

**Glasgow City Council**

# **Glasgow's Housing Issues**

**2009 to 2011 Revised and Updated**

**SEPTEMBER 2011**

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# 1. INTRODUCTION

This Issues Report accompanies Glasgow's Final Consultative Draft Local Housing Strategy 2011.

The Final Consultative LHS Draft draws on the analysis contained here and on previous consultations with stakeholders. This Issues Report has been revised and updated to reflect the changing context, new data and analysis that has become available over the past two years. We include previously reported analysis that is still relevant and where no updated data is yet available.

## **2. KEY POLICY AND LEGISLATION**

## **Key Policy and Legislative Changes 2009 - 2011**

Since the production of the first consultative Local Housing Strategy in August 2009, there have been a number of relevant legislative and policy changes from both Holyrood and Westminster. The following is a summary of these changes.

### **Housing (Scotland) Act 2010**

The Bill was passed on 3<sup>rd</sup> November 2010 and received Royal Assent on 9<sup>th</sup> December 2010. The legislation:-

- Creates a new, independent Scottish Housing Regulator and sets out its future statutory objective, functions, powers and duties. The new Regulator will operate alongside the existing Scottish Housing Regulator during 2011/12, developing and consulting on plans for a new regulatory framework.
- Introduces a new Scottish Social Housing Charter to replace existing Performance Standards. The Charter will set out a series of outcomes which social landlords should aim to achieve and against which the Scottish Housing Regulator will monitor compliance. A draft Charter has been issued for formal consultation and the Government is aiming for the first Charter to come into effect in April 2012.
- Ends the Right to Buy for new tenancies and for new supply housing built after 25<sup>th</sup> June 2008.
- Increases the maximum period for designation as a Pressured Area Status from 5 – 10 years and empowers Local Authorities to make, amend and revoke pressured area designations rather than having to apply to Ministers.
- Amends the “local connection” in homelessness to allow members of the armed forces to form a local connection through employment or residence.
- Improves the protection for tenants granted a lease in breach of their landlord’s standard security conditions.

### **Equality Act 2010**

This legislation amalgamates much of the previous anti-discrimination legislation in one Act and introduces a range of new provisions which began coming into effect from October 2010.

The Equality Act 2010:

- Outlaws unlawful discrimination in relation to nine ‘protected characteristics’ – age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation.
- Sets out a new definition of discrimination arising out of disability. For landlords this means that they will need to make investigations when granting tenancies or when taking any action against a tenant to make sure they are not indirectly discriminating against them on the grounds of disability and to keep records as to why specific action has been taken.
- Extends the duty on landlords to make reasonable adjustments to disabled tenant’s homes to common areas, when they are requested by the tenant or someone acting on their behalf.
- Introduces a public sector duty to tackle discrimination, promote equality of opportunity and encourage good community relations which could apply to RSLs in relation to decisions taken in the management and allocation of housing.

Non-statutory guidance on the specific provisions for housing within the Act is currently being drafted by the Commission for Equalities and Human Rights for publication later this year.

## **The Climate Change (Scotland) Act 2009 & Energy Efficiency Action Plan**

This Act creates the statutory framework for greenhouse gas emissions reductions in Scotland:-

- Sets an interim 42% reduction target for 2020, with the power for this to be varied based on expert advice, and an 80% reduction target for 2050
- Establishes Scottish Committee on Climate Change to advise Ministers on targets
- Places duties on Scottish Ministers requiring that they report regularly to the Scottish Parliament and specific climate change duties on Scottish Public bodies

The '*Conserve and Save: Energy efficiency Action Plan*' details the action required if Scotland is to meet statutory emissions reduction targets, as set out in the 2009 Act. One of the key actions relating to energy efficiency identified in the plan is to improve the energy efficiency of all our housing stock to meet the demands of the future.

## **The Energy Act 2010**

The Energy Act 2010 came into force on 8 April 2010, taking forward policies first proposed in the *UK Low Carbon Transition Plan 2009*. The Transition Plan sets out policy mechanisms which aim to reduce UK carbon emission levels by 18% on 2008 levels by 2020.

The Act has four main elements, it introduces:-

- A new Carbon Capture and Storage Incentive (CCS) to support the construction of four commercial-scale demonstration projects in the UK
- Mandatory social price support to tackle fuel poverty by lowering the energy bills of the most vulnerable consumers
- Clarification of Ofgem's remit
- Provision of additional powers to Ofgem to tackle market power exploitation.

## **Energy Bill 2011**

The Energy Bill was introduced into the House of Commons with its First Reading on 16th March 2011, and second on 10<sup>th</sup> May. It is currently at Committee stage and is expected to be enacted in the autumn. The Energy Bill has been designed to provide for a step change in the provision of energy efficiency measures to homes and businesses, and make improvements to our framework to enable and secure, low-carbon energy supplies and fair competition in the energy markets.

The Bill contains a number of different measures, with three of major relevance to improving the housing stock:

### **Green Deal**

- Green Deal is intended to create a new financing framework to enable the provision of fixed improvements to the energy efficiency of households and non-domestic properties, funded by a charge on energy bills that avoids the need for consumers to pay upfront costs.

### **Private Rented Sector**

- Establish powers for the Secretary of State, which would, in the event of continued poor energy efficiency performance in the Private Rented Sector, prevent private residential landlords from refusing a tenants' reasonable request for energy efficiency improvements to be undertaken in their properties, where a finance package is available. It would also require private landlords in the domestic and non-domestic sector to improve some of the least energy efficient properties where finance is available. The earliest date regulations could be made is April 2015.

### **Energy Company Obligation**

- Amend existing powers in the Gas Act 1986, Electricity Act 1989 and the Utilities Act 2000 to enable the Secretary of State to create a new Energy Company Obligation to take over from the existing obligations to reduce carbon emissions (the Carbon

Emissions Reduction Target (CERT) and Community Energy Saving Programme (CESP)), which expire at the end of 2012, and to work alongside the Green Deal finance offer by targeting appropriate measures at those households which are likely to need additional support, in particular those containing vulnerable people on low incomes and those in hard to treat housing.

### **The Home Owner & Debtor Protection (Scotland) Act 2010**

This legislation entered into force on 30 September 2010 and significantly amends the procedure that mortgage lenders must follow prior to raising a court action by introducing Pre-action Requirements.

Under the provisions of the Act:-

- All repossession cases will have to be heard in court, except where there is evidence that the property has been voluntarily abandoned.
- Lenders will have to demonstrate that they have taken reasonable steps to avoid repossession.
- Homeowners will be allowed lay representation to help them state their case, if they cannot afford a lawyer.
- The debt relief offered by bankruptcy will be extended to some who cannot presently meet bankruptcy criteria, by introducing a certificated route into bankruptcy. Debtor provisions also extend the protection currently offered for the family home in bankruptcy to trust deeds for creditors.

### **Private Rented Housing (Scotland) Act 2011**

The Bill received Royal Assent on 20 April 2011 and introduces a number of provisions aimed at raising the standards of private rented housing in Scotland. This legislation introduces:-

- Changes to the operation of the systems for registration of private landlords and licensing of houses in multiple occupation.
- New powers to allow local authorities to deal with overcrowding in the private rented sector.
- Provisions aimed at improving the working of private sector tenancy regime.

### **Property Factors (Scotland) Act 2011**

This legislation received Royal Assent on 07 April 2011 and introduces a number of provisions designed to address concerns about the quality of services managing communal areas in flatted accommodation in Scotland.

The Property Factors (Scotland) Act 2011:-

- Requires a public register to be maintained of all property factors and makes it an offence for a factor to operate without being registered. It defines who can and cannot register and the code of conduct that the factor is expected to follow.
- Establishes a Homeowner Housing Panel and Homeowner Housing Committees similar to the Private Rented Housing Panel and Private Rented Housing Committees established by the Housing (Scotland) Act 2006. The purpose of the panel/committee is to establish whether a property factor has complied with its contractual duties and, if not, to make a "property factor enforcement order" setting out any work to be executed and any financial payment to be made to the homeowner.

### **Scotland Bill**

The Scotland Bill is currently before the United Kingdom Parliament having been introduced on 23 June 2011. Among other things this Bill devolves certain fiscal powers to the Scottish Parliament including provision for the introduction of a land transaction tax and borrowing powers including for capital expenditure. Scottish Ministers will be able to run up to £2.7 billion of debt, comprising £0.5 billion on current borrowing and £2.2 billion on capital borrowing.

These powers are likely to have an impact on land use, housing and housing investment.

### **Homes Fit for the 21st Century: the Scottish Government's Strategy and Action Plan for Housing in the Next Decade: 2011-2020.**

Published on 4<sup>th</sup> February 2011, this paper sets out the Scottish Government's housing vision and strategy for the decade to 2020. Over the period, the Government intends to achieve the four major housing-related targets set by the Scottish Parliament or the Scottish Government:-

- by December 2012, all unintentionally homeless households will be entitled to settled accommodation.
- by April 2015, all social landlords must ensure that all their dwellings pass all elements of the Scottish Housing Quality Standard.
- by November 2016, so far as is reasonably practicable, nobody will be living in fuel poverty in Scotland.
- by December 2020, improved design and greater energy efficiency in housing will have made a contribution to Scotland's commitments to reduce our energy consumption by 12% and our greenhouse gas emissions by 42%.

Part 1 of the document – 'New Supply' - focuses on the need to increase the supply of affordable housing across all tenures to meet the needs of a growing population and increasing number of households in Scotland in the context of a decline in house construction, restrictions on mortgage lending and very limited public resources. The paper signals the Government's intention to adopt a more radical approach to increasing housing supply through the development of new funding models, identification of new sources of finance and provision of a wider range of affordable housing options. Key proposals aimed at supporting new supply include:-

- Allowing housing associations to channel receipts into new build through models in which the Scottish Government's right to reclaim Housing Association Grant is waived.
- Encouraging multi-tenure housing developments with developments for private sale or rent cross-subsidising the social rented sector.
- Exploring the potential for shared funding of developments, with contributions from land-owners/ developers, housing associations/ co-operatives and central or local Government.
- Widening the sources of funding for investment in affordable housing by exploring potential for a Scottish Social Housing Bond and access to pension fund investment.
- Introducing an Infrastructure Investment Loan Fund and National Housing Investment Bank.
- Legislation to make it easier for RSLs to diversify their activities and provide options such as shared equity and mid-market rent, alongside social homes.
- Providing support for RSLs who want to provide market rental homes.
- Expanding and developing the National Housing Trust model for funding homes for intermediate rent and continuing to invest in shared equity schemes.
- Introduction of a £50m Investment and Innovation Fund to provide subsidy for new affordable housing.

Through investment in the New Supply Shared Equity scheme, the National Housing Trust and the Innovation and Investment Fund, the Scottish Government aims to deliver 18,000 new affordable homes over the next three years.

Part 2 of the paper – 'Choice and Quality' – covers investment in the quality of existing stock and neighbourhoods and provision of a wider range of affordable housing options. Key commitments set out in this section of the paper include:

- Reform of the preserved right to buy to cut the level of discount.



- Introduction of a new social housing standard in 2012, requiring higher levels of energy efficiency by 2020.
- Expansion of the Housing Options approach to provide "housing health checks" for more people, especially social tenants who feel that their home no longer meets their needs.
- Consultation on changes to legislation to enable landlords to adjust aspects of the tenancy rules, such as succession rights, and adapt their allocations policies to best meet local needs /give more flexibility on the use of Short Scottish Assured Tenancies.

### **Investment and Innovation Fund**

On 3 February 2011, the Scottish Government announced that for 2011/12 new competitive arrangements would be introduced under the banner of the Innovation and Investment Fund. This fund has made available £50m for 2011/12 to allow all suppliers to provide all types and tenure of new affordable housing. The £50m is to be divided between:-

- Council House Building (£20m)
- Registered Social Landlord (RSL) building (£20m)
- £10m Innovative Fund open to all sectors through a subsidy competition.

Under the new funding arrangements, council house subsidy will continue at £30k per house but HAG subsidy levels for RSLs will reduce to £40k per unit.

The £20m budget allocated for investment in RSL housebuilding through this fund is for the whole of Scotland, excluding the Transfer of the Management of Development Funding (TMDF) authorities of Glasgow and Edinburgh. The Scottish Government has advised that, in Glasgow and Edinburgh, the Council is required to make available funding from their TMDF budgets for which RSLs can bid on a competitive basis, using the same procedures and criteria as the Registered Social Landlord Fund being run nationally by the Scottish Government. In Glasgow, the Council has identified a sum of up to £7m in 2011/12 which can be made available for this fund.

The Scottish Government has indicated that these arrangements will only apply to the 2011/12 financial year and that they will review the position for future budgets later in 2011.

### **Welfare Reform Programme**

Since the election of the Coalition Government in May 2010, there have been a number of announcements regarding reform of the welfare system and the direction of spending on welfare benefits. These announcements have taken the form of the emergency Budget in June 2010, the Comprehensive Spending Review in October 2010, a welfare reform White Paper in November 2010 and various ad-hoc announcements.

The Budget included Government proposals to make annual savings of £40 billion, a quarter of which were to be achieved through cuts to welfare benefits. Further cuts to welfare benefits were announced in the Comprehensive Spending Review, bringing the total required reductions in this budget to £18 billion per annum by 2014/15.

**The Welfare Reform Bill** was published on 16<sup>th</sup> February 2011 and sets out the Government's plans to introduce legislation aimed at simplifying the benefits system in order to improve work incentives.

The Bill provides for the following:-

- Introduction of a new Universal Credit, a single payment which will replace tax credits, housing benefit and income related allowances from 2013
- Migration of claimants off Incapacity Benefit (ICB) to Employment Support Allowance (ESA) and Jobseekers Allowance (JSA)
- Time-limiting contributory Employment and Support Allowance to 12 months for claimants who are able to prepare for work

- Introduction of the Personal Independence Payment which will replace Disability Living Allowance
- Introduction of Single Fraud Investigation Service from 2013 who will assume sole responsibility for investigation of all benefit fraud
- Abolishing Community care grants and crisis loans and introducing a localised scheme
- Major changes to Housing Benefit, Local Housing Allowance and Council Tax Benefit

## Changes to Housing Benefit / Local Housing Allowance

### *Main changes from April 2011*

- Local Housing Allowance (LHA) rates will be set at the 30<sup>th</sup> percentile of local rents rather than the 50<sup>th</sup> percentile as previously
- LHA rates will be capped at £250 per week for a one bedroom property, £290 per week for a two bedroom property, £340 per week for a three bedroom property and £400 per week for four bedroom or more (the five bedroom rate for LHA will no longer exist and families with a need for a five bedroom property will instead receive the four bedroom rate)
- Deductions for non-dependents will be uprated on the basis of prices
- Provision to pay up to £15 additional Housing Benefit per week will be removed
- Claimants with a disability and a non-resident carer will be entitled to the LHA size criteria adjustment for an additional bedroom
- The Government contribution to Discretionary Housing Payments will be increased by £10 million in 2011/12 and £40 million in each year from 2012/13.

### *Changes 2012 – 2014*

- From April 2012, the age threshold at which the shared room rate, the lowest rate of LHA, applies increases from 25 to 35 years of age
- From April 2013, LHA rates will be linked to inflation via the Consumer price Index (CPI) rather than the Retail Price Index (RPI) as at present
- From April 2013, total household benefit will be capped at £500/week for couple and lone parent households and £350/week for single adult households, so that no workless family will receive more in welfare than median after tax earnings for working households. The cap will be delivered by local authorities who will assess the total benefit income of all new and existing Housing Benefit claimants to ensure that they do not receive more than the cap
- From April 2013, Housing Benefit will be restricted for working age tenants in the social housing sector who are living in a property which is larger than deemed necessary for the size of their household.

These reforms of the welfare system are likely to have a significant impact on housing providers and their tenants. We consider the potential effect of the welfare reform agenda on the housing sector in more detail on page xxx.

## Comprehensive Spending Review & Scottish Budget

Details of the UK Government's Comprehensive Spending Review were announced on 20 October 2010 and saw Scotland's block grant cut by about 10% in real terms over the four years of the Spending Review to 2014/15.

### Scottish Budget under the Comprehensive Spending Review 2010/11 – 2014/15

	2010-11	2011-12	2012-13	2013-14	2014-15
Resource DEL	£24.8	£24.8	£25.1	£25.3	£25.4
Capital DEL	£3.4	£2.5	£2.5	£2.2	£2.3
Total	£28.2	£27.3	£27.6	£27.5	£27.7

Source: [http://www.hm-treasury.gov.uk/spend\\_index.htm](http://www.hm-treasury.gov.uk/spend_index.htm)

The Scottish Budget passed by Parliament on 03 February 2010 included a reduction in the overall housing and regeneration budget from £488m in 2010/11 to £393.8m in 2011/12. This reduction was reported as a 19.4% fall from the previous year but the figures did not include housing investment allocations to Glasgow and Edinburgh Councils and published figures for 2010/11 did not include £118m of new housing supply funding brought forward into 2008/09 and 2009/10 as part of the Government's Economic Recovery Plan.

Under the Transfer of Management of Development Funding (TMDF) arrangement currently in place, the Scottish Government has confirmed that Glasgow City Council will receive £68.1m funding from the AHIP for 2011/12. This figure represents a 20% cut on 2010/11 allocation of £85.1m.

### **Christie Commission: Commission on the Future Delivery of Public Services**

The Christie Commission was established by the Scottish Government in November 2010 to:

- Address the role of public services in improving outcomes,
- Examine structure, functions and roles to improve the quality of public service delivery,
- Consider the role of a public service ethos

The Commission reported on 29 June 2011.

Key priorities identified by the Commission include: -

- Recognising that effective services must be designed with and for people and communities
- Prioritising preventative measures to reduce demand and lessen inequalities
- Driving continuous reform across all public service based outcomes, improved performance and reduced costs
- Implementing better long term strategic planning, including greater transparency around major budget decisions like universal entitlements

To achieve these priorities, the Commission identified a number of recommendations including: -

- Introducing a new set of statutory powers and duties, common to all public bodies, focussed on improving outcomes. These new duties should include a presumption in favour of preventative action and tackling inequalities
- Making provision in the proposed Community Empowerment and Renewal Bill to embed community participation in the design and delivery of services
- Forging a new Concordat between the Scottish Government and local government to develop joined-up services, backed by funding arrangement requiring integrated provision

### **Future Glasgow**

Future Glasgow was launched earlier this year to deliver a new vision for the city. Glasgow's city vision, *Future Glasgow*, has been typified by an explicit focus on working in partnership, encouraging participation and input from all city stakeholders in order to develop a shared series of aspirations and priorities for the future. It aims to build on past achievements, clarify the city's objectives for medium to long term development, and create a framework for improvement over the period to 2025 and beyond into which all individual sectoral strategies and programmes will link. Its fundamental objective is to provide an imaginative and sound basis for future social, economic and environmental action.

The public engagement work was completed at the end of June and engaged directly with over 2600 people at over 40 events. In parallel, a number of topic inquiry workshops were held – these brought together experts in particular topic fields (health, employment, transport, housing, culture/leisure, city centre, place-making, sustainable development, education and

economy) to explore trends in those areas, key issues, and other factors that are projected to affect Glasgow or cities in general in the years to come.

The Council gained a huge amount of insightful and challenging material at the public engagement events and topic workshops, and the reports have now been finalised. They will be made available along with the draft vision at consultation stage which is scheduled to take place in November 2011.

## **3. THE ECONOMY**

## **The Economic Context**

### **Glasgow Economic Commission**

The Glasgow Economic Commission was established by the Glasgow Economic Partnership to take an independent view on the future priorities for economic development in Glasgow and the city's key economic delivery partners i.e. the private sector, Glasgow City Council, Scottish Enterprise/Scottish Development International, Glasgow Chamber of Commerce and Skills Development Scotland.

The Commission reported in July 2011.

The Commission's report focuses on developing the industries and jobs to enable Glasgow to thrive and grow sustainably in the future. Although housing was not directly identified in its remit, the importance of the construction industry and quality of place (where quality of housing provision is vital) is recognised for its contribution to the city's economic growth.

