

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

## 1. Background

- 1.1 The purpose of this report is to outline how the Private Sector Housing Grant (PSHG) budget was allocated in 2022/23 and to provide an update on the programme for 2023/24, highlighting new areas of work which are being developed to meet Council priorities. This update report is considered annually by the Economy, Housing, Transport and Regeneration City Policy Committee.
- 1.2 The Housing (Scotland) Act 2006, enacted in 2009, introduced a policy framework for private sector housing with a greater focus being placed on owners to take responsibility for the maintenance and repair of their own properties. Results obtained from property condition surveys of around 500 pre 1919 tenement properties carried out across the city between late 2018 and early 2020 highlighted that around 5% of these buildings were in a state of serious disrepair. Many properties required varied levels of repairs with property roofs being an area where works were required due to their age and lack of maintenance.
- 1.3 The Council's approach to assisting owners in the repair and maintenance of private sector housing is contained within the Council's [Statement \(Scheme\) of Assistance](#).
- 1.4 Two of the key priorities in [Glasgow's Housing Strategy\(LHS\) 2023-28](#), are to 'Improve the condition of our existing housing stock and to preserve Glasgow's tenements and built heritage' and to 'Improve the energy efficiency of Glasgow's homes'. The fabric condition of existing properties must be in a good state of repair in order to improve the energy efficiency of the building.

## 2 Context

- 2.1 Based on 2019 [Scottish Government statistics](#) 66% of the housing stock in the city, equating to 207,000 homes, is in private ownership. Currently 60,432 private properties are registered as private lets (landlord registration).
- 2.2 Maintaining the condition of the 9,950 pre-1919 tenement buildings within the city, consisting of circa 70,000 flats and 5,200 commercial premises, remains a challenge. This stock provides housing for many of the city's residents and is an important segment of the owner occupied and private rented sector markets. The pre-1919 tenements constitute an important part of Glasgow's rich built heritage. The need to prioritise the maintenance of this stock was highlighted in the 'Safeguarding Pre1919 Tenement Stock' report brought before committee on 9th March 2021.
- 2.3 Concentrations of older tenement stock in poor condition can be found in a number of areas across the city. The Council has taken forward housing partnership initiatives with local Registered Social Landlords (RSLs) in areas including Govanhill, Ibrox/ Cessnock and East Pollokshields to address property condition and management issues in the older tenement stock. Disrepair within the pre 1919 tenement stock can be found in most areas of the city, however, repair and maintenance problems are also becoming more prevalent in more

modern tenement developments in private ownership. The high concentration of private rented properties in some tenement properties along with affordability issues and lack of factoring are further barriers to getting common repairs and maintenance works carried out.

- 2.4 Investment in the private sector housing stock has been instrumental in halting the decline and, in many cases, mitigating against the potential demolition of pre-1919 tenements. Where owners are unable to carry out essential repairs, the Council can intervene to safeguard these tenement buildings. However, repair costs have increased significantly in the last few years and the cost to repair our older tenements can easily be in excess of £500,000. The PSHG budget has remained at the same levels for the past 10 years which has resulted in fewer tenement buildings being repaired through the programme annually.
- 2.5 One of the major findings of the Glasgow Factoring Commission in 2014 was the need for establishing effective property management to repair and maintain properties in common ownership. Following on from the Private Sector Stock Condition Survey 2018/2020, a programme of engagement is ongoing with property factors and owners to put a maintenance plan in place for their properties and to take out common building insurance. This is required for any properties which have received financial assistance from the Council or where owners are seeking grant assistance to repair their tenement properties. The majority of properties falling into serious disrepair do not have a property factor. NRS Housing Services Private Sector team assist owners to appoint a property factor. Between 22/23 and 23/24 (to date), the Council has been able to provide financial support to owners in a further 59 pre 1919 tenement properties. Maintenance plans and common building insurance will be put in place for these tenements. Such action is required to safeguard public investment in these properties and to encourage owners and their property factors to take responsibility for the future maintenance of their buildings.