### **Housing and the Glasgow Economy**

Since the mid-1990s Glasgow has experienced a sustained, albeit still incomplete, recovery from the economic distress of the previous three decades. This has resulted in higher levels of employment and reduced worklessness, which have led in turn to lower levels of deprivation and contributed to improvements in neighbourhood quality. The long decline in the city's population has bottomed out and Glasgow is now gaining population through both migration and natural change. The house price boom from 2001 onwards promoted a surge of private new building but adversely affected affordability.

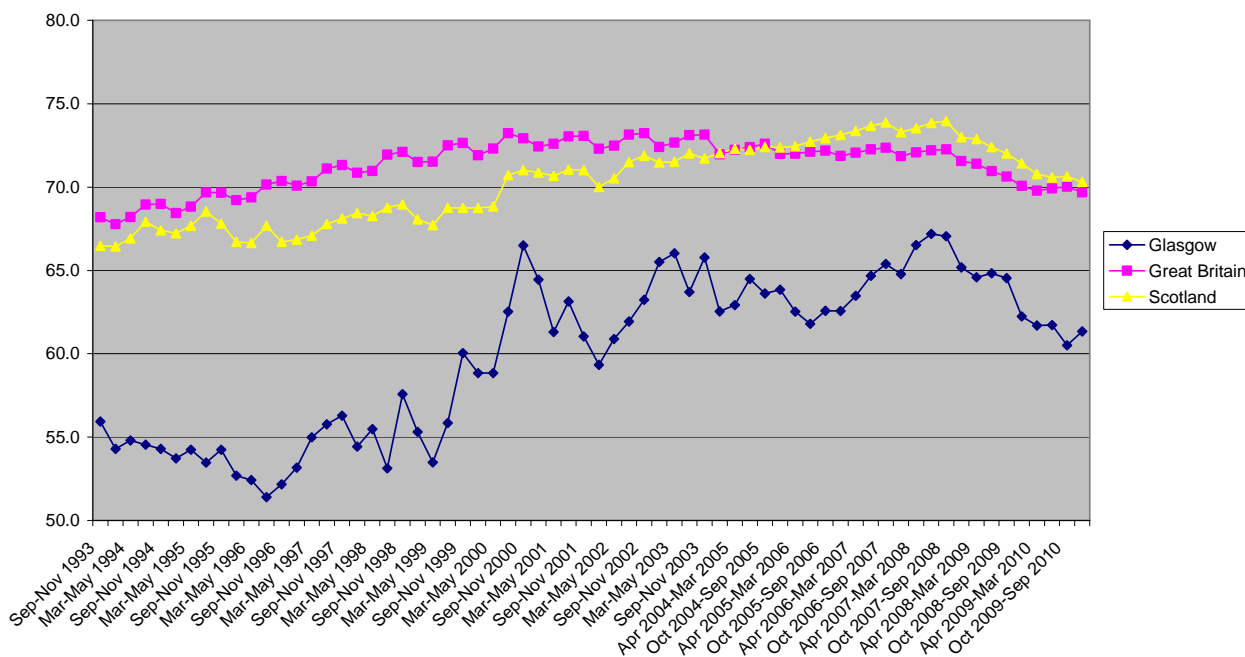
The Credit Crunch of 2007/08 has led to a dramatic change in prospects. Private housing starts have fallen by two-thirds, to their lowest level since the previous two recessions in 1981 and 1993, and house prices have fallen back by around one fifth. Since 2009 the economy has moved out of recession but overall is weak.

### **Employment, Unemployment and Worklessness**

Since the mid-1990s, Glasgow has experienced buoyant economic growth. The number of employee jobs in the city is estimated to have risen from 332,000 in 1995 to a peak of 420,900 in 2008, falling back slightly to 407,000 in 2009. Reflecting this, there has been a striking improvement in employment levels. In the mid-1990s, the rate of employment among Glasgow's working age adults was some 15-20% below that of Great Britain. Over the last decade the gap has narrowed to around 8% (see Chart 1). In parallel with this, unemployment as measured by the Labour Force Survey/Annual Population Survey has reduced much more in Glasgow. In the mid-1990s it was around 15%, 4-7% higher than in Great Britain, but by 2008 it was down to 6%, only 1-2% higher (see Chart 2). Particularly striking has been the fall in the numbers of working age claimants of social security benefits other than Job Seekers Allowance. Since 1999, there has been a fall of about 16,000 in the number of people claiming sickness and disability benefits, and a fall of 9,000 in the number of lone parents on benefits (see Chart 3). The fall in Incapacity Benefit claims in Glasgow contrasts with the absence of any significant fall in Great Britain as a whole.

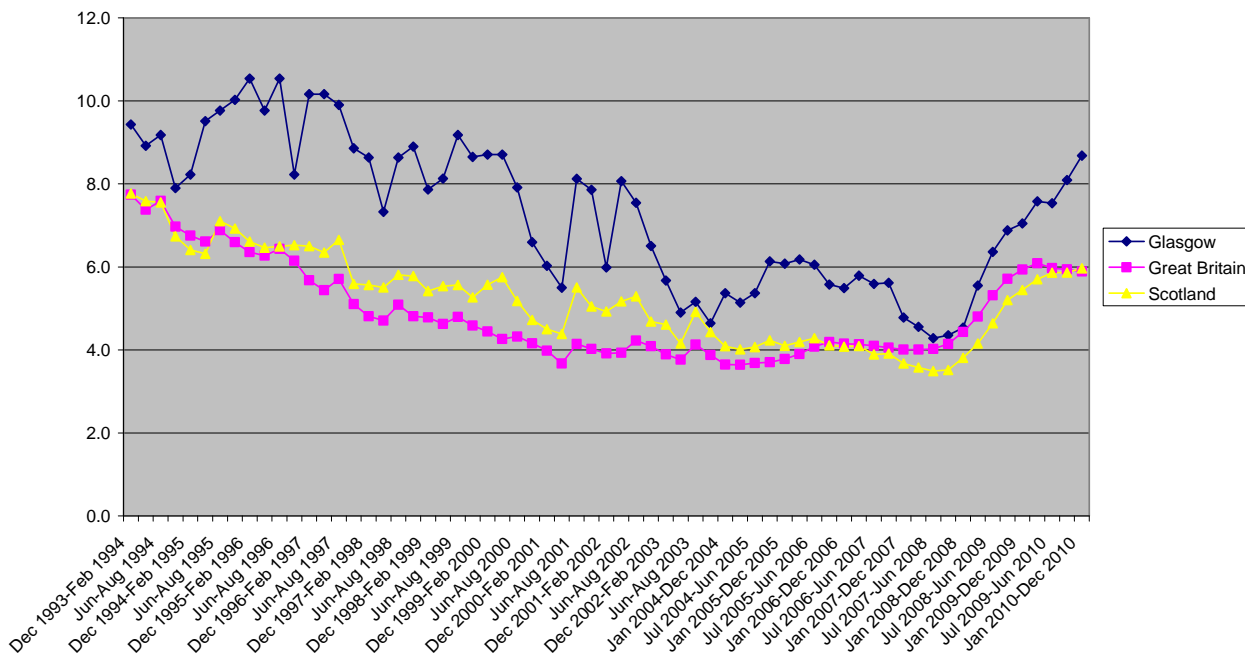
With the onset of the recession in August 2007, the economic outlook has changed. The most quickly available local indicator is claimant unemployment. This has turned sharply upwards in Glasgow, especially since the end of 2008 (see Chart 4), although the rate has flattened at around 25,000 since mid-2010. The employment rate has fallen since 2008, from 67% to 61%; and this rate of decrease has been steeper than national rates over the same period (Scotland from 74% to 70%; GB from 72% to 70%). With growth rates struggling to reach the levels anticipated by the Exchequer, and high levels of volatility in the financial markets in the summer 2011, the prospect of a quick return to a sustained recovery appear to have receded and the long term future of the national economy is open to debate.

**Chart 1: Labour Force Survey/Annual Population Survey Employment Rates  
Glasgow - Scotland - Great Britain**



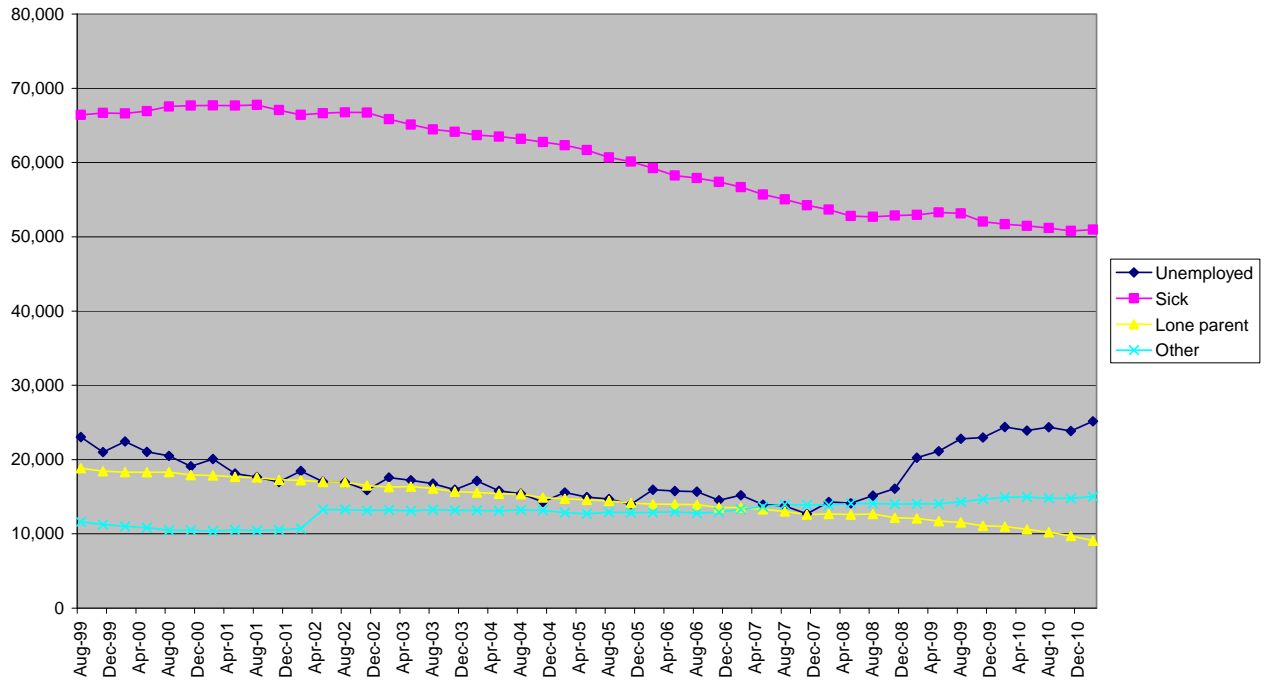
Adapted from data from the Office for National Statistics licensed under the Open Government License v 1.0.

**Chart 2: Labour Force Survey/Annual Population Survey Unemployment Rate  
Glasgow - Scotland - Great Britain**



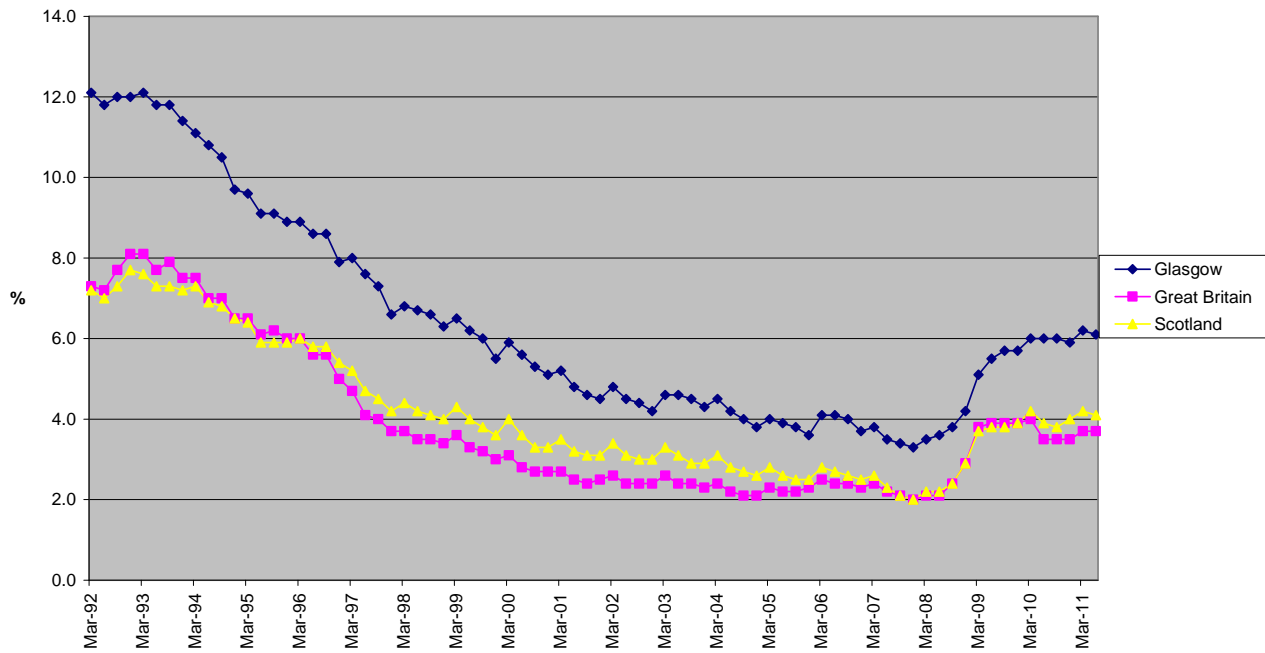
Adapted from data from the Office for National Statistics licensed under the Open Government License v 1.0.

**Chart 3: Working Age Claimants of Key Benefits - Glasgow**



Adapted from data from the Office for National Statistics licensed under the Open Government License v 1.0.

**Chart 4: Unemployment - Claimants as a proportion of the working-age population (16-64)  
Glasgow, Scotland, Great Britain**



Adapted from data from the Office for National Statistics licensed under the Open Government License v 1.0.



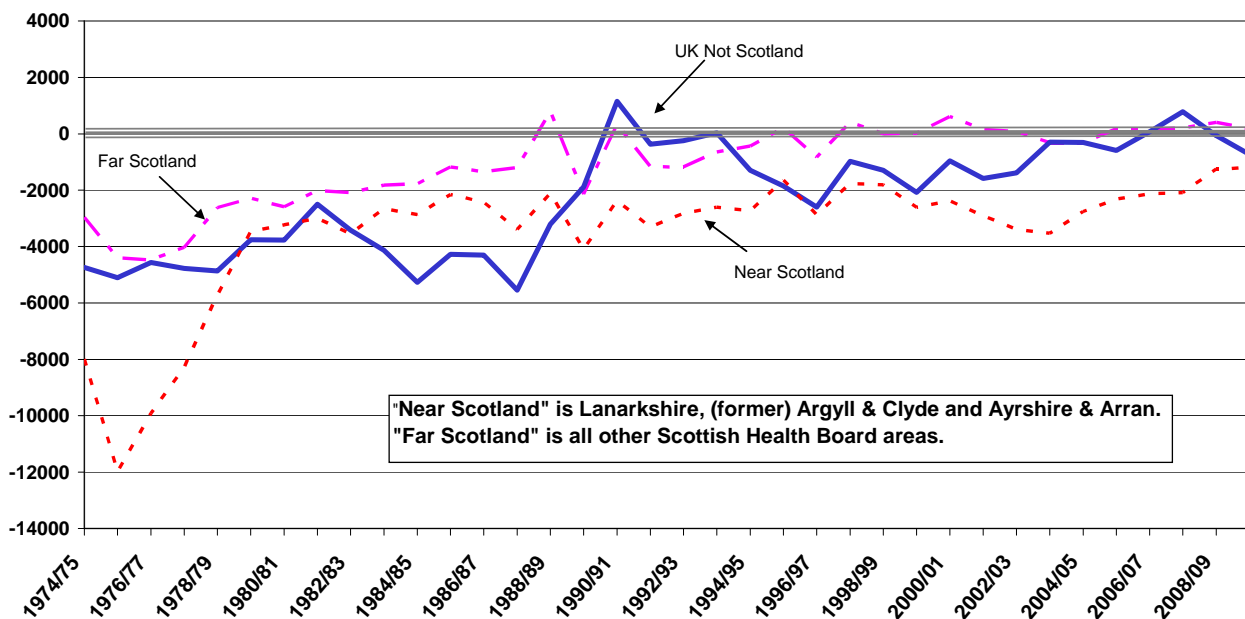
## **4. GLASGOW'S PEOPLE**

## Glasgow's Population

The last two editions of the Housing Issues (August 2009, August 2010) highlighted the improvement in Glasgow's population outlook. There were two main aspects to this – (1) a change in balance between births and deaths and (2) improved net migration. The latter has been the main reason for the improved outlook. The chart below shows net migration trends for the former Greater Glasgow Health Board area (GGHB), of which the City forms much the largest part. There has been a long term trend of out-migration from GGHB to the UK outside Scotland, but these migration losses have reduced in recent decades. This culminated in a net in-migration of 800 in 2007/08. However, since then, net out-migration from the City to the UK outside Scotland has resumed, with a net migration loss of 800 in 2009/10. It remains to be seen if this is the beginning of a new trend, with the economic situation resulting in employment-related higher migration losses.

The trend in longer distance net migration to/from the rest of Scotland ("Far Scotland", or Scotland outside the Glasgow conurbation and Ayrshire and Arran) has remained fairly stable in recent years, with only a minimal net inflow. With respect to shorter distance migration ("Near Scotland", or the Health Board areas around Glasgow) there appears to have been a slowdown in the rate of suburbanisation. Fewer people are now moving to suburban areas. The level of net out-migration has reduced from 2,000-3,000 per year in the earlier part of the decade, to about 1,200 per year since 2008.

**NET MIGRATION FROM THE (FORMER) GREATER GLASGOW HEALTH BOARD AREA  
1974/75-2009/10  
from the NHS Central Register**



(Source: Data from National Records of Scotland)

With respect to the balance between births and deaths, or natural change, in 2009/10 the number of births in Glasgow was about 1,200 higher than the number of deaths. This compares with an excess of deaths over births, of more than 1,200, in 2002/03. Over the next decade, when net migration flows are expected to be lower than in recent years due to the economic situation, it is projected that population growth in the City will be largely driven by natural change.

National Records of Scotland (NRS) [formerly GROS] estimated the City's population in mid-2010 as 592,820, up from 578,710 in 2001. The 2008-base projections from the Glasgow and the Clyde Valley Housing Need and Demand Assessment (HNDA) are for an increase from 584,240 in 2008 to 599,900 in 2018, with further growth to 621,700 in 2028.

The HNDA also recognises a lower migration scenario, which includes the effect of a possible negative impact of the economic situation on future migration levels. The latter projection shows a more limited growth in the City's population: from 584,240 in 2008 to 592,700 in 2018, and to 595,300 in 2028.

The recent population increases, and the projected population changes, suggest that the long decline in Glasgow's population, since the beginning of the 1950s, has ended.

### **Age and Household Structure**

There will be significant changes in the age and household structure of the population, which will have important impacts on housing, housing services and the characteristics of neighbourhoods. HNDA projections for Glasgow show, in the period 2008-18, a modest increase in the number of people of 65+, of around 200. This projected change is made up of an increase in the younger group (up to age 74) of nearly 900, offset by a decline of 700 in the 75+ group. However, in the following decade to 2028, the projections show a higher growth for older people. The total 65+ age group is expected to grow by around 19,500, mostly (i.e. 14,100) in the younger retirement age group, up to age 74, with around 5,400 in the 75+ group who tend to need more extensive specialist services.

### **Household Formation**

The HNDA household projections, which have been based on household formation rates in 1991-2008, show substantial increases, with around 25,000 additional households in the decade to 2018, and a further 22,000 in the decade to 2028. The HNDA recognises a degree of uncertainty with regard to these projections. In the period 2001-2008 there has been a slowdown in the rate of household formation in Glasgow, with only small increases in the number of one-person households and a significant reduction in the number of single parent households. Should this slowdown continue, then actual household growth could be significantly lower than these projections indicate. The most recent evidence suggests that this is happening. The 2010 household estimate for Glasgow is 286,000. This implies an actual household growth of 750 per year in 2008-10, compared with a projected household growth of almost 2,500 per year.

### **Single Person Households and Families**

In the current projections, increases in one-person households account for more or less all of the total increase in the number of households, to the point where they could form nearly half of all households in the City by 2028. The number of families with children is expected to rise by around 4,000 in the decade to 2018, with only a minor reduction in the decade to 2028.

### **Students**

Glasgow is a major centre for higher and further education. Housing for students is concentrated across the city's west end and the city centre/ inner east end, serving the city's three universities and specialist higher education institutions. Specialist private companies provide around 25% of the city's student residences. The sector has enjoyed substantial growth as Scottish Government policy has sought both to increase participation rates, underpinning the knowledge economy, and to attract growing numbers of EU and other overseas students. The six higher education level institutions alone had a combined total of 84,585 undergraduate and postgraduate students in 2009-10, of whom 59,835 were studying full time. To this may be added some 51,233 full time equivalent students at FE colleges throughout the GCV area.

Many new undergraduate students secure accommodation in a hall of residence, whilst returning students may choose to share privately rented accommodation, creating a strong market segment, particularly in parts of Glasgow City. For example, the student accommodation service at Glasgow University estimates that 16% live in University owned or managed accommodation, 27% live in the parental home, and 56% live in privately rented accommodation or own their own home.

The private rented sector has traditionally offered choice and a flexible response to demand. Changes in legislation, including the mandatory licensing of Houses in Multiple Occupancy by

local authorities and compulsory Landlord Registration have improved standards in the private rented sector and given tenants improved safeguards. More recently, in response to demand for convenient, affordable and safe accommodation, specialist student housing companies have entered the market and have absorbed some of the growth in student numbers.

### International Migration

As noted before, a major reason for the improved population outlook is a change in migration, with fewer people leaving the City and more people arriving. Since 2000 there have been significant inflows of asylum seekers, mainly from Asia and Africa, and since 2003 of economic migrants from elsewhere in the European Union, particularly Eastern Europe including Poland and Slovakia. Compared to other parts of the UK, Glasgow has received more asylum seekers, but only a moderate number of economic migrants. There are indications that Glasgow will continue to receive in-migration from Asia and Africa, as a result of the establishment of networks among migrants from these areas. Issues of equality in housing now frequently involve new migrants, as well as established minority communities.

### Black and Minority Ethnic (BME) Population

The Council's contract with the National Asylum Support Service (NASS) and the arrival of economic migrants following the accession, to the European Union (EU), of ten new member states have had a significant impact on the ethnic diversity of Glasgow's population. Even although the Council's contract with NASS has now ended, asylum seekers continue to be housed through other providers, and so there will continue to be an impact on Glasgow's population.

The Council has undertaken an exercise to update the population estimates by ethnicity from the 2001 Census. The results of this exercise show that the size of Glasgow's ethnic minority population has increased significantly since 2001 (see Table below).

The 2001 Census found that 5.5% of the total population of the City were from Black and Minority Ethnic communities. The 2008 estimates show that the BME population in Glasgow has increased by over 15,500 in the period 2001-08 and now represents over 8% of the total population. Data from the Annual Survey of Population 2008 and the Scottish Household survey 2007/08 indicate that the BME population may have risen to approximately 9%.

These percentages are based on a definition of ethnic minority that excludes people describing themselves as 'Other White' (i.e. all white people who are not Scottish, British, or Irish). As the City Council's statutory equalities duties extend to 'Other White' people, it is appropriate to include this group within the definition of ethnic minority. In 2001-08 the 'Other White' population has almost doubled, from 10,300 to nearly 20,000, partly due to the arrival of migrants from the EU Accession countries.

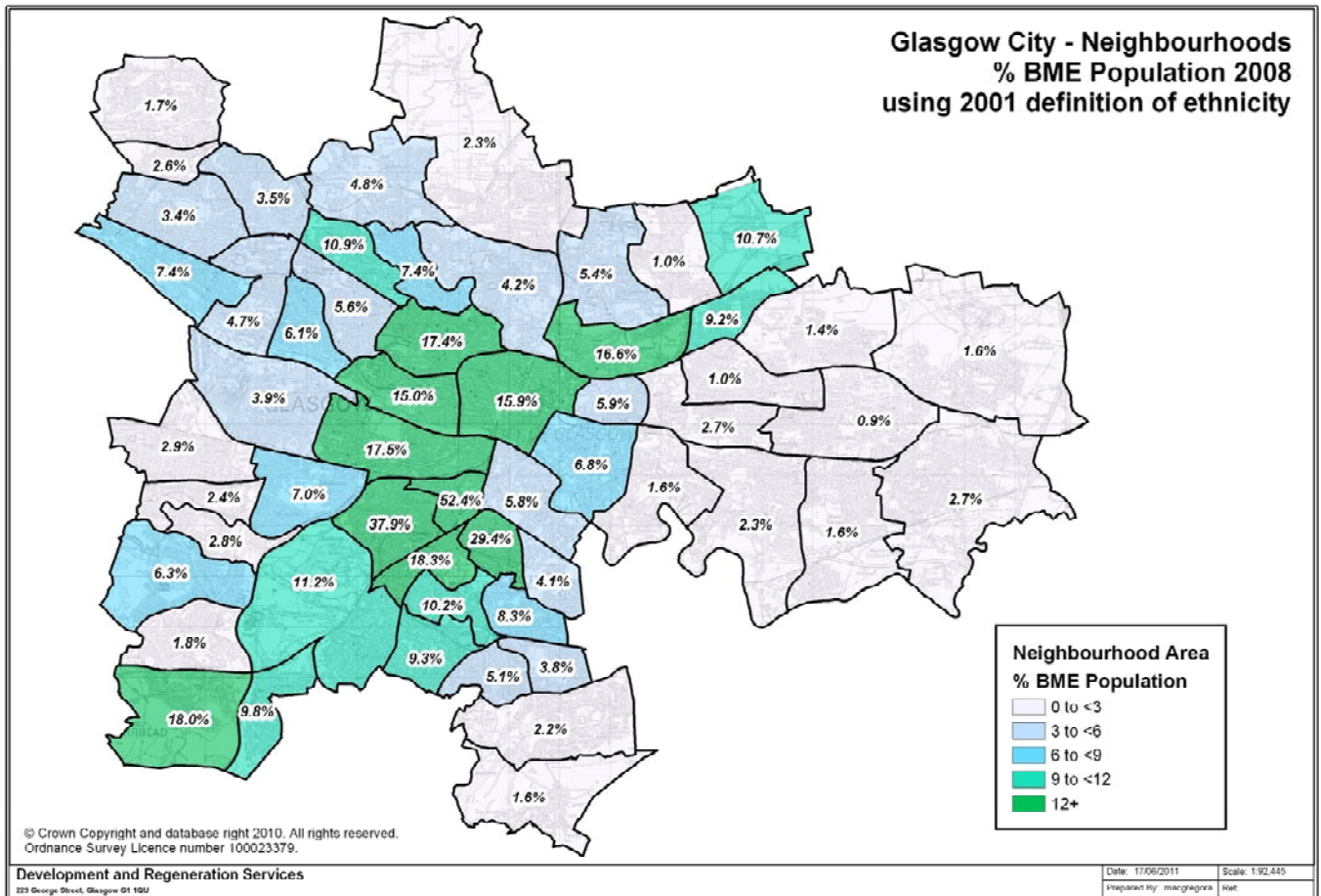
Using the more inclusive definition, the Table shows that Glasgow's ethnic minority population has increased from 41,900 (7.2%) in 2001 to 66,900 (11.4%) in 2008.

**TABLE – Population Estimates by Ethnicity 2001 and 2008 in Glasgow**

Ethnic Group	2001 Population	% age	2008 Population	% age
<b>Total Population</b>	<b>577,869</b>	<b>100.0</b>	<b>584,240</b>	<b>100.0</b>
White Scottish British Irish	536,015	92.8	517,355	88.6
<b>Total BME (new definition)</b>	<b>41,854</b>	<b>7.2</b>	<b>66,885</b>	<b>11.4</b>
Other White	10,344	1.8	19,739	3.4
<b>Total BME (2001 definition)</b>	<b>31,510</b>	<b>5.5</b>	<b>47,146</b>	<b>8.1</b>

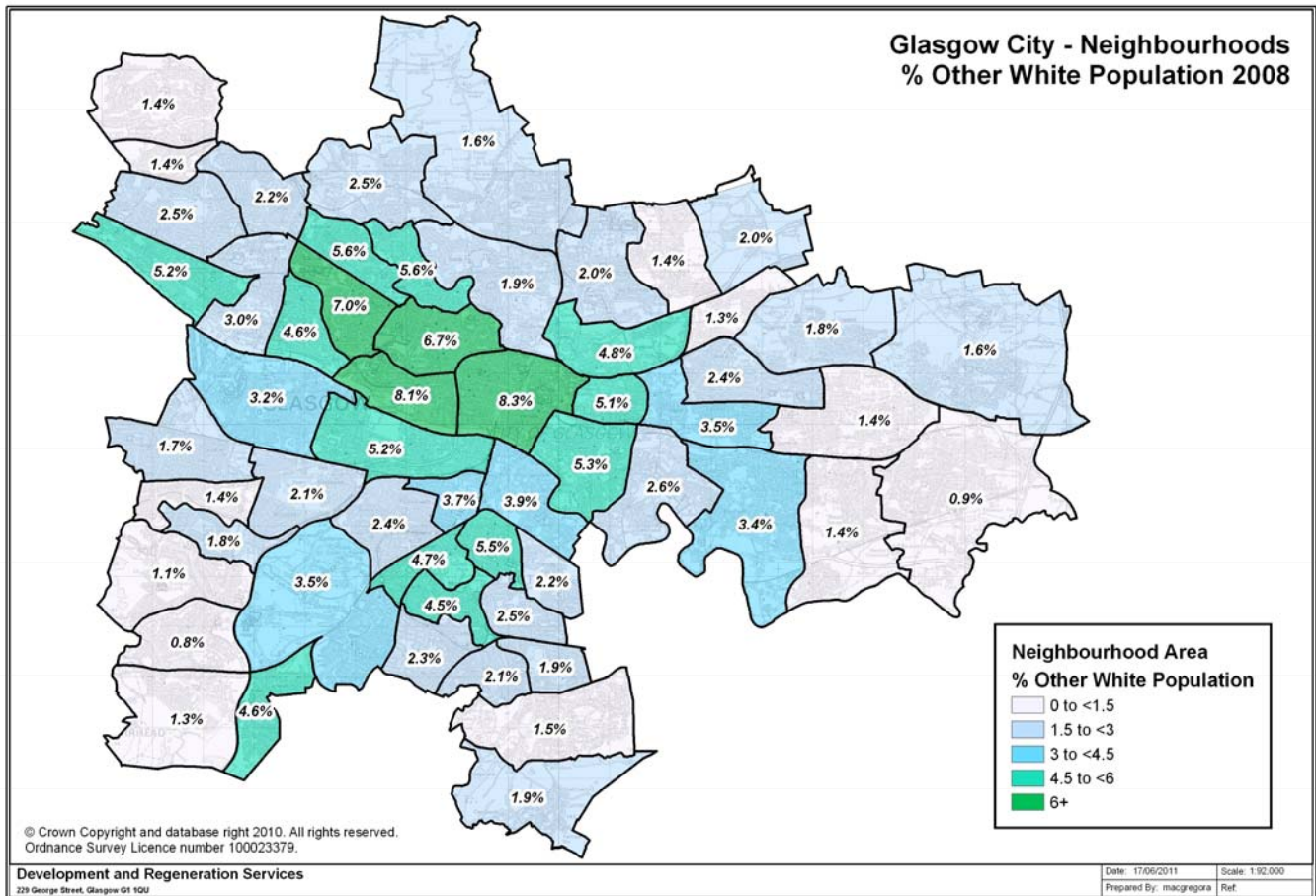
Data Source: 2011 estimates – National Records of Scotland (formerly General Register Office for Scotland)  
Census 2001 – CROWN COPYRIGHT RESERVED

The map below shows the distribution of the BME population at 2008 using the 2001 Census definition of ethnicity. There are concentrations in the City Centre and Inner South of the City. The BME population share is highest in Pollokshields East (52%), Pollokshields West (38%) and Govanhill (29%).



In 2001, only five neighbourhoods had BME populations of 12% or more. By 2008, this has doubled to ten neighbourhoods. There are indications of greater mobility, as the ethnic minority population is located in a wider range of neighbourhoods than those considered to be 'traditional ethnic minority areas'.

The distribution of 'Other White' people is different from the BME population (2001 definition). The 'Other White' population is mainly located in the City Centre and West, where private rented property is common.



### Asylum Seekers and Refugees

As highlighted above, the asylum seeker contract in Glasgow has changed the profile of the population. When the active dispersal programme of asylum seekers was taking place, Glasgow received primarily families. This fitted with the available facilities and support services such as local schools, and helped to support communities. More asylum seekers are now making their own way to Glasgow to be near family and communities, making it a more organic process based on informal networks. Fewer families and more single people are now seeking asylum in Glasgow, and this brings a different profile of needs, including unaccompanied asylum seekers (under 18).

Ypeople and the Angel Group (commercial) are the accommodation providers in the city, and they work to consistent rules and standards of service, as defined by the Immigration and Nationality Directorate.

On average around 70% of families stay in Glasgow when they gain refugee status, because this is where they will have built up social networks. For single people, the movement patterns are quite different with around a third moving away, a third remaining in Glasgow, and a third losing contact with services.

When asylum seekers have a positive decision, the process is for them is to present as homeless if they wish to remain in Glasgow. If they live in a GHA property, in normal circumstances they can stay there. This allows people to remain in the communities they know. However, overcrowding has been reported as a problem. This can be due to natural expansion of families, or other contributory factors. If the refugee household lives in

accommodation owned by another housing provider, the household will have to leave this property and present as homeless in order to access another house.

There are many 'legacy' cases in Glasgow, where asylum seekers have been waiting for 7 years or more for a decision on their application. It was agreed by the UK Borders Agency that these cases would be reviewed, resulting in over 700 households being given status last year. The 'New Asylum Model' means that cases are being dealt with quicker, and which means that asylum seekers may only be in Glasgow for a short period of time before a decision is made on their application, meaning that social support networks may not have developed if the person is given refugee status.

### **A10 Nationals**

In 2004, 8 Central and Eastern European countries joined the EU, and their residents gained the right to move to the UK to work. Romania and Bulgaria joined in 2006 with their nationals temporarily having more limited rights. The Council commissioned a study on A8 Nationals in Glasgow which reported in 2007. Some A8 nationals arrive in Glasgow with accommodation already organised through an employer or through family and friends, but many organise housing when they arrive. 55% of respondents rented their accommodation from a private landlord, with 29% renting from an RSL, with most living in tenements, multi-storey flats or four-in-a-blocks. It is suggested that multiple occupancy and overcrowding may be a problem, sometimes consciously undertaken to keep housing costs down, particularly for larger family groups. Many are therefore living in precarious housing circumstances that they may have little control over.

Issues have been raised throughout the LHS consultation about the rights of new economic migrants to housing or welfare benefits, and the impact of not being able to access services.

GHA commissioned a study in 2008 on 'Housing migrant workers: the impact on GHA'. A key recommendation is to ensure that the Council is making a more accurate assessment of need and demand from this group.

It is difficult to estimate the number of A10 migrants still living in the city as records are only kept of registration and not when people leave. However, there are substantial populations particularly from Poland and concentrated Roma population in parts of the city, and the changing composition of Glasgow's population is highlighted above.

### **Travelling Show People**

Travelling show people are self-employed people who travel the country, often within extended family groups. The community has a strong and distinctive culture, traditions and identity. They need a permanent base or depot (traditionally known as a 'yard') where they can store, maintain and repair their equipment and store their caravans and other vehicles, when they are not travelling. This is traditionally known as 'winter quarters' as historically it was only through the winter months that a permanent base was required.

Traditionally show people travelled between March and October and then returned to their winter quarters in October. These are usually temporary sites. Significant changes, however, have occurred in this traditional travelling pattern and the community has generally become more settled in more permanent bases. This is because of a reduction in the number of traditional fairs which have resulted in changes to their business practice.

Travelling show people now live mainly in permanently sited chalets or static mobile homes which provide higher standards of accommodation and amenities than caravans. Whereas traditional winter quarters were simply for a caravan there is now a need for more space to accommodate their home, vehicles and equipment. Space for storage is also required, including when equipment has to be parked while in transit between major events.

Although show people may aspire to own their own yard they are usually only granted 'temporary' planning consent. This is partly because many sites are identified for future regeneration and because chalets are not considered to be permanent structures.

Overall the number of sites for travelling show people across Scotland has decreased mainly as a result of redevelopment. Consequently, some existing sites have become overcrowded.

Four of the eight GCV authorities have sites for travelling show people, over 90% of which are located in Glasgow. Seventy nine (10%) of the pitches are traditional winter quarters. Site densities can vary from 9 pitches per hectare to over 100 pitches per hectare.

A number of established sites may have to be relocated because of major regeneration projects in Glasgow and South Lanarkshire, including, the M74 extension, facilities for the 2014 Commonwealth Games and various Clyde Gateway projects.

During consultation on the Housing Need and Demand Assessment, the Showmen's Guild advised that the current numbers of travelling show people and their families is expected to increase slightly.

### **Housed Gypsies/Travellers**

In the recent review of the Twice Yearly Counts in Scotland, Craigforth Consultants (2010) discussed housed travellers who are not included in the current Count arrangements. From stakeholder consultation and Gypsy/Traveller interviews, it concluded that in some areas permanent housing may account for more than half of the Gypsy/Traveller population. The Review identified Glasgow and North and South Lanarkshire as areas where there may be a significant housed Gypsy/Traveller population.

The Craigforth Consultants Report commissioned by a Clyde Valley Group of LA's (2007) also found that the majority of housed Gypsies/Travellers were in owner occupied housing, with a known major concentration in and around a specific area in South Lanarkshire. The study noted that one in four of those interviewed living on sites/ encampments expressed an interest in moving to bricks and mortar housing.

As a result of the recent enlargement of the EU by accession of a number of Eastern European states, a Roma community has grown up, mostly located in Glasgow City. The City Council closed the Rodney Street site in 2009 because the site had been completely vacant for some time. Despite investment in recent years on the amenity blocks gypsies/travellers did not use the site. There have been occasional instances of unauthorised encampments mainly in the south west of the city but usually the families move on after a short time. The City Council continues to work with neighbouring authorities to address the needs of this community and are exploring ways of engaging more effectively.

### **Population with a Disability**

A Council Working Group of officers has estimated that, in 2008, about 100,000 of Glasgow's population have one or more physical disabilities (see Table below). Glasgow has a higher disability rate than the Scottish average (for people in households: Glasgow 17.0% compared to 13.7% for the rest of Scotland).

The Table shows that the incidence of disability increases with age. Also, people who are older are more likely to have more than one physical disability condition.

Assuming that future disability rates will be similar to current rates, then Glasgow will experience only a limited increase in the population with a disability in 2008-18. In that decade, the projected reduction in the number of very old (age 75+) has a downward effect on the number of disabled people. However, in the following decade (2018-28), the number of disabled people would rise by approximately 10,000.