### **3. Programmes of Work undertaken in 2022/23**

- 3.1 Local authorities have a legal obligation to provide grant assistance for certain essential adaptation works to meet the needs of a person with a disability. Programmes are delivered through Assisted Living (City Building) and Equipu. From 1st April 2016, the provision of equipment and adaptations in private sector housing became the responsibility of the Glasgow City Health & Social Care Partnership (HSCP) and NRS Housing Services Private Sector team manage the adaptations programme on behalf of the HSCP.
- 3.2 As a result of an internal Council review NRS Housing Services and HSCP agreed to jointly fund the Glasgow Care & Repair service which continues to provide important housing and health related services to elderly and vulnerable citizens in Glasgow.
- 3.3 In line with the Council's Statement (Scheme) of Assistance, funding continues to be targeted at the repair of the pre 1919 tenement stock to protect the city's heritage. Owners' share of the costs must exceed £5000 to be eligible for grant

consideration. The building must also be factored with a maintenance plan and common building insurance put in place on the completion of works. Grant is not payable where owners fail to voluntarily carry out essential common repair works and the Council requires to intervene, as a last resort, and carry out the required works on a statutory basis. Small scale grants or financial contributions may be considered in certain circumstances to bring tenement properties up to a factoring standard and to facilitate the appointment of a property factor.

- 3.4 Where a majority of owners are in favour of carrying out common repair/maintenance works to their building, support is provided through the 'Missing Shares' programme. This involves underwriting the costs of the minority of owners who are unwilling or are unable to pay their repair share and these owners are pursued for full recovery of their costs on completion of the works. This programme has been extremely effective, encouraging substantial numbers of defaulting owners to pay. In total NRS has facilitated £20.158m of works to private housing from 2012 to the present date with a financial outlay of £1.009m by the Council. A letter from NRS Housing Services to an owner is often sufficient to secure an owner's payment. From April 2022 until the present date, owners in 35 tenements have been supported through the Missing Shares programme with the vast majority of defaulting owners paying their share on the completion of works and prior to the issue of an account.
- 3.5 The Council will only undertake statutory repair works to safeguard our older tenements where owners are unable or unwilling to carry out fabric repair works on a voluntary basis. The costs of repair are charged out in full to owners. In 2022/23 major works were carried out on 5 tenements, 3 of which had been evacuated due to the condition of the property.
- 3.6 Housing initiatives have been progressed across parts of the city where concerns have been raised about the private sector housing stock, often in areas which contain a high concentration of private rented properties. By creating housing partnership initiatives with RSLs, the Council has been able to address poor housing condition and property management issues in the areas identified. Following a successful programme of works in Priesthill at Linnhead Drive/Ravenscraig Drive, Rosehill Housing Cooperative has now taken on the factoring of all the tenement buildings (197 flats) and common areas within the former Barratt Housing development. This replicates the success of Thenu Housing Association at the former Barratt Development at London Road/Monteith Row (173 flats) and Lochfield Park Housing Association who continue to acquire and improve flats in Dunphail Drive/Dunphail Road/GlenElg Quadrant and Lochdochart Road Easterhouse (in total 226 flats). The Council continued to address tenement disrepair in Govanhill, Ibrox/Cessnock and East Pollokshields working in partnership with Govanhill, Govan and Southside Housing Associations respectively. The Council also provided financial support to the tenement repair works commenced on the iconic 'B' Listed 'Bell o' the Brae' tenements on High Street working in partnership with Wheatley Group.
- 3.7 NRS Housing Services received additional funding of £2m in 2022/23 to be utilised for fabric repairs and energy efficiency works in our older tenement stock. The monies are to be spent over a 3 year period. This enabled NRS to work in

partnership with Historic Environment Scotland and produce a detailed work specification addressing the retrofit of a listed pre 1919 tenement within a conservation area. In addition the Council was able to support energy efficiency measures in another 3 closes where owners were looking to insulate the sub-floor element areas of their tenement buildings following major repair works. In total £300k was spent in 22/23 from the additional monies.

3.8 Empty Homes officers have worked closely with partnering RSLs to acquire flats and promote compulsory purchase orders where required, in tenement buildings where repairs have been blocked. In total 454 long term empty homes were brought back into use from April 2022 until March 2023.

3.9 PSHG Programme expenditure for 2022/23 is noted below.

<b>Private Sector Housing Grant Programme (PSHG)</b>	<b>Budget (£m) 2022/23</b>
PSHG Budget	7.688

<b>Breakdown of PSHG Programme Expenditure</b>	<b>Expenditure (£m) 2022/23</b>
*Disabled Adaptations and Care and Repair	2.325
Voluntary Repairs incl Small Scale Works	3.303
Statutory Repairs incl Missing Shares	1.830
Housing Initiatives	0.221
Other	0.154
<b>TOTAL</b>	<b>7.833</b>

\*The disabled adaptations programme was supplemented by £145,150.56 in 22/23 with additional funding provided by the Glasgow Health and Social Care Partnership. Without the current partnership arrangement being in place to meet this increased demand some applicants would have required to wait a number of months for their stairlifts to be installed.