**Table – Population with a physical disability in Glasgow in 2008, 2018 and 2028**

Age	Population	Physical Disability Rates	Population with a disability
<b>Year 2008</b>			
0 to 17	110,234	2.8%	3,077
18 to 64	391,575	13.6%	53,332
65 to 74	43,009	47.4%	20,386
75+	39,422	58.5%	23,058
Total	584,240	17.1%	99,853
<b>Year 2018</b>			
0 to 17	113,288	2.8%	3,162
18 to 64	403,974	13.6%	55,021
65 to 74	43,890	47.4%	20,804
75+	38,718	58.5%	22,646
Total	599,870	16.9%	101,633
<b>Year 2028</b>			
0 to 17	115,270	2.8%	3,218
18 to 64	404,349	13.6%	55,072
65 to 74	57,961	47.4%	27,473
75+	44,160	58.5%	25,829
Total	621,740	17.9%	111,592

Source: Glasgow City Council - Development and Regeneration Services

Note. This assumes that the physical disability rates by age band do not change

More work will be carried out to test the assumption of constant disability rates over time and to identify the tenure and other characteristics of the population with a disability in Glasgow.

## **5. SOCIAL DEPRIVATION AND INEQUALITY, WELFARE REFORM**

## **Social Deprivation And Inequality**

### **Reductions in deprivation:**

The results of the Scottish Index of Multiple Deprivation 2009 show that Glasgow continues to reduce its share of Scotland's deprivation. Although the City has by far the largest amount of deprivation in Scotland, it has made significant progress in reducing the number of people resident in deprived areas.

	<b>2004</b>	<b>2006</b>	<b>2009</b>	<b>Change</b>
<b>1%-15%</b>	307,997	269,539	244,587	-20.6%
<b>16%-50%</b>	150,636	162,641	181,711	+20.6%
<b>51%-100%</b>	119,236	145,490	157,942	+32.5%
<b>Total</b>	<b>577,869</b>	<b>577,670</b>	<b>584,240</b>	<b>+1.1%</b>

Glasgow: SIMD Population by Category

The bottom 1%-15% has customarily been seen as deprived areas. The reduction in deprivation between 2004 and 2006 has been continued through to 2009. But the table also shows that the greatest proportionate increase has been the population in the top 51%-100% - the areas of least deprivation.

### **Effect on Neighbourhoods**

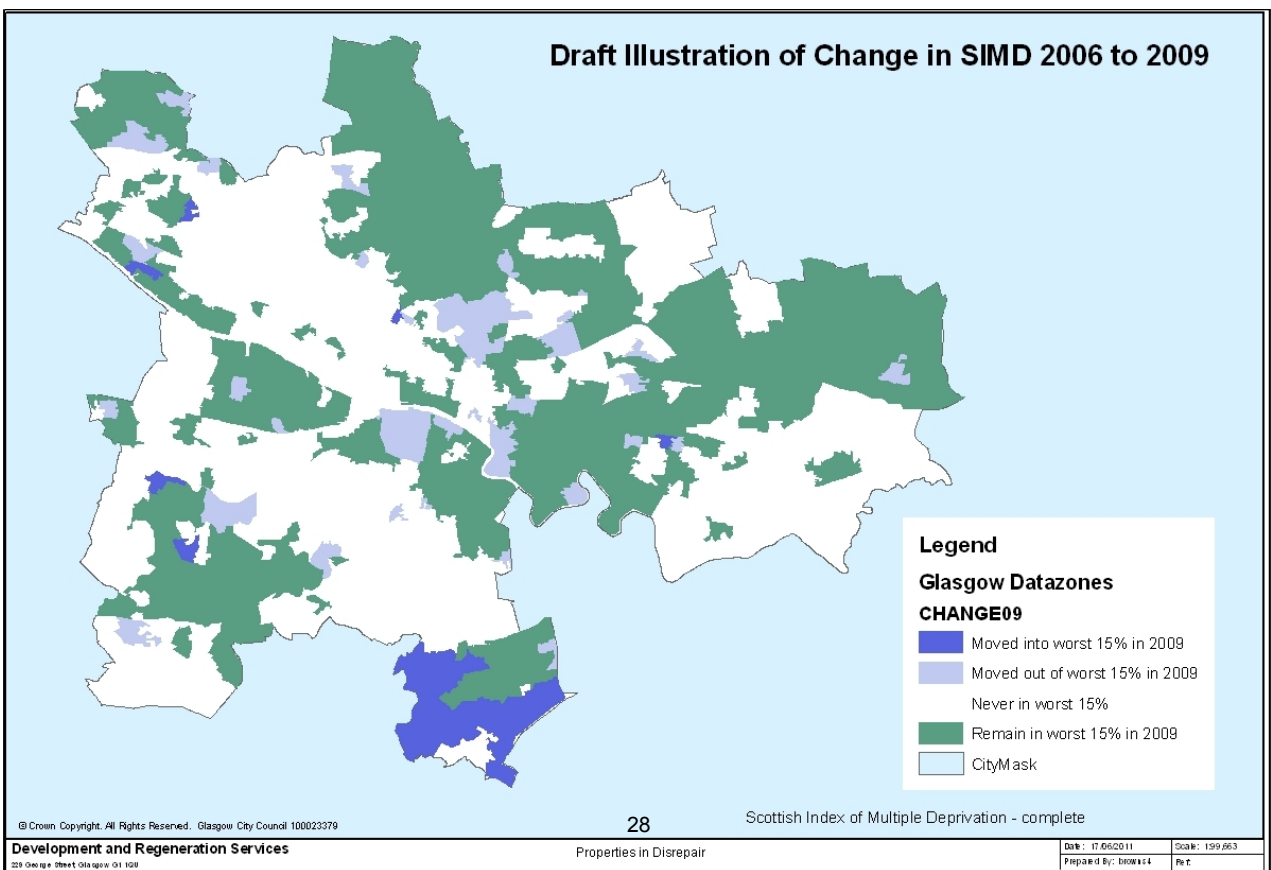
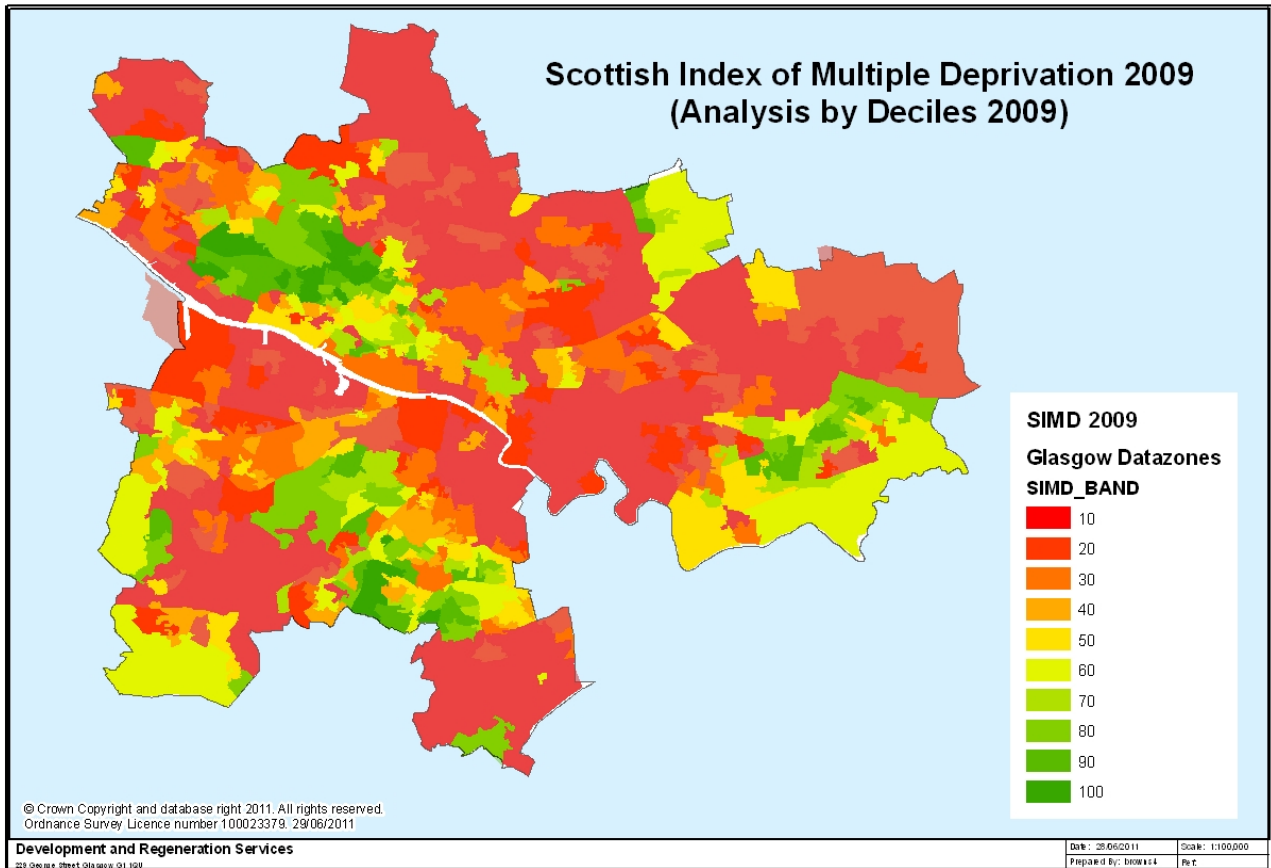
Further interpretation of the figures and of the change between 2004 and 2009 show that some areas can be categorised the same way (they are all mutually exclusive categories).

Area Type	Definition of Area	Population (2008)	Examples
Moving into 16%-50%	Out of deprivation	62,366	Major housing demolition and new build – Sighthill, Shawbridge Stable areas in traditional areas – Knightswood, Carmyle, Baillieston Around City Centre - Anderston
Moving into 51%-100%	Into top half of datazones in Scotland	38,323	Middle and upper market new build – Robroyston, Springburn More up-market stable areas – Kelvinhaugh, Dennistoun, Shawlands
Remaining in 1%-5%	Persistent deprivation	113,727	Core areas of ex-SIPs – such as Castlemilk, Drumchapel, Govan Scattered areas within more stable areas – Knightswood, Mosspark, Riddrie/Carntyne
Gaining position	Up the rankings by 500 places or more	91,363	Scattered areas linked to specific housing developments – Greater Easterhouse, Greater Pollok West End, South Side, stretch from Swinton through Garrowhill to Mount Vernon
Losing position	Down the rankings by 250 places or more	39,681	Upmarket areas where decline counts for little – Newlands, Broomhill Possible effect of displacement – King's Park, Crofffoot

Altogether 59.1% of the City's population live in these areas: a reflection that less than half of the City has been unaffected by these changes. Many of these categories can be seen within the same broad neighbourhood: within Penilee for example there is an area of persistent deprivation close to areas that have gained position, which are themselves next to areas that have lost position.

### Widening inequalities

The most concerning aspect is with areas of persistent deprivation: areas that have been in the bottom 1%-5% in 2004, 2006 and 2009. The gap between the ranking of the median datazone in Glasgow and the median datazone in the 1%-5% category has been increasing, from 694 places in 2004, to 950 places in 2006, and to 1159 places in 2009. The consequence is that the areas of persistent deprivation are increasingly becoming left behind the rest of the City at a time when the amount of resources available to deal with social exclusion is likely to be curtailed.



Average earnings in Glasgow have grown by over a quarter since 1998 (GEP). The rate of increase has been close to those seen across Scotland and the UK but this also means that the gap with the UK has not narrowed since 1998. In 2010, Glasgow's median annual wage at £20,222 was below the median level for Scotland as a whole (£20,771) and for the UK (£21,221). The rate at which Glasgow's median annual pay grew ranged between 2% and 6.5% between 2003 and 2009 but, in 2010, the city experienced a small shrinkage in median annual wages of around 0.5%, a negative trend mirrored in the UK as a whole.

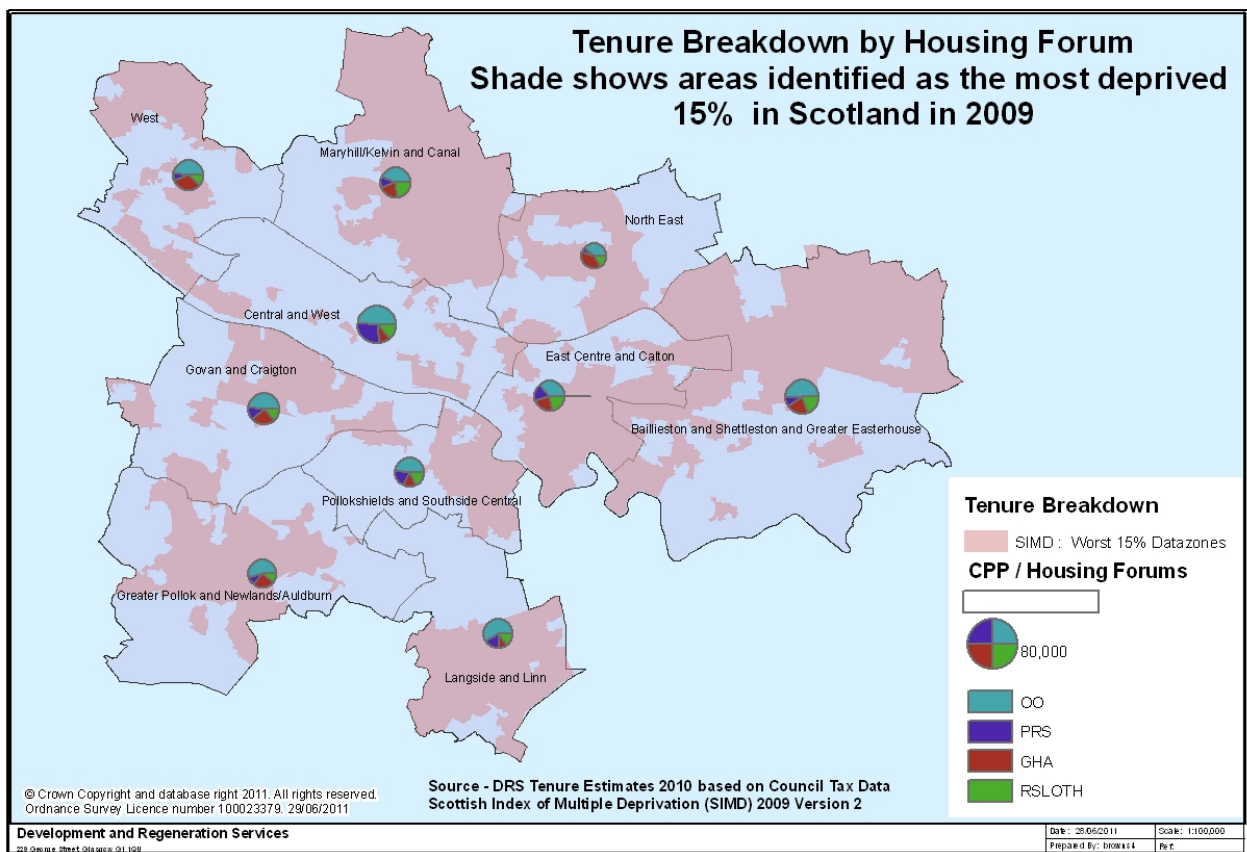
Earnings information, by definition, only applies to those who are in work and so a more complete measure of prosperity is to be found in median household income and disposable income per head.

The median annual household income in Glasgow in 2009 was £14,300, compared to £17,700 in Scotland (SHCS). Median household income in private tenures was £16,800 in Glasgow compared to £19,600 in Scotland, while the figures for the social rented sector were £10,200 and £10,700 for Glasgow and Scotland respectively.

The 2005 figure for Glasgow was £11,700 per person (GEP). At just 88% of the UK average, this was one of the lowest levels of disposable income in Scotland's Central Belt. The average level of disposable income per head in Glasgow has grown by half over the past decade, though this has barely kept up with growth across Scotland and the UK.

### General Levels of Deprivation in the city

We describe the recent changes in SIMD above. There are still over 240,000 people living in the most deprived parts of the city – over 41% of Glasgow's population. Glasgow still has disproportionately more people living in extremely deprived areas. This can be defined as the bottom 5% - the 325 most deprived datazones in Scotland. While the number of datazones in Glasgow in this category has fallen from 226 in 2004 to 169 in 2006 and to 147 in 2009, almost half the datazones in Scotland of this type are in Glasgow.



## **Potential Impact of Welfare Reform on the Housing Sector**

### **Housing Benefit**

About 36% of all households in the city receive Housing Benefit (HB) and/or Council Tax Benefit (CTB). This equates to about 109,000 households and is split by tenure as follows: -

Housing Association (including Supported Accommodation)	76,256
Private Rented Sector	13,129
Owner Occupied (CTB only)	19,824

Glasgow has the highest rate of reliance in Scotland and only four other major cities or population centres in the UK have a higher rate.

So Welfare Reform is likely to have a greater impact on the city than elsewhere unless there is significant, sustained economic growth that builds on the achievements in recent years (before the Credit Crunch/recession) of reduced worklessness and more employment.

### **Housing Sector & Welfare Reform**

The owner occupied sector makes up just under half of the stock in the city. Therefore most stock is rented – either social or private rented – with the latter increasing significantly in recent years.

Welfare reform will have a significant impact on Glasgow's housing sector. Although most of the analysis below focuses on housing benefit issues many tenants who claim HB will be dependent on other benefits and/or low paid employment.

For example, about 75% of tenants of Glasgow's largest RSL (Glasgow Housing Association) are in receipt of Housing Benefit – 61% on full HB and 14% partial HB. For the social rented segment of the housing sector overall, there is a significant level of reliance on HB (about 70%). Measures such as the increase in non-dependent contributions, reduction in benefit for working age households that underoccupy and the extension of the shared room rate (the lowest Local Housing Allowance rate) to single adults up to the age of 35 may increase pressure on the social rented sector, impose additional administrative costs on landlords and the City Council and affect the pattern of investment and re-structuring of the housing supply. For example it is estimated that the impact of extending the age range for shared room rate will affect 1700 claimants with an annual loss of £2.1m

<http://www.glasgow.gov.uk/councillorsandcommittees/viewDoc.asp?c=e%97%9Df%93ry%8B>

The private rented sector (PRS) also has a large proportion of tenants who claim housing benefit although not to the same degree as the social rented sector. Currently, almost three in ten tenancies in this sector attract an element of subsidy through HB/Local Housing Allowance (LHA).

There has been some commentary that linking the Local Housing Allowance (LHA) to the 30<sup>th</sup> percentile rather than the median rent for the Broad Rental Housing Market Area (BRHMA). It is estimated that this will affect 9,000 claimants resulting in an annual loss of £5.45m (GCC Committee Report as above).

There are suggestions that this change might reduce rents in the longer term. However, the segment of the market represented by Buy to Let owners may prevent this happening to any great extent. The loan covenants for Buy to Let may not allow rents to fall below certain levels. It may well be that landlords move out of this market segment. Analysis has indicated that the PRS sector may shrink by as much as 20% over time due to the LHA change to 30<sup>th</sup> percentile (SG).

The cap on LHA may make the high rent areas in the city unaffordable for poorer households. This will increase pressure on the social rented sector and may further concentrate poor households in parts of the city where this sector predominates. There are real threats that homelessness representations will increase at a time when the 2012 homelessness target has to be met.

### **Supply v. Demand for smaller accommodation**

About a third of the stock is made up of one or two apartment dwellings in the RSL sector. Analysis from Council Tax records indicates for housing in the city as a whole, 17% of homes consist of one or two rooms with 56% being 3 or 4 rooms. This proportion of smaller sized accommodation should not obscure the fact that the changes regarding under occupancy for working age households, the extension of single room rate to 35 and increased non-dependent deductions present real and significant problems to households and landlords in the city.

Although the rate of growth in single adult households is estimated to have levelled off there are still projected to be almost 140,000 single adult households by 2018. At 2008 the estimate was 116,000. Estimates indicate from the above that out of a total stock for the city (295,000) there are about 50,000 properties with one or two rooms. In the RSL sector data shows that there were about 34,000 one and two apartment dwellings in 2009/10 but less than 5,000 were single apartments. More refined analysis is required but there are indications that there may be fairly significant levels of under-occupancy by households many of which will be on low incomes and/or may be eligible to housing benefit. Part of this analysis has to identify where households are under-occupying if households are working age.

Even if in numbers there is no problem with respect to supply of smaller accommodation account still has to be taken of conditions, type and location. If properties are in unsuitable locations, wrong house type or poor condition, this will affect supply. Landlords may not have access to private finance (partly due to increased loan costs resulting from welfare changes) in order to bring dwellings to suitable standards.

### **Direct Payments of Housing Benefit to tenants and the move to Universal Credit**

This is an area of great concern for landlords. Previous pilots south of the border whereby housing benefit was paid direct to the tenant received criticism from landlords and others because of the adverse effect on rental income and increase in arrears. There are two aspects to Universal Credit (UC) that are concerning – Housing Benefit being subsumed into UC and that it is paid directly to the claimant. The concern is that tenants may not regard rent payment as a first priority, that there are other household costs that have to be met and that other debt has to be managed (where there is a fixed income is constrained).

It is anticipated that the direct payment of Universal Credit to tenants will lead to increases in rent arrears, more demand for welfare benefit counselling and undermine tenancy sustainment. If tenants cannot sustain tenancies void levels and associated costs will increase.

The Welfare Reform Minister has now announced that a set of demonstration projects will be commissioned to explore the practicalities of paying help with housing costs direct to social tenants.

The demonstration projects will be launched in Spring 2012 and will explore:

- 'Switch back mechanisms', where payment reverts back to the landlord if arrears build up, and repayment of any arrears to social landlords
- The provision of financial support and advice to tenants
- Exceptions, where the payment should still go direct to the landlord.

This announcement follows an announcement that under Universal Credit payments will be made monthly, rather than fortnightly to help people prepare for the working environment.

The fact that Housing Benefit will be subsumed into UC may also have an effect on rent increases. UC will rise by CPI on an annual basis. RSLs normally increase rents annually (after consultation) by some percentage point above RPI. If rents continue to increase as per

previous practice then tenants may have difficulty in paying their rent. To change from RPI to CPI may affect loan covenants with lenders and RSL's working capital.

The focus of housing management services will increasingly be in areas highlighted above and a higher proportion of organisations' costs (and income) will be directed here rather than in other areas of service delivery and/or asset management.

Households in greater financial stress particularly if they do not have access to jobs will make greater demands on welfare and advice services. The impact of increases in non-dependent deductions may mean that more adult children leave the household with the risk of becoming homeless.

### **Potential impact upon rents and new builds**

These reforms will impact on rents and new build. The degree of certainty of income stream to RSLs is an important risk factor for lenders when assessing lending to RSLs. Direct payment of Universal Credit (UC) to tenants for instance may be viewed as a greater risk compared to direct payment to landlords. It is likely that lenders will see greater risk to rental income streams for RSLs and price their loans accordingly. RSLs have already experienced renegotiation of loan covenants with lenders that have increased their costs before the impact of welfare reform because of the crisis in the financial sector.

There are administrative aspects to this change also which may adversely affect households and landlords. Housing Benefit is currently administered by local authorities on behalf of the Department of Works and Pensions (DWP). UC will be administered by DWP rather than Local Authorities with this transition phased

Higher cost of borrowing will be reflected in higher rents and may also deter RSLs from development activity. RSLs could use reserves but their capacity to do so will not be inexhaustible.

As a local authority with no stock of its own our strategic aims with respect to meeting housing needs may be undermined as a result; there may be increases in homeless applications and our capacity to meet these needs will be curtailed by the nature of some of the proposed changes.

In conclusion, the impact of the welfare reform changes will be cumulative and therefore will affect the whole housing sector in the short, medium and longer term to the extent that the structure and characteristics of the sector may radically change.

Further research in this area is required.

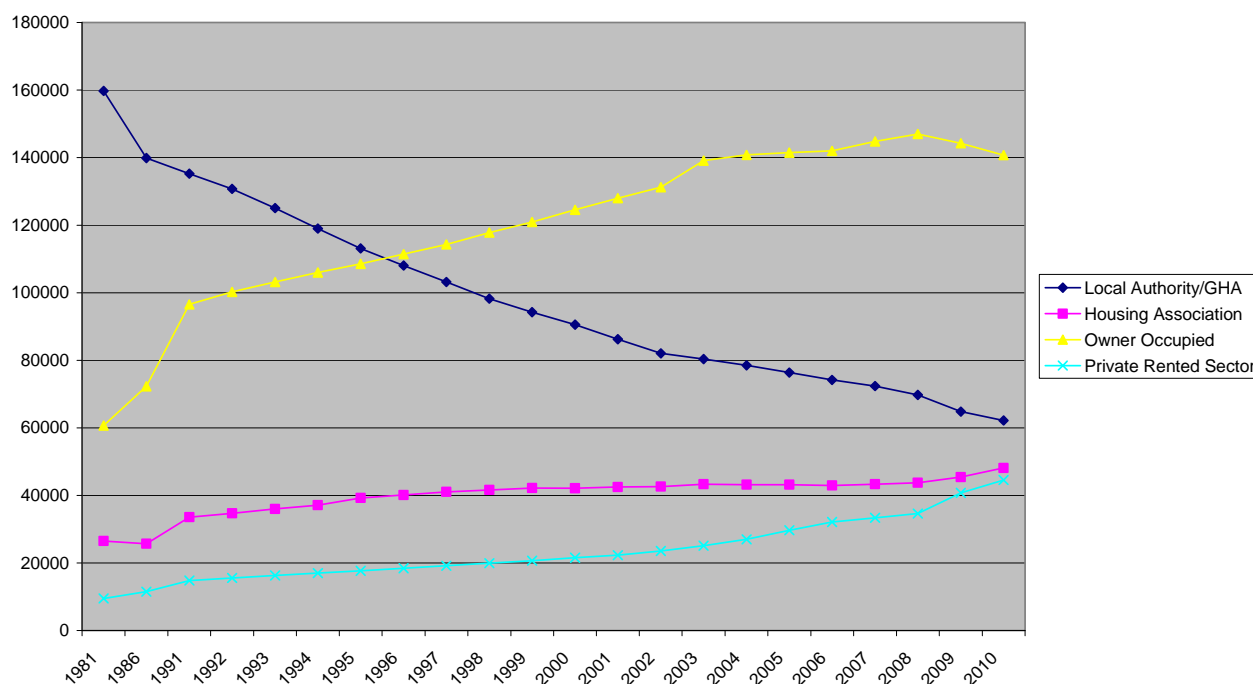


## **6. GLASGOW'S HOUSING STOCK**

## Tenure and Characteristics

In 1981, based on the Census, local authority stock represented roughly 63% of total homes in the city, owner occupied 25%, and Scottish Homes, Housing Associations and private rented each around 5%. By the end of 2010/11 the GHA, which had taken over the Council's stock, held nearly a fifth of the City's stock (21%) of the total while owner occupation was almost half (48%). The rest of the stock is made up of 'other RSL' 16% and Private Rented tenure had risen to 15%.

Glasgow: housing Stock by tenure 1982 to 2010



In their early programmes, RSLs concentrated mainly on rehabilitating pre-1919 inner city stock. The establishment of Scottish Homes through the Housing (Scotland) Act 1988 brought a different focus with a shift in investment to the peripheral estates, through the establishment of new community based housing associations. Though initially focusing on the refurbishment of stock transferred from the city council, increasingly, the focus in these areas was on replacement of tenements with low rise new build family houses. This strategy reduced the density of development and overall numbers of dwellings in these areas. This pattern of investment continued over the next decade, although comprehensive tenement rehabilitation still featured. The former SSHA/Scottish Homes stock, where not sold under RTB, was added to the RSL sector through transfer.

There has been long term decline of the local authority/GHA stock because of RTB and, particularly since the early 1990s, through demolition of obsolete and unpopular houses. Demolitions have mainly been of tenements (interwar and post-1945), although in the early/mid 1990s a number of MSF developments were also demolished. Prior to the major stock transfer of 2003, there had also been transfers of about 12,000 units since the mid-1980s to local community based housing associations (CBHAs). These transfers have attracted much needed investment into areas and revitalised communities.

Owner occupation has more than doubled in size, reflecting the impact of the Right to Buy (RTB) and of buoyant new building, particularly in the later 1980s and since 2000. The

private rented sector has also grown significantly, from a low of 14,900 in 1991 to an estimated 44,500 in 2010. The growth in Buy to Let has been a key feature.

Since these figures were published there has been further shift in stock tenure mix as follows.

- 9,355 Transferred to Community Based Housing Associations (other RSLs) from GHA (Second Stage Transfer)
- 1,518 have been demolished, and
- 198 sold under RTB.

These updated figures will be finalised and published in late 2011 when information from the performance review statistics for 31 March 2011 will be released and the tenure estimates updated.

### **Stock and Tenure Change through the Life of the LHS 2003-2008 (Up To 2010)**

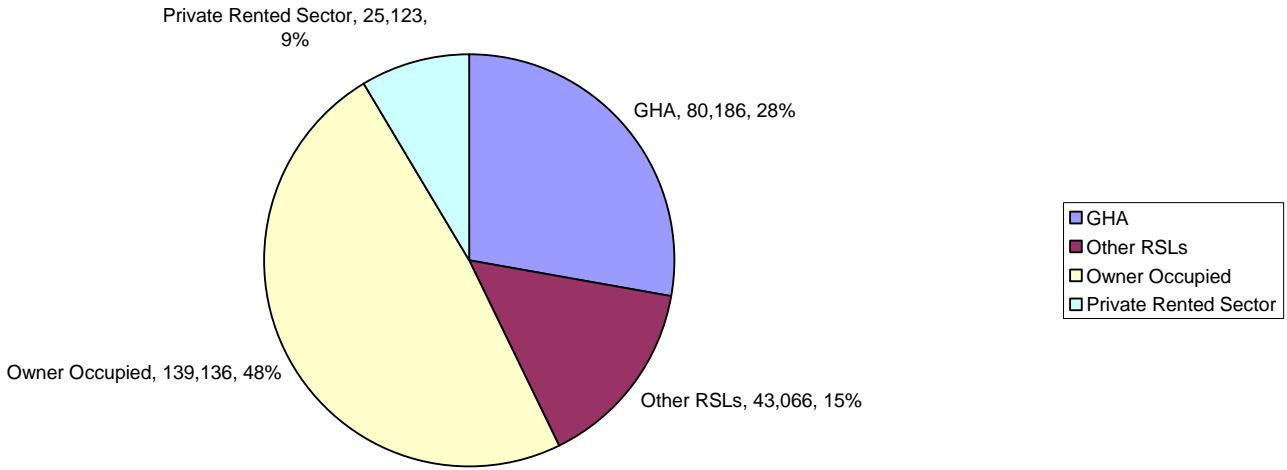
Glasgow's first LHS was adopted in 2003, and the Council transferred its housing stock of just over 80,000 units to the GHA in the same year. Since then, Glasgow's total housing stock has increased by almost 8,100. This is the net result of increases of around 6,600 in the RSL sector contributing to the over 25,500 new units in the City in all sectors and a total of over 15,000 demolitions in all sectors mainly associated with the removal of housing not suitable for future social housing needs through the GHA demolition/reprovisioning programme and some stock adjustments by other RSLs.

	2003	2004	2005	2006	2007	2008	2009	2010
GHA	80,186	78,394	76,394	74,167	72,347	69,738	65,209	63,385
Other RSLs	43,066	43,096	43,279	43,176	43,637	44,116	44,831	47,100
<b>Total Social</b>	<b>123,252</b>	<b>121,490</b>	<b>119,673</b>	<b>117,343</b>	<b>115,984</b>	<b>113,854</b>	<b>110,040</b>	<b>110,485</b>
Owner Occupied	139,136	140,783	141,500	142,001	144,784	146,996	144,459	140,572
Private Rented Sector	25,123	26,972	29,668	32,130	33,382	34,634	40,750	44,543
<b>Total Private</b>	<b>164,259</b>	<b>167,755</b>	<b>171,168</b>	<b>174,131</b>	<b>178,166</b>	<b>181,630</b>	<b>185,209</b>	<b>185,115</b>
<b>Total Stock</b>	<b>287,511</b>	<b>289,245</b>	<b>290,841</b>	<b>291,474</b>	<b>294,150</b>	<b>295,484</b>	<b>295,249</b>	<b>295,600</b>

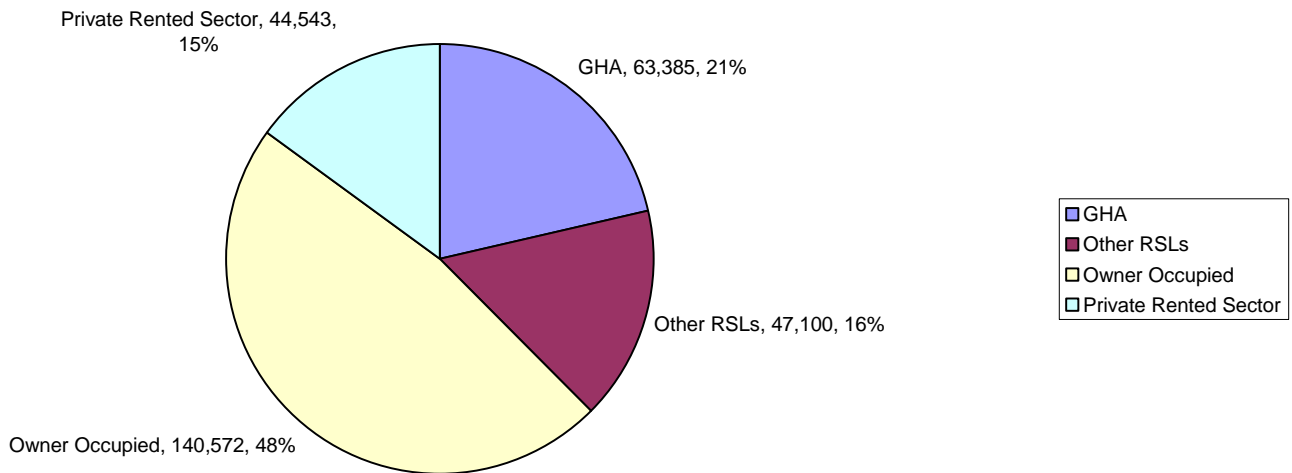
### **Stock Tenure Breakdown**

The following two pie charts show how the tenure breakdown changed between 2003 and 2010 according to the DRS Tenure Estimates and the Council Tax register. Owner Occupied housing has remained just below 50% while the Private Rented Sector is estimated to have grown significantly from 9% to 15% adding almost 18,500 new units to the private rented stock. The other notable change is the clear and continued reduction GHA ownership of former Council Housing Stock since stock transfer. The full impact of the completion of second stage transfers that has occurred during the first part of this financial year is not yet reflected in the pie charts which show stock estimates as at March 31<sup>st</sup> 2011. An additional 9,355 properties were transferred to other RSLs in the first quarter of the current financial year resulting in the percentage of social housing stock held by GHA falling to around 40% during 2011/12.

### 2003 Tenure



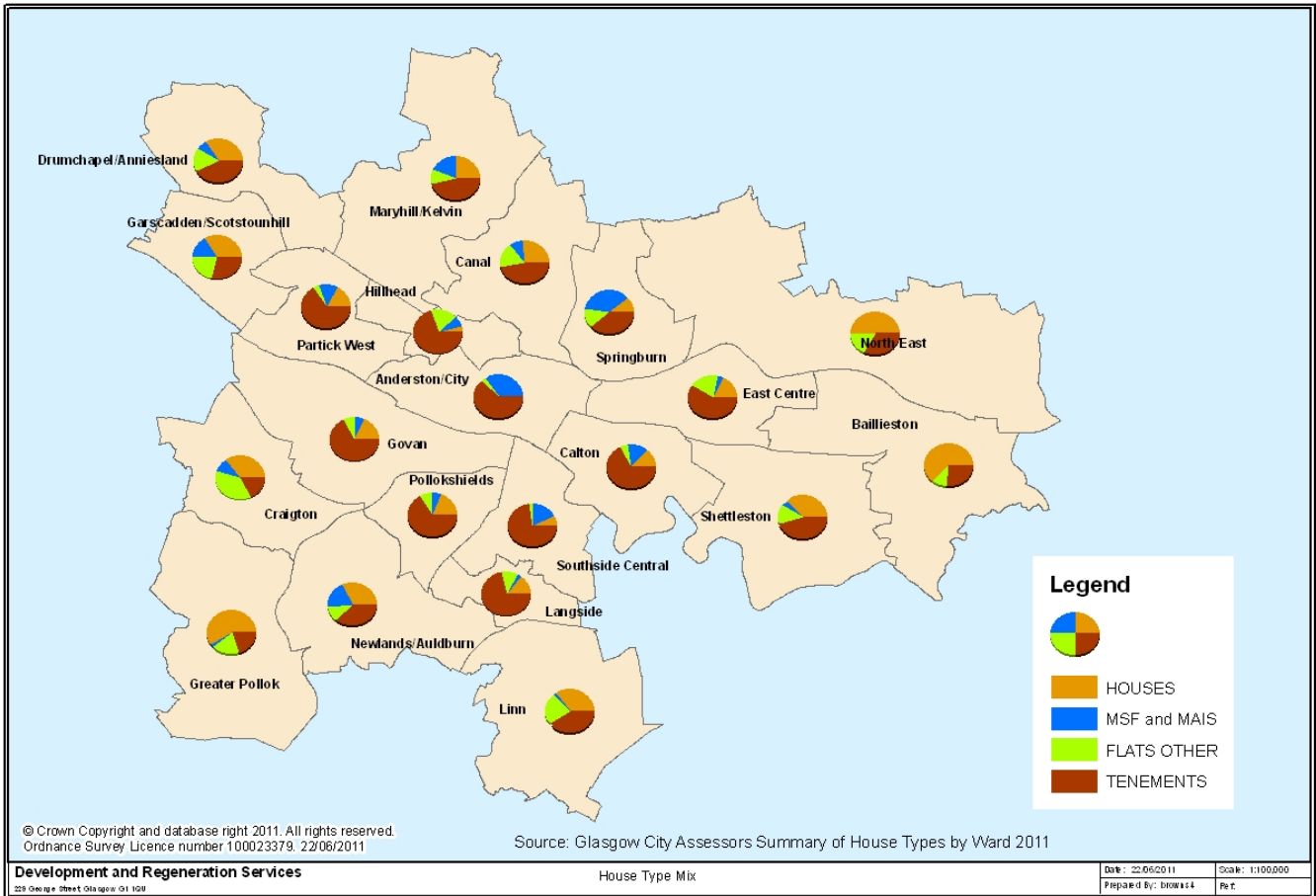
### 2010 Tenure



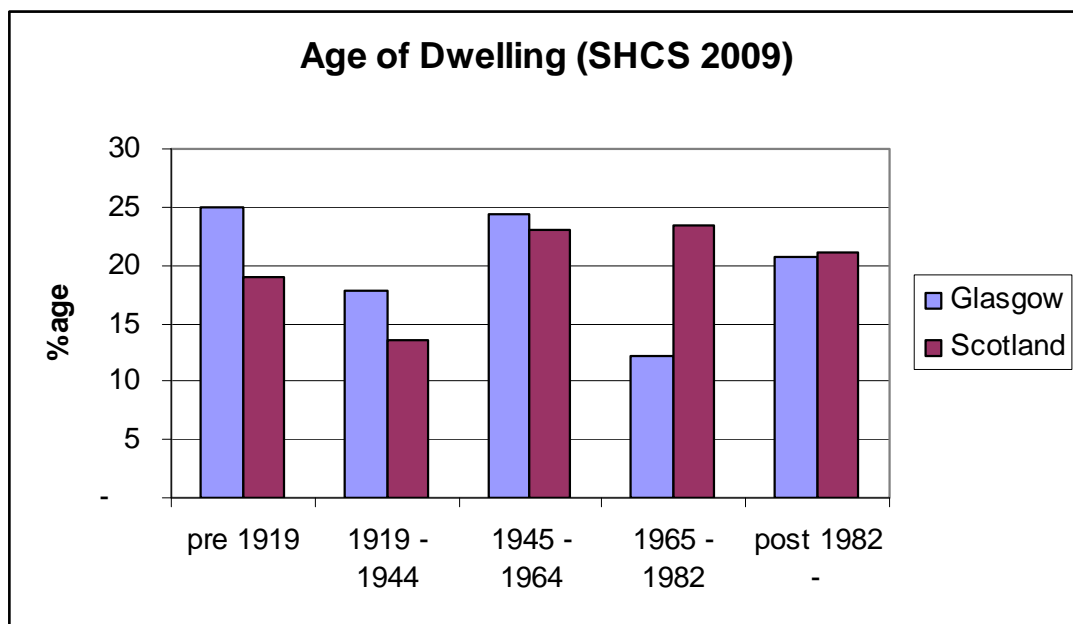
### Stock Type Breakdown – (City Assessor 2011)

Almost half (48%) of Glasgow’s housing stock is in tenements and a further 12% are in multi story buildings. Houses with gardens include flats which are generally in 4 or 6 in a block arrangement. While only a quarter of the stock would be defined as back and front door there are an additional 14% low rise flats.