#### **4. Programme for 2023/24**

4.1 The Council must continue to meet its statutory requirements in terms of grant provision for adaptations for disabled persons. Grant assistance ranging from 80% to 100% is available to private owners/tenants where there is an assessed critical need. Adaptations are presently carried out by Assisted Living(City Building) however a review is being undertaken by the HSCP to develop an 'opt out' service in order to give clients the choice in the use of contractor. A report is due to be presented to the Integration Joint Board (IJB) in late 2023. NRS Housing Services will continue to manage the Adaptations programme on behalf of the HSCP.

- 4.2 Financial support will continue to be provided for private owners where they take responsibility for the repair of their tenement properties and are prepared to carry out works on a voluntary basis. In line with our Scheme of Assistance, priority will be given to owners in pre 1919 tenements. By part funding the Glasgow City Heritage Trust (GCHT) to the sum of £110k the Council is able to lever in additional grant monies of around three times this value for our voluntary repairs programme. The Council will also continue to support the Under One Roof website which provides impartial advice to owners and information on repairs and maintenance in common blocks.
- 4.3 The PSHG programme will continue to support owners in tenements via the Missing Shares initiative. This has had a significant impact on encouraging owners to take responsibility for the repair and maintenance of their properties by offering support to the majority of owners who wish to instruct common repair works. All Council funding is recoverable under this programme. Similarly, the Council will continue to carry out works on a statutory basis where a tenement building becomes at risk and owners are unable or are unwilling to carry out the necessary repairs themselves. Again, all costs are recoverable following the service of a Work Notice under Section 30 of the Housing(Scotland) Act 2006.
- 4.4 Following completion of the stock condition survey in early 2020 of around 500 pre 1919 tenement properties, NRS Housing Services has formed a number of housing partnership initiatives with RSLs across the city to safeguard our older tenement stock. Partnership arrangements are now in place with Govanhill Housing Association; Southside Housing Association in East Pollokshields; Linthouse Housing Association, Govan Housing Association for Ibrox/Cessnock; Maryhill Housing Association for Hathaway Lane and the wider area. The Council also continues to support other RSLs such as Partick Housing Association, Glasgow West Housing Association and Milnbank Housing Association through funding tenement repairs in their areas of operation and remain in discussion with several other RSLs on how we can assist in the repair of blocks in mixed tenure. All approved partnership areas are linked to the Council's acquisition strategy and include property factoring in addition to property repair.
- 4.5 Delivery of the High Street Action Plan continues to be a focus for both Glasgow City Council and the Wheatley Group. The repairs at the first two tenements are due to complete shortly with a further three tenements on the west side of High Street to be progressed later in 2023/24. In addition, funding has been approved to repair the tenement building on the corner of King Street and Trongate which is in need of structural repairs. Works are scheduled to commence in 2023/24.
- 4.6 The Council has been proactive in intervening in areas where property condition and management issues have been identified in the tenement stock. This is often in areas where there is a high concentration of private rented housing and if no action is taken then the problems could impact the housing stock in the surrounding areas. This is the case for tenement properties in Balcurvie Road, Easterhouse and therefore NRS Housing Services is working closely with Provanhall Housing Association to tackle issues within three tenement closes where the condition of the properties require to be addressed and there is no property management arrangements in place. Similarly, NRS Housing Services

is working with the Denmilne Community Action Group in the South Rogerfield area of Easterhouse and will support residents where issues are being raised with the tenement stock in the area.