This mix of stock presents challenges for investment as multiple owners are affected and this is the case with by far the majority of Glasgow's housing stock. This situation affects more than 22,000 units because 4 and 6 in a block flats fall into this category.



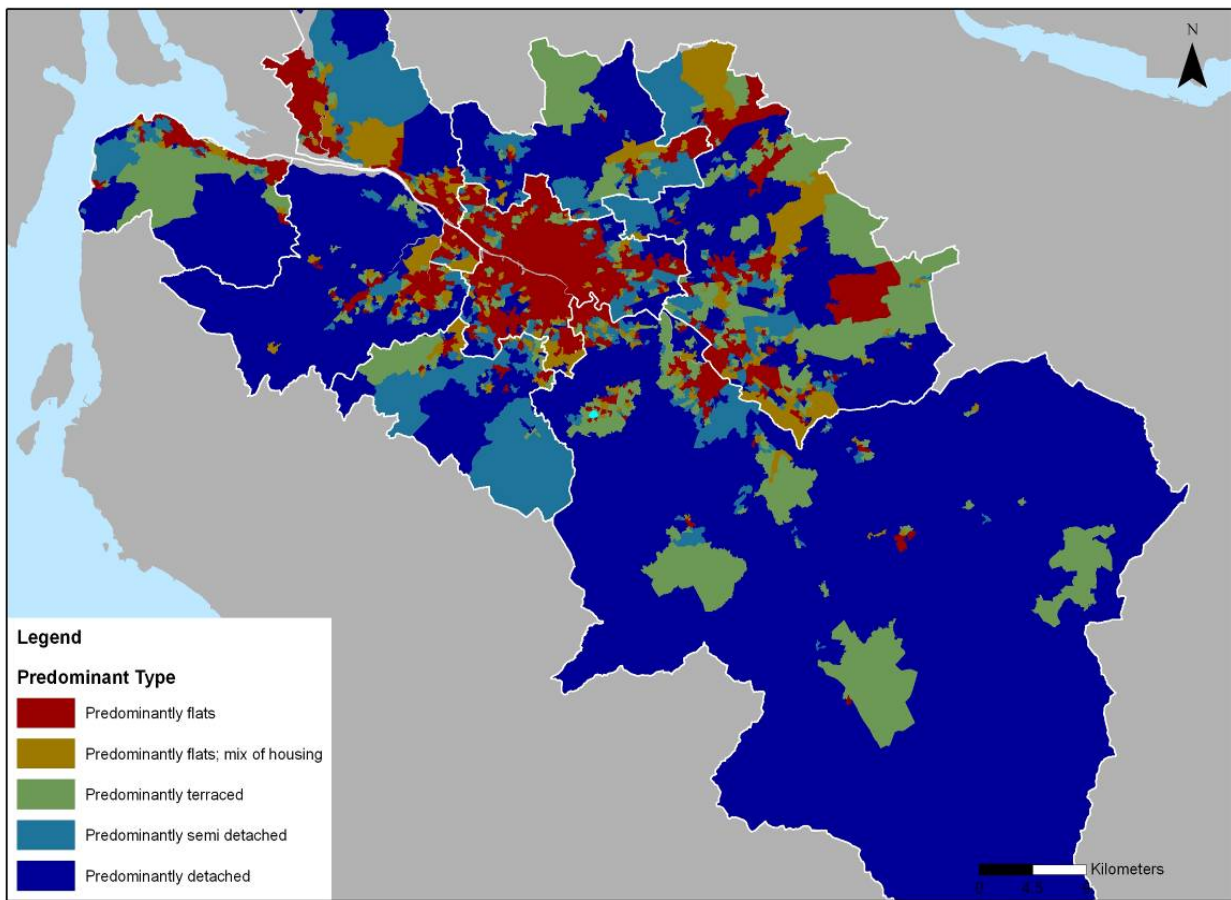
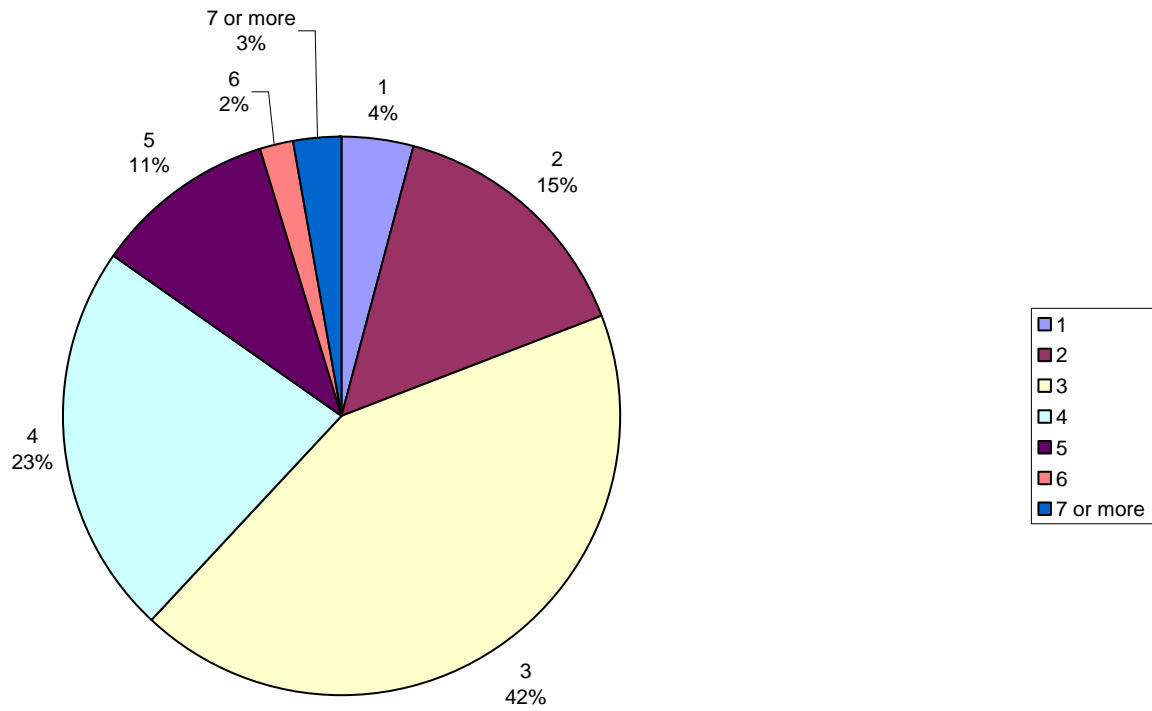
Glasgow's stock is older than that in the rest of Scotland – less than a third (31%) has been built since 1965 and almost half (44%) dates from before 1945. Assessor's data may be directly comparable with that provided through the SHCS, where the survey is based on a sample of the stock.



Source: Scottish Housing Condition Survey 2009

Homes in Glasgow are relatively small, predominantly 3 or 4 rooms (56%), with 17% having only 1 or 2 rooms.

**House Sizes**



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 Source: SNS 2008: Extracted from GCVHMP HNDA Report June 2011

The above map shows the distribution of stock type across the conurbation with Glasgow, reflecting its urban form, predominating in flats. The map perhaps illustrates the limited range of stock type available in Glasgow. Just over a quarter (27%) of the city's stock is houses.

### **Stock Projection to 2025**

A stock projection for Glasgow was prepared as part of the Housing Needs and Demand Study Process. The projection which is published at [http://www.gcvsdpa.gov.uk/index.php?option=com\\_content&view=article&id=34&Itemid=34](http://www.gcvsdpa.gov.uk/index.php?option=com_content&view=article&id=34&Itemid=34) was based on the legislative and economic context in 2009. We recognise that there have been quite a few changes that will affect the projection such as changes to Right to Buy eligibility, a lower than anticipated private sector building programme, difficulties in availability of mortgages and reduced funding for social housing. We continue to review these projections annually and a new estimate will be prepared during the coming months.

### **Scottish Empty Homes Partnership**

A report by the HBOS in September 2010 suggested there were 11,851 empty properties in Glasgow. This data was obtained from the General Registers of Scotland, based on Council Tax statistics reported for 2009. This figure represents roughly 4% of the Housing Stock which is below the 4.3% reported for Scotland as a whole. The Bank's definition of a vacant home includes stock that is between occupants, awaiting demolition, undergoing modernisation, or in disrepair as well as second homes.

In the knowledge that a significant amount of empty homes will be in the Social Sector (e.g. awaiting demolition) we have undertaken a closer examination of the Council Tax information to establish the level of empty homes in the private sector.

### **Private Sector Empty Homes – Preliminary Analysis**

An analysis of exemptions and discounts applied to properties according to the Council Tax data (from Feb 2010) indicated that roughly 5,200 empty homes are in the social sector and nearly 4,500 are empty private sector properties. Discounts applied to properties include:

- 1,063 second homes
- 660 long term empty
- 2,223 exemptions (empty)
- 307 extensions to exemptions (empty)
- 231 standard empty (furnished)

Also the exemptions category gives an indication of why those 2,223 properties are empty.

- 798 Properties where the owner is deceased.
- 787 short term empty or exempt as agricultural properties or owned by religious organisations
- 318 resident in care or custody – owner being looked after elsewhere or in hospital or in custody
- 178 are undergoing major works or are planned for demolition (affected mainly by GHA programmes)
- 142 repossessed.

Work in progress to examine the data further has provided the following preliminary findings. This data is based on an integration of various data sources of the Council using GIS. It is intended that a more full examination is undertaken when improved and additional information is available.

- Almost 70% (3,063) of all private sector empty properties are 3 apartments or smaller.
- 921 are 4 apartment and 500 are 5 apartment or larger

- Most, 1,105, empty property is in the Central and West Community Planning Partnership area with the next concentration, 512, in Pollokshields East and Southside Central. Both these areas appear to have a high proportion of private rented stock
- For those properties where the age of the stock is known:
  - 846 are pre1919 with an additional 783 pre 1900.
  - 789 are inter war stock, and
  - 1,767 are post war.
- Of the 660 identified as long term empty, the majority 348 are tenements, 98 are flats, 109 are back/front door types and classed as houses and 52 are multi-storey flats.
- There is a similar breakdown in age of the long term empty category as the total empty properties. Roughly 300 are pre 1919 with half of those pre 1900, 100 are inter war and 200 are post war. If we assume the unknown are newer properties, 50, this would give a total of 250 post war properties identified as long term empty.
- 64 properties are in areas where an RSL is known to operate and therefore may have an interest in the empty property or even share a close.

While long term empty homes do not appear to be a very large problem in Glasgow, with less than a quarter of a percent of stock currently affected, it is intended that the Council will continue this work to monitor the situation. The percentage empty translates to over 600 properties and there may be opportunities to bring some of the properties into use where they are located in areas where social or regeneration priorities of the Council are affected.



## **7. HOUSE CONDITION**

### **Scottish House Condition Survey**

The Scottish Government provided special tabulations for Glasgow from the rolling Scottish House Condition Survey (SHCS), combining the 2004-2007 surveys to give an effective reporting date of June 2006. At that point the GHA's improvement programme was less than half as far advanced as it is now. Nevertheless its impact is evident. In Glasgow's private tenures, resident satisfaction with the home remained around 92% from 2002 to 2006, but satisfaction in the social sector increased from 77% to 82%.

In 2006, disrepair was found in 83% of private and 86% of social rented properties in Glasgow. Disrepair was more prevalent in flats, with 87% of flats having some form of disrepair and only 77% of houses. Urgent disrepair was present in 40% of all properties, 69,000 in the private sector and 42,000 in the social sector. Rising or penetrating damp was reported by 13,000 households (5%), and condensation or dampness by 42,000 households (15%).

### **Older Private Housing**

With the large GHA improvement programme, the part of the housing stock which was previously the focus of most concern is now being addressed. This leaves the older private sector stock as the main focus of concern. A full analysis of the Council's Older Private Housing Survey (OPHS) and of administrative records was included in the Consultative Draft Older Private Housing Strategy (August 2007). The final Older Private Housing Strategy will be integrated into the new LHS.

Essentially there are condition problems relating to common parts throughout this older stock, with some concentrations of worse conditions in particular areas. There are 95,548 pre-1945 private properties in Glasgow, with around half in tenements (52%), around one-fifth (19%) in four-in-a-blocks, and low rise houses well under one third (29%). Pre-1945 private houses are home to almost one third of the city's households, as well as forming an important part of Glasgow's built heritage. Glasgow's 21 Conservation Areas include almost one third of the older private housing stock in the city. Over three-quarters of older private houses are owner occupied, with the remaining 23% being privately rented. The management of mixed-tenure blocks of flats can present challenges, particularly when some owners do not wish, or cannot, fund their contribution to necessary works.

Across much of the city, flats in older private tenements provide a crucially important affordable segment of the owner occupied market, especially for childless households. Non-pensioner singles and childless couples make up more than half (55%) of the households in this stock, and consequently, many households are relatively inexperienced as property owners.

### **Tolerable Standard Item Failures**

The OPHS indicated that 8% of the older private stock failed the Tolerable Standard on one or more counts (excluding the new 2006 Act elements). This is equivalent to around 6,500 properties. Using information from the Survey, it is estimated that a further 2%, equivalent to about 1,200 properties, now fails the Tolerable Standard on electrics due to the new definition in the 2006 Act, bringing the estimated city total to 7,650.

Around four-fifths (80%) of BTS houses (about 6,086 houses) fail on only one criterion. The remaining one-fifth, or about 1,564 houses, fail on more than one. Single failures are dominated by lighting, ventilation or heating (usually due to the bathroom or toilet venting into the close) (28%), dampness (25%) or electrics (18%).

The majority of the remaining BTS properties fail on two aspects, with a combination of structure and damp being the most common. The remaining properties fail on combinations of plumbing, drainage, lighting/ventilation/heating, cooking and unsafe electrics. These are evidently unimproved properties in poor condition.

BTS houses also often have poor conditions in relation to features which are not included in the Tolerable Standard. Compared to the rest of the older stock, fewer BTS properties have

modernised kitchens, with smaller proportions having an adequate number of electrical sockets in the kitchen (62% of BTS properties), adequate kitchen storage (28%), and a safe kitchen working layout (23%).

### **Roofs, External Walls and Internal Disrepair**

The OPHS found extensive disrepair to roofs, particularly rooflights, rainwater goods, flashings and chimneys. Roofs are in particularly poor repair in the East and City/ East Centre areas. Levels of internal disrepair to external walls are low in the East and City/East Centre areas but there significant problems in the West End and South areas.

### **Heating, Insulation, And Double Glazing**

The Census 2001 highlighted the presence of three main concentrations of private houses with no central heating: inner South Side, inner West End and northern East End (Milnbank, Dennistoun and Carntyne). The incidence of loft insulation is generally low in the owner occupied sector in comparison to the rest of Scotland.

Nearly two thirds (62%) of pre-1919 dwellings still have single glazing, compared to only 11% of post-1982 dwellings, with flats more likely to be single-glazed than houses. This is a particular issue in Conservation Areas where planning constraints make double glazing either impracticable or not cost effective. Several areas of the West End, together with Port Dundas and Dumbreck, reported an incidence of single glazing as high as 90%.

### **Concentrations of Poor Conditions**

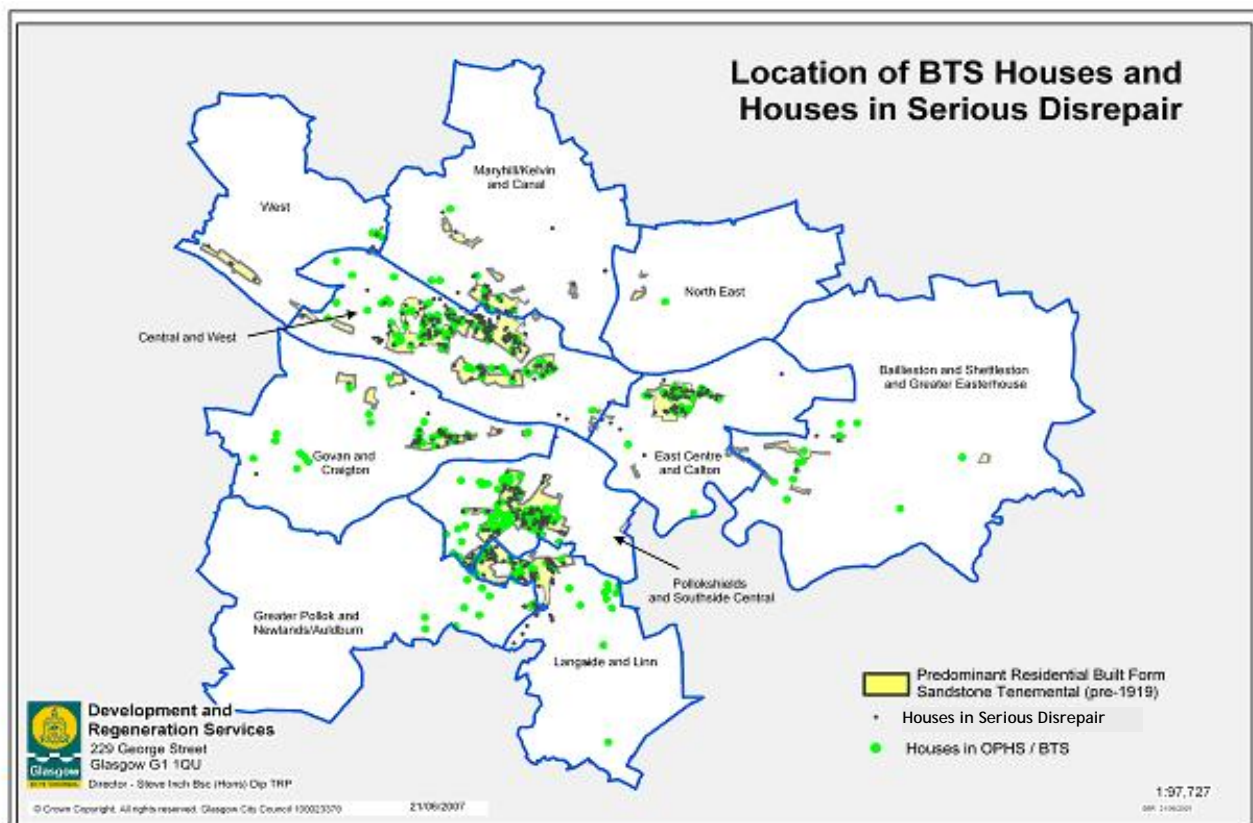
One of the most important features of the older private housing stock from a strategic point of view is that poor conditions are concentrated in certain areas. The MAP gives a composite picture, bringing together information on Below Tolerable Standard (BTS) housing from the OPHS with information on the backlog of compulsory repair orders from administrative records. 'Tenements on the former S.108 list' are those requiring treatment for serious disrepair. The map shows that there are two very major concentration of older private houses in poor condition, namely the inner south side (a ring around Queens Park, comprising Govanhill, East Pollokshields, Strathbungo, Shawlands, Langside and Battlefield), and the West End.

The Govanhill area has been giving rise to particular concern because of the coincidence of poor housing conditions, neighbourhood management problems, some unsatisfactory private landlords and issues around new migrants. During the early part of 2009, surveys of the physical condition of the buildings in 12 blocks in Govanhill, and an interview-based social survey of the same blocks, were completed by Riach Partnership Ltd (Fabric Survey), and IBP Strategy & Research (Social Survey). The Council and other agencies working in Govanhill are using these results as part of the process of drawing up a plan of action for the area.

The main issues identified by the fabric survey in Govanhill were:

- Dampness and water penetration
- Some close stairways require strengthening
- Original stone flag close floor, landing and half landings require refurbishment
- Regular maintenance and repairs are required
- The programme of front and rear close door replacement should be expanded.

Many of the properties in the poorest condition are in the western part of the area, and there appears to be a relationship between poor condition and private lets.

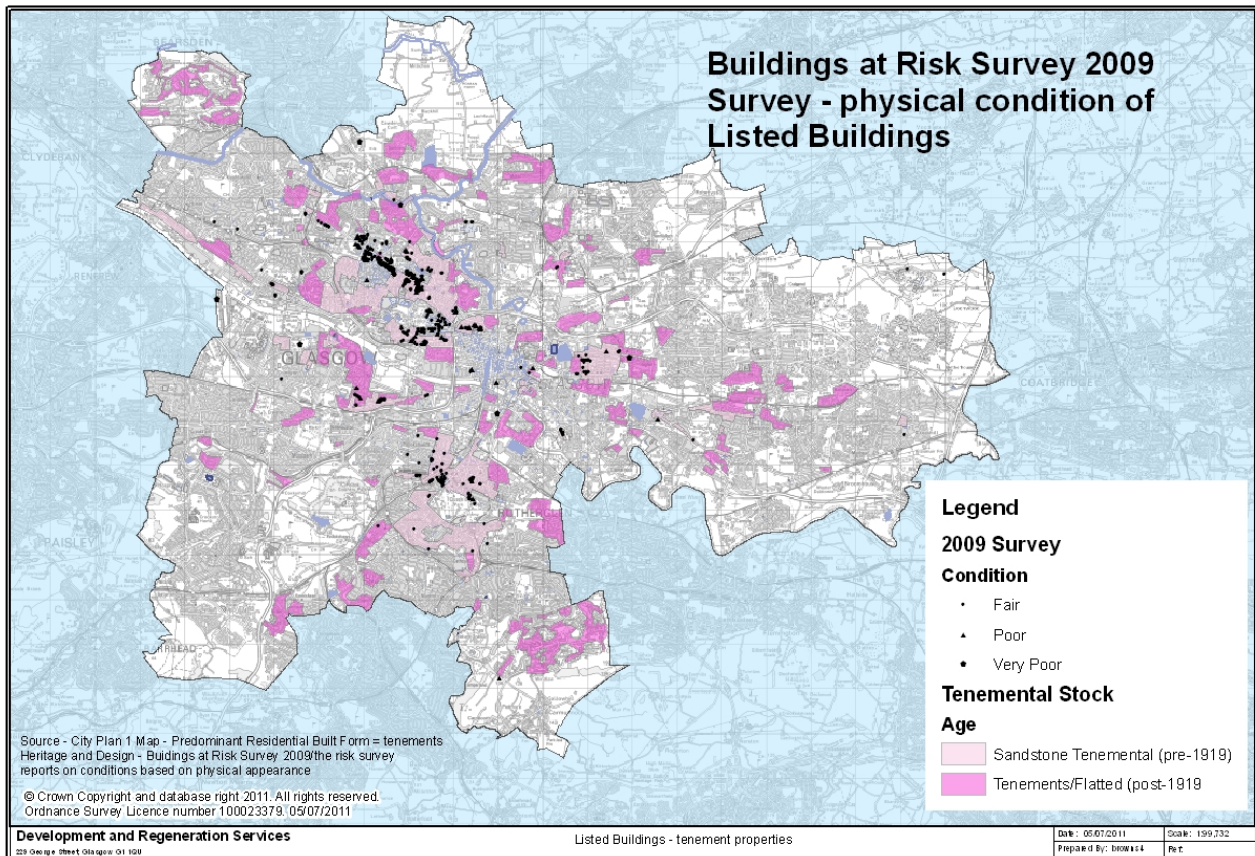


The Govanhill Social Survey found:

- A very high percentage of residents are in private rented housing, particularly in the West of the area
- Diverse ethnic mix (51 different ethnicities were identified in the surveyed blocks)
- The population is very transient, with most residents having been at their current address for less than 2 years
- Household incomes are modest, and financial stress is common
- Most residents are satisfied with the interior of their homes
- Resident-funded improvements to date focused on interior of homes
- There is widespread dissatisfaction with the condition of common areas
- The condition of the neighbourhood, and social problems within it, are causing great concern
- Owners and private tenants have only a limited knowledge of their rights and responsibilities

There are also smaller but important concentrations of poor conditions in Govan/Ibrox and in Dennistoun, and signs of some other significant problems, sometimes among four-in-a-block houses, in Parkhead, Kings Park, Cardonald and Mansewood. Area-based strategies to tackle these concentrations of poor condition were presented as an option in the consultation draft Older Private Housing Strategy.

The core areas of ethnic minority settlement are mainly in older private housing, and tend to have high concentrations of BTS houses, particularly in East Pollokshields, Strathbungo, Govanhill, Crosshill and Kinning Park in the South Side, and Woodlands in the West End. Based on the pre-2006 Act Tolerable Standard, BME households accounted for 20% of those living in BTS housing across the city, although they are only 5.5% of the overall population.



## Scottish Housing Quality Standard

### **Progress towards meeting the Scottish Housing Quality Standard (SHQS)**

The Scottish Housing Quality Standard (SHQS) was introduced in February 2004 and a target set that all social landlords must ensure that all their dwellings pass the SHQS by 2015. Private owners and landlords are currently under no obligation to meet the SHQS.

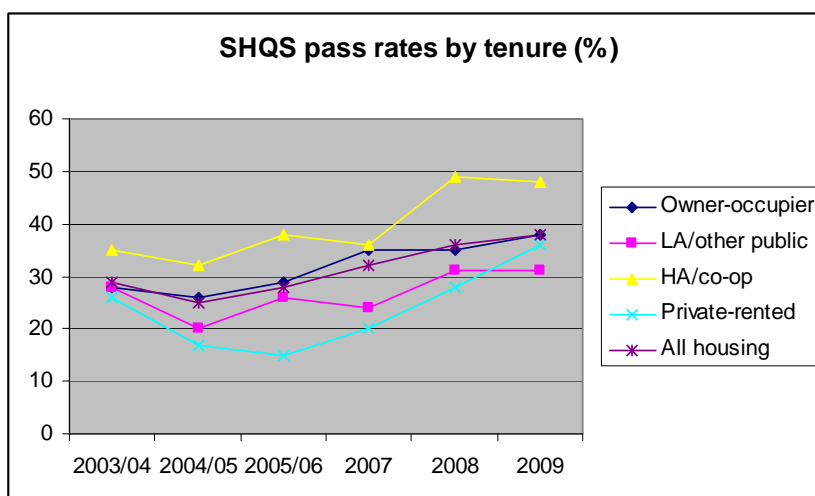
Compliance rates against the 5 criteria that comprise the SHQS and that give a single pass/fail flag for all dwellings. The 5 higher-level criteria are that the dwelling must be:

- Above the statutory Tolerable Standard;
- Free from serious disrepair;
- Energy efficient;
- With modern facilities and services;
- Healthy, safe and secure.

Progress against meeting SHQS is measured over time in a number of ways and by a number of different public bodies, including the Scottish Government through the Scottish House Condition Survey (SHCS) and the Scottish Housing Regulator (SHR) through the annual SHQS progress update report.

The SHCS is the official measure of SHQS progress at national level and provides a picture over time of how the housing stock across all tenures is moving in terms of the SHQS and other housing quality indicators.

The SHCS 'Key Findings' Report 2009 estimates that about 1.4 million or 62% of all dwellings in Scotland failed the SHQS in 2009 but this represents a statistically significant decrease in the failure rate from 74% in 2004/5. SHQS pass rates in Scotland by tenure 2003/04 – 2009 are shown in the chart below.



Source: Scottish House Condition Survey: Key Findings for 2009

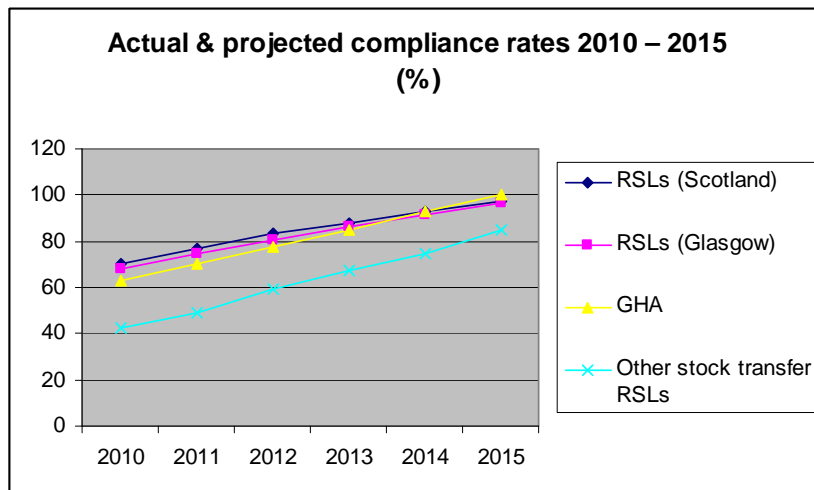
The most recent Local Authority Report, published in November 2010, provides an analysis of progress on SHQS for local authority areas using a combined 3 year data set from 2007 – 2009 which gives a mid point of June 2008. As at June 2008, 35% or 99,000 properties across all tenures in Glasgow passed the SHQS while 182,000 or 65 % failed to comply, a rate in line with the national rate at June 2008.

**Scottish Housing Quality Standard Progress Update 2009/10** published by the Scottish Housing Regulator (SHR) in March 2011 provides an overview of progress towards the SHQS target by social landlords at 31 March 2010 and is based on self-assessment information from both RSLs and local authority landlords.

Key points highlighted in the Report include:-

- 56% of houses owned by Scottish social landlords fully complied with the SHQS on 31 March 2010
- RSLs reported a whole-house compliance level of 70%, but the level was lower for stock transfer RSLs. Local authorities reported a whole-house compliance level of 43%
- 90% of social rented houses that do not meet the SHQS are owned by local authority landlords (69%) and large stock transfer RSLs (21%)
- RSLs project that they will invest almost £800m in their houses to meet the Standard 2010 -2015 – single largest source of funding was their rental income, while borrowing accounted for most local authority funding
- Work carried out to date and projections suggests that most RSLs will meet the target by 2015 but stock transfer RSLs, as well as local authorities, face significant challenges in achieving this target.

RSLs in Glasgow estimate that 68% of all social rented stock in the City met the SHQS at the end of March 2010 and that they that they will achieve overall 96.8% compliance by 2015 but, as with the picture nationally, generally stock transfer RSLs report lower actual and projected compliance rates. The chart below shows estimated compliance rates to 2015 by housing providers.



Source: Scottish House Condition Survey: Key Findings for 2009

In *Homes Fit for the 21<sup>st</sup> Century*, the Scottish Government signalled its intention to introduce a further regulated standard to require better energy efficiency in the social housing sector by 2020. The Government intends to define the new standard and issue supporting guidance in 2012.

## **6. NEIGHBOURHOOD MANAGEMENT, REGENERATION**



## **Neighbourhood Quality And Management**

The Scottish Household Survey (SHS) gathers information on how residents rate their neighbourhood. The table below shows provide results for Glasgow are for 2005-06. There has been a slight upward trend in neighbourhood satisfaction since 1999. Satisfaction at around 85% in Glasgow is not as high as for Scotland (92%). The percentages reporting their area as 'good' are significantly lower for households in private rented housing and particularly low in socially rented housing.

<b>PERCENTAGE OF ADULTS RATING NEIGHBOURHOOD AS</b>												
Area	<b>Poor place to live</b>						<b>Good place to live</b>					
	1999	2001	2003	2005	2007	2009	1999	2001	2003	2005	2007	2009
	-	-	-	-	-	-	-	-	-	-	-	-
	2000	2002	2004	2006	2008	2010	2000	2002	2004	2006	2008	2010
Glasgow City	17	15	14	14	16	11	83	84	86	85	85	88
Scotland	8	8	7	7	7	6	91	92	92	92	92	93

Source: Scottish Neighbourhood Statistics /Scottish Household Survey

New information available from the Scottish Household Survey (SHS) 2007/08 shows that 88% of adults rated their neighbourhood as a good place to live and only 11% as a poor place. These are the 'best' figures recorded by the SHS since the series began and broadly reflect the results from Glasgow City Council's Neighbourhood Management Survey 2010/11(see below).

In the Glasgow Community Planning Partnership Residents' Survey (February 2008), respondents demonstrated high levels of satisfaction with their area as a place to live. Residents of Central/ West were most satisfied and residents of Baillieston, Shettleston and Greater Easterhouse least satisfied.

<b>Community Planning Partnership Area</b>	<b>Very Satisfied %</b>	<b>Fairly Satisfied %</b>	<b>Neutral %</b>	<b>Fairly Dissatisfied %</b>	<b>Very Dissatisfied %</b>
Maryhill, Kelvin & Canal	49	40	5	3	3
Baillieston, Shettleston and Greater Easterhouse	47	40	6	4	3
East Centre & Calton	44	44	7	4	2
Pollokshields & Southside Central	44	44	7	3	1
Langside & Linn	44	47	6	3	1
Greater Pollok & Newlands/ Auldburn	59	36	3	1	1
Govan & Craigton	43	49	5	2	1
Central & West	67	28	3	1	0
West	42	45	6	3	2
North East	52	38	5	2	2

In July 2010 the City Council commissioned BMG research to carry out a household survey of 6,700 residents in Glasgow in order to seek out resident's view on a range of issues including neighbourhoods. BMG produced a research report 'Neighbourhood Management Survey: 2010/11' in June 2011. The tables below show some of the changes that have been recorded in resident's view on neighbourhood satisfaction and neighbourhoods as a place to live.

**Table: Overall how satisfied or dissatisfied are you with your neighbourhood as a place to live? % satisfied by Community Planning Partnership in 2010/11 and 2007 (All respondents)**

CPP	2010/11	2007	% Change since 2007
<b>Glasgow</b>	<b>87%</b>	<b>90%</b>	<b>-3%</b>
Central and West	94%	95%	-1%
East Centre and Calton	87%	88%	-1%
Glasgow North East	83%	90%	-7%
Govan and Craigton	83%	92%	-9%
Greater Pollok and Newlands/Auldburn	90%	95%	-5%
Langside and Linn	88%	91%	-3%
Maryhill/Kelvin and Canal	85%	89%	-4%
Pollokshields and Southside Central	78%	88%	-10%
Shettleston, Baillieston and Greater Easterhouse	94%	87%	+7%
West	84%	87%	-3%

(Source: BMG Research Neighbourhood Management Survey: 2010/11, GCC)

**Table: Do you believe your neighbourhood has become a better place to live, a worse place to live or has it remained the same over the last year? % better by Community Planning Partnership in 2010/11 and 2007 (All respondents)**

CPP	2010/11	2007	% Change since 2007
<b>Glasgow</b>	<b>9%</b>	<b>11%</b>	<b>-2%</b>
Central and West	5%	7%	-2%
East Centre and Calton	10%	9%	1%
Glasgow North East	17%	10%	7%
Govan and Craigton	10%	15%	-5%
Greater Pollok and Newlands/Auldburn	9%	12%	-3%
Langside and Linn	9%	8%	1%
Maryhill/Kelvin and Canal	8%	15%	-7%
Pollokshields and Southside Central	6%	6%	0%
Shettleston, Baillieston and Greater Easterhouse	11%	17%	-6%
West	8%	10%	-2%

(Source: BMG Research Neighbourhood Management Survey: 2010/11, GCC)

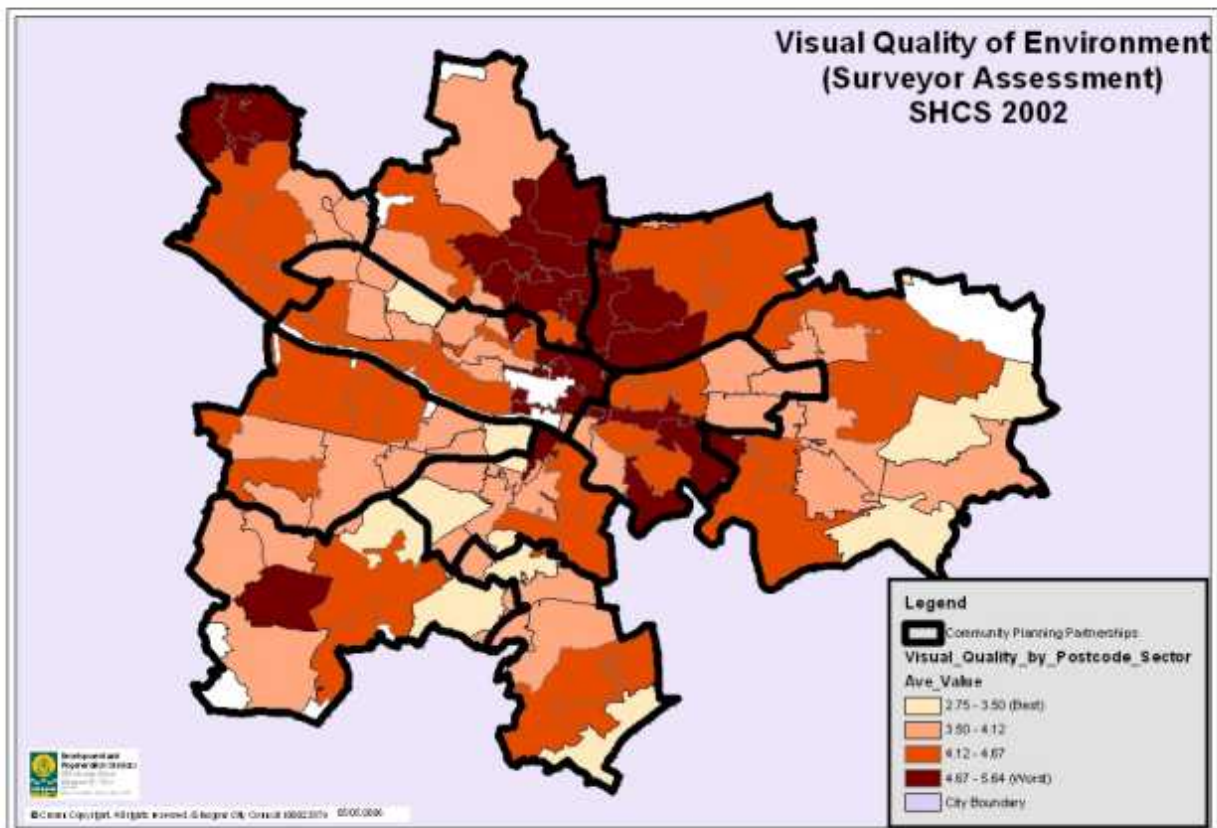
Overall there has been a slight reduction in satisfaction levels recorded compared to the 2007 survey.