- 4.7 The retrofit of our pre 1919 tenement buildings is now a major focus for our repairs programmes. Two retrofit officers were appointed in March 2023 and they have been tasked with identifying suitable projects for energy efficiency funding outlined in 3.7 above. Phase 2 will be delivered in 2023/24 and Phase 3 in 2024/25 targeting £700k and £1m expenditure respectively. A 'fabric first' approach is being adopted, as the need for buildings to be wind and watertight is of central importance to achieving good outcomes, in terms of improving the energy efficiency of properties and in helping the city achieve the necessary carbon savings to meet its net zero target. The additional funding has enabled NRS Housing Services to bring forward a range of projects which will help formulate a strategy for treating our older buildings. A technical specification for internal wall and window insulation has been agreed in partnership with Historic Environment Scotland (HES). Going forward, major repairs and energy efficiency measures will be piloted in buildings in mixed tenure. Working with RSL partners will enable us to attract funding from a number of sources. One project being proposed will also test the performance of exhaust heat pumps and solar photovoltaics in a mixed tenure tenement block with commercial properties on the ground floor. Consideration is being given to how we can raise the profile of, and support private owners in older housing, to repair and retrofit their properties. Discussions are ongoing between our retrofit officers and Loco Home Retrofit on how this can be taken forward.
- 4.8 Construction costs remain at an all-time high and there is a shortage of qualified consultants and contractors undertaking tenement repairs and retrofit measures. This is widely acknowledged across all sectors and officers will continue to highlight our concerns with the Scottish Government. As a consequence it is becoming more challenging to financially support owners and repair some of the older tenement buildings due to the level of costs. This has already resulted in a number of tenement repair projects being stalled while an options appraisal is carried out. It is unlikely that a satisfactory repair outcome will be found in all of these cases.
- 4.9 A review of the Empty Homes Strategy 2019-22 was submitted to committee on 30<sup>th</sup> May 2023. The report confirmed the commitment in the LHS 2023-28 to expand our empty homes work, making greater use of compulsory purchase orders, supporting the acquisition of tenements by RSLs, and improving the performance of factors enabling whole-block retrofits. Key actions included exploring a range of initiatives including the improvement of empty properties for sale, providing grants to bring redundant properties back into use and the repurposing of empty commercial buildings in the city centre into residential use. This will require additional PSHG funding or funding from other sources to help to deliver successful outcomes in future years. Officers will continue to explore this issue of funding with the Scottish Government.

## 5 Policy and Resource Implications

### Resource Implications:

<i>Financial:</i>	The financial implications set out in the report for 23/24 are fully funded from PSHG .
<i>Legal:</i>	The Council will continue to meets its legal obligations in terms of adaptation works and various repair programmes.
<i>Personnel:</i>	Staff input required to assist in the delivery of the programme has been accounted for within existing resources.
<i>Procurement:</i>	A framework is currently in place for the statutory repairs programme.

**Council Strategic Plan:** The measures outlined in the report will contribute towards the following all 4 Grand Challenges and the following Missions.

Grand Challenge 1 – Mission 3-Improve the health and wellbeing of our local communities.

Grand Challenge 2 – Mission 2 -Support the growth of an innovative, resilient & net zero carbon economy.

Grand Challenge 3 – Mission 2 – Become a net zero carbon city by 2030

Grand Challenge 4 – Mission 1 – Create safe, clean and thriving neighbourhoods

### Equality and Socio-Economic Impacts:

<i>Does the proposal support the Council's Equality Outcomes 2021-25? Please specify.</i>	Yes – The PSHG Programme will help deliver key strategic outcomes of Glasgow's Housing Strategy 2023 - 2028, which has been subject to an <a href="#">EQIA</a> .
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What are the potential equality impacts as a result of this report?	The Council's approach to improving the housing stock particularly in lower end of the private rented sector will improve living standards and bring associated benefits to many residents and vulnerable groups.
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*Please highlight if the policy/proposal will help address socio-economic disadvantage.*

Yes. The PSHG programme will improve the standard of accommodation for owners and tenants and help to improve living conditions and address fuel poverty.

### **Climate Impacts:**

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

PSHG supports many of the actions including continuing to work to maximize funding for Area Based Schemes (Action No.8), preparing an improvement plan for older (pre1919) tenements and private sector housing (Action No.9), and facilitating the retrofit of existing private housing (Action No.39).

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

Reduced climate impact by maintaining the current housing stock for longer.

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

Yes. Repairing the building fabric and installing energy efficiency measures will deliver and contribute to carbon reductions and savings.

### **Privacy and Data Protection Impacts:**

No privacy and Data Protection impacts identified.

## **6 Recommendations**

That Committee:

1. Notes PSHG programme expenditure for 2022/23 totalling £7.688m.
2. Notes the programme proposals for 2023/24 which includes tackling a range of private housing repair and property management issues across the city, through various area-based initiatives while re-stating our commitment to the provision of PSHG funding for programme priorities.