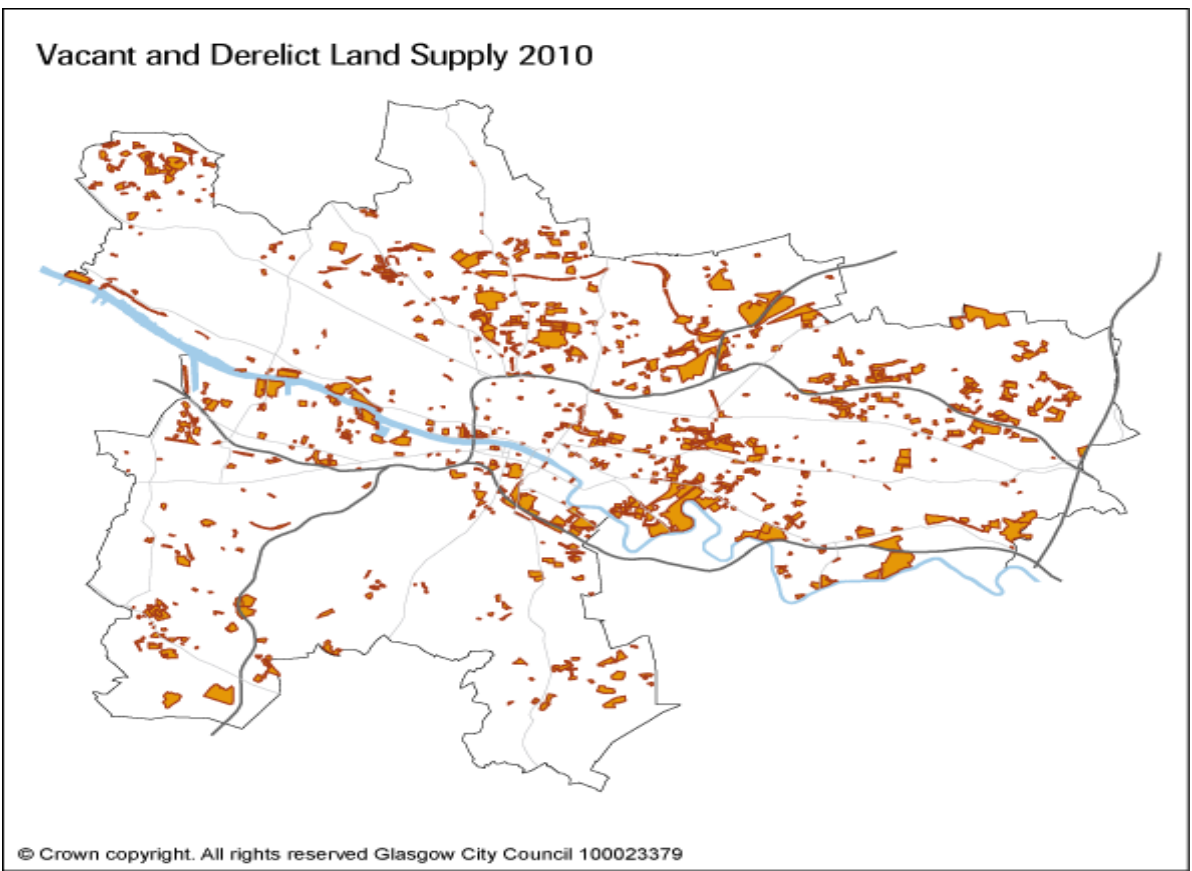
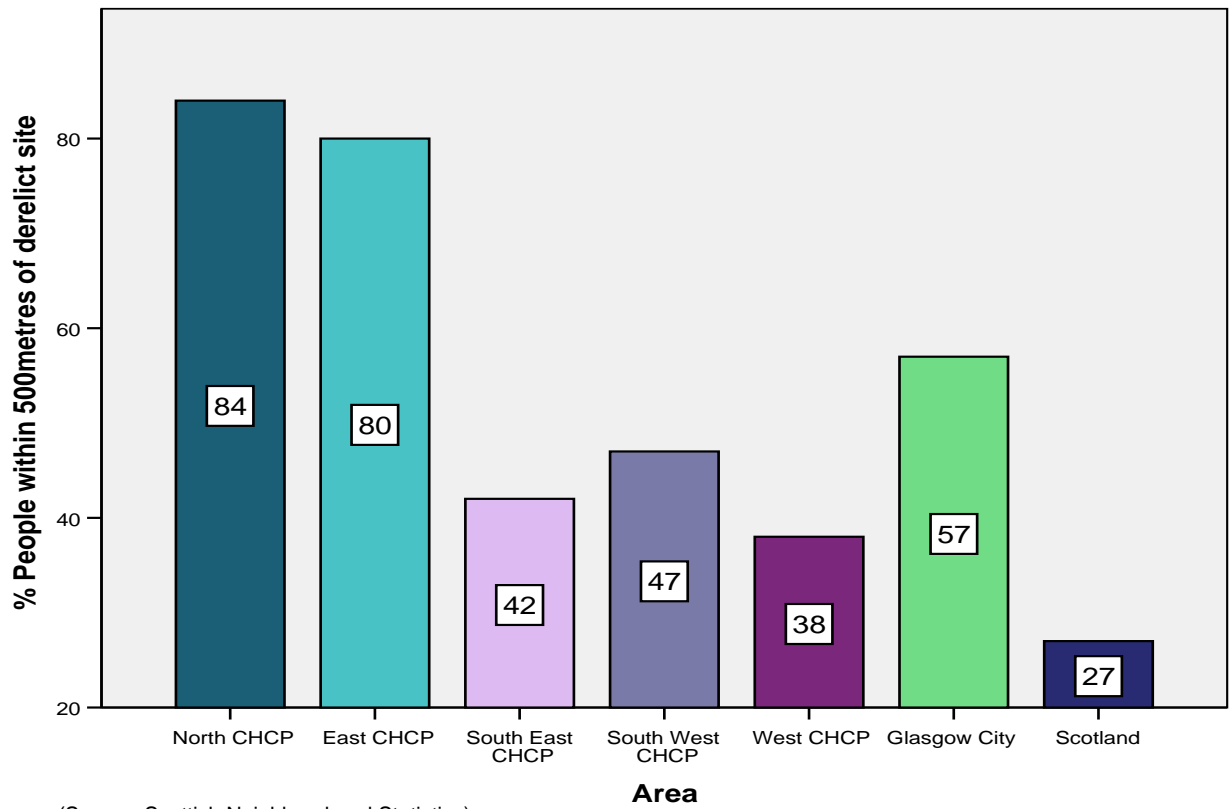
A Place Survey is carried out by local authorities in England with the results published by the Department for Communities and Local Government. Although the relevant question is not directly comparable with those in the SHS or Community Planning surveys, the Place Survey reports on similar issues of neighbourhood satisfaction and for cities which are more comparable to Glasgow than the rest of Scotland. The Place Survey 2008 reports that 76% of residents in Sheffield and 70% in Manchester say they are satisfied with their local area as a place to live.

### Neighbourhood Visual Quality

The Scottish House Condition Survey (SHCS) 2002 included an assessment of visual quality by surveyors. (MAP) This indicated that the largest areas of poor quality are in the North. More up to date data are not available as the relevant question was removed from the SHCS continuous survey, but it is likely that on the whole, the map remains representative of neighbourhood quality issues.

Scottish Neighbourhood Statistics contains estimates of the percentage of people living within 500 metres of a derelict site. These have been created from the Scottish Vacant and Derelict Land Survey and estimates of the population of each property in a datazone. The North and the East have the highest percentage of people living near a derelict site at 84% and 80% respectively. This is significantly higher than any other area in the city, than Glasgow as a whole (at 57%), and three times that of Scotland (27%). (CHART)





## **Neighbourhood management**

Effective neighbourhood management is critical to neighbourhood quality and satisfaction. Whilst neighbourhood management will include a range of elements delivered by a variety of services, its key aspects are cleanliness of public spaces, safety and security, and safeguarding the environment. This has been an area of innovation and development in Glasgow in recent years, through the work of Glasgow Community and Safety Services, and of Community Planning.

In 2010 the most important issues of concern relating to neighbourhoods were drunk or rowdy behaviour and disruptive children/teenagers. Pollokshields and Southside Central showed the highest levels of concern in these issues but other LHF areas showed similar patterns. Vandalism, drug use and problems with neighbours were other issues that caused some concern.

In 2007, Glasgow Community Planning Partnership (CPP) commissioned a survey of 10,000 households across the 10 local CPPs in Glasgow to establish residents' views, perceptions and expectations of issues relating to their neighbourhood. Security and community safety was the issue of most concern to residents. The three most commonly reported community safety concerns over the 10 CPP areas were youth disorder, road safety and problems with dogs. Youth disorder was of greatest concern in Baillieston, Shettleston and Greater Easterhouse, East Centre/ Calton, Govan/ Craigton and Central/ West, whereas in Pollokshields and Southside Central, Greater Pollok and Newlands/ Auldburn and Langside and Linn the greatest concern was road safety. Residents were also concerned about street drinking, vandalism/graffiti and problems with drugs/alcohol misuse and drug dealing. In all areas, the main concerns in terms of quality of the local neighbourhood were children's play areas, and parks and open spaces.

Across all areas, the top issue in relation to the local environment was litter in the street. Graffiti was the second most serious issue in eight CPP areas, and untidy gardens and communal areas were a concern across all areas. Problems with untidy gardens were most often reported in Baillieston, Shettleston and Greater Easterhouse (19%), as were complaints about untidy communal areas (18%). Dirty stairs and closes were of greatest concern to residents in Pollokshields and Southside Central (14%).

The majority of residents across all areas reported that they had not been subject to any form of antisocial behaviour in the past year. Experience of antisocial behaviour was most common in Baillieston, Shettleston and Greater Easterhouse (27% of residents).

The most common response to the question what residents would change to improve their neighbourhood was 'more police on the streets'.

## **Community Safety**

Glasgow's Community Planning 'Safe' Theme Strategic Assessment 2009-2010 reports that Glasgow has to contend with a disproportionately high number of community safety issues compared to other local authorities. According to the Assessment, areas with community safety problems have remained the same for decades and are generally concentrated within the most deprived areas. The assessment has mapped and risk-assessed safety issues and as a result has designated alcohol, antisocial behaviour, road, fire and home safety, and violence as the highest priority areas for action.

The assessment highlights the harm that alcohol can do to health, relationships and communities, and flags it as major causal factor of community safety issues. Harmful effects of alcohol are estimated to cost Glasgow £210m per year. Over two-thirds (70%) of people taken into custody are recorded as being under the influence of alcohol. Alcohol-related ill health is increasing rapidly, with Glasgow's liver cirrhosis rates among the highest in Western Europe and double the Scottish average (7 deaths per 10,000 population per year). It is estimated that there are 14,000 problem alcohol users in the city and around 8,500 alcohol-related hospital admissions per year. Most street drinking is by young people, often starting off in quiet sheltered areas and moving into busier, more populated streets after significant consumption of alcohol.

The assessment reports that Glasgow has a significant problem with antisocial behaviour (ASB). Around 150,000 ASB incidents are reported to the police each year. The City Centre, Govanhill, Calton, Parkhead, Govan and Possilpark have the most significant ASB problems. There is a prevalence of complaints regarding noise nuisance, neighbourhood disputes within flats, and gang behaviour.

Fires in derelict buildings are related to the numbers of surplus and vacant buildings, with the worst areas being in North East, Anderston/City, Drumchapel/Anniesland, Greater Pollok and Govan and Canal areas. However, there has been a reduction of 47% in the number of these fires over the past five years. Fires in the home have been reducing, with the main cause of a house fire being the cooker left on whilst unattended. This is often linked to alcohol consumption or age-related forgetfulness. However, fire-related deaths have increased and in 2007/08 totalled 21 in Glasgow. Single middle-aged men who have been smoking and drinking are at most risk of death in a house fire.

Falls continue to be the most common cause for hospital admissions for both children and adults, particularly those over 65 years of age.

There were 3,675 reported housebreaking-related offences in 2008, 37% less than in 2004. Factors contributing to this decline include GHA's investment in 'secured by design' doors and windows. The highest concentrations of housebreaking continue to be in the Merchant City, Woodlands, Kelvingrove and Hillhead.

**Table: How would you rate the quality of your neighbourhood in terms of the following things? % good by Community Planning Partnership (All Respondents)**

	<b>Glasgow</b>	<b>Central and West</b>	<b>East Centre and Calton</b>	<b>Glasgow North East</b>	<b>Govan and Craigton</b>	<b>Greater Pollok and Newlands/ Auldburn</b>	<b>Langside and Linn</b>	<b>Maryhill/ Kelvin and Canal</b>	<b>Pollokshields and Southside Central</b>	<b>Shettleston Baillieston &amp; Greater Easterhouse</b>	<b>West</b>
Attractive homes	86%	93%	80%	76%	83%	89%	93%	86%	81%	91%	85%
Attractive Neighbourhood	83%	93%	74%	73%	80%	85%	91%	81%	77%	91%	81%
Attractive Environment	81%	92%	73%	70%	78%	85%	90%	80%	72%	90%	77%
Quiet and peaceful environment	82%	86%	77%	74%	80%	85%	90%	81%	74%	89%	82%
Park/open spaces	74%	82%	70%	62%	58%	80%	85%	79%	78%	77%	73%
Children's play areas	49%	55%	37%	43%	41%	52%	45%	56%	58%	52%	52%
Access to shops	88%	95%	88%	82%	91%	87%	93%	86%	93%	78%	86%
Access to banks	81%	92%	80%	66%	90%	80%	88%	78%	90%	69%	78%
Access to Credit Unions	53%	44%	51%	56%	66%	52%	41%	63%	51%	39%	63%
Reputation	79%	90%	74%	68%	79%	82%	82%	76%	73%	87%	76%
Cleanliness/ free of rubbish or litter	72%	82%	66%	69%	73%	73%	65%	72%	59%	83%	71%
Youth provision/ activities for young people	48%	65%	37%	48%	38%	35%	35%	55%	47%	67%	47%

(Source: BMG Research Neighbourhood Management Survey: 2010/11, GCC)

**Table: Could you tell me whether you think that each of these is a serious problem, a slight problem, or not a problem at all? % a problem by Community Planning Partnership (All respondents)**

	Glasgow	Central and West	East Centre and Calton	Glasgow North East	Govan and Craigton	Greater Pollok and Newlands/Auldburn	Langside and Linn	Maryhill/Kelvin and Canal	Pollokshields and Southside Central	Shettleston, Baillieston & Greater Easterhouse	West
Problems with neighbours including noise/loud parties	14%	13%	12%	20%	15%	14%	10%	13%	20%	11%	17%
Disruptive children/teenagers	22%	19%	26%	22%	23%	21%	22%	25%	28%	9%	25%
Drunk or rowdy behaviour	22%	19%	26%	22%	23%	21%	22%	25%	28%	9%	25%
Street Drinking	21%	17%	27%	22%	20%	19%	23%	25%	26%	9%	25%
Drug use or drug dealing	15%	7%	15%	20%	21%	16%	8%	18%	16%	10%	19%
Harassment/racial harassment	7%	4%	8%	11%	4%	6%	3%	8%	11%	5%	9%
Vandalism/graffiti	19%	13%	21%	24%	17%	22%	13%	22%	26%	10%	23%
Vehicle break in/theft	10%	9%	9%	11%	11%	13%	5%	15%	12%	7%	13%
House break ins/burglary	8%	5%	8%	9%	5%	15%	2%	7%	10%	5%	10%
Personal safety/security	9%	5%	13%	11%	7%	7%	4%	12%	16%	7%	9%
Road Safety	13%	9%	11%	16%	12%	17%	16%	15%	7%	11%	22%
Safety of children	8%	3%	8%	12%	9%	10%	6%	14%	7%	6%	12%
Safety of other vulnerable groups	7%	2%	6%	11%	7%	7%	2%	10%	11%	6%	6%
Other types of crime	7%	3%	7%	11%	6%	6%	1%	14%	11%	4%	4%

(Source: BMG Research Neighbourhood Management Survey: 2010/11, GCC)



## **Regeneration Strategy**

Housing investment has made a fundamentally important contribution to Glasgow's regeneration and huge progress has been made. As noted earlier, the SIMD 2009 confirms the progress, and the house price changes since 1998 also reflect more favourable perceptions of many areas, including Crown Street, Oatlands, Crookston, Nitshill, Ruchill, Dennistoun and the Clyde waterfront. The GHA's improvement programme is having a major impact.

Housing tenure has been greatly diversified in most of the areas of formerly concentrated council housing, through a combination of Right to Buy sales and new private building (MAP).

Regeneration strategy is mainly focussed on the Commonwealth Games Village and Transformation Regeneration Areas.

### **Commonwealth Games Village**

This First Phase of this project will be complete prior to the Games in 2014. This initial phase will provide a total of 704 dwellings within the Commonwealth Games Village, consisting of 650 houses and 54 flats. These units will provide a combination of rented housing and housing for sale.

The infrastructure works have commenced and a total of £5m has been spent in 2010/2011. The main works currently underway include site clearance, de-contamination, ground consolidation, storm water drainage, and other related works.

The proposal to include a distributed energy system (Combined Heat and Power, CHP) has now been agreed and the first phase of the works has been instructed. This will produce a significant carbon reduction on the site and will achieve an almost zero carbon solution on some properties

### **Transformational Regeneration Areas (TRAs)**

In December 2009, Glasgow City Council, Glasgow Housing Association & the Scottish Government established a strategic partnership to oversee the delivery of a regeneration and development programme across Glasgow's eight identified Transformational Regeneration Areas (TRAs). The eight TRAs included in the programme are Maryhill, Laurieston, Gallowgate, Shawbridge, Sighthill, North Toryglen, East Govan & Ibrox and Red Road / Barmulloch.

Three of these areas (Maryhill, Laurieston & Gallowgate) were selected as 'Demonstration Projects' and were subsequently given an 'activated status' by Scottish Government, allowing any capital receipts generated via the private sector to be recycled back into the wider TRA Programme.

Since the partnership was formed in late 2009, considerable progress has been made by the partners in the three Demonstration Areas, details of which are provided below.

In February 2011, a 5 Year Business Plan and Financial Model was approved by the TRA Shadow Board. The revised Business Plan has built on a previous financial modelling exercise, commissioned in 2008, to establish an up to date analysis of the economic viability across the TRA programme. This takes account of development assumptions relative to social and private housing (including alternative tenure types and low cost home ownership), mixed use development, infrastructure cost, funding, valuations and programming. The Final 2011 Plan makes recommendations in terms of a potential second tranche of TRA Activations, subject to support from Scottish Government.

Finally, over the last twelve months, the TRA Partners have made considerable progress in establishing a Special Purpose Vehicle (SPV) which would see the transition of the Shadow

Board into a formal legal entity. A draft Members Agreement and Articles of Association are currently being considered by the partners.

### **Maryhill Transformational Regeneration Area**

The first phase at Maryhill Locks has already been completed on the Botany site led by Maryhill HA, providing 35 units for rent.

Phase 2 consists of 125 units. From those, 106 units were approved in March 2010, and the remaining 19 NSSE units were approved in November 2010.

The development will provide a combination of flats and houses, for rent and for sale. Some of the enabling works for Phase 2 have been started, but the main contract is expected to start at the beginning of June 2011. This phase is expected to be completed by the end of 2012 or beginning of 2013.

All the units within the Phase Two development have been designed to comply with the 2010 Building Regulations and the Glasgow City Council's carbon strategy to reduce carbon emissions. The design solutions provide increased thermal performance of the buildings and greater air tightness, thereby achieving the targeted carbon reduction.

### **Laurieston Transformational Regeneration Area**

In August 2010, a design team was appointed by New Gorbals Housing Association to work up the design of the first phase of 201 units for rent up to RIBA Stage E.

This process was initiated in order to link in with the Procurement of a Private Sector Development Partner (PSDP) who would not only construct this first phase, but also develop out the remainder of the site for both private housing and commercial/retail uses. In March 2011, following an intensive procurement process, Glasgow City Council (on behalf of the TRA Partners) appointed Urban Union as the preferred PSDP for the Laurieston TRA Project.

Urban Union is a consortium formed by McTaggart Construction, Robertson Homes and The Keepmoat Group. The winning bid consists of proposals for circa 750 new homes which will provide quality family housing in the heart of the city, complementing the previous successful regeneration of Crown Street and Hutchesontown.

The design team, appointed by New Gorbals HA in 2010, will shortly be novated to Urban Union to allow construction of the first phase of 201 units for rent, which includes a combination of flats and houses. The HAG Tender was approved in March 2011, and it is anticipated that the works will start on site in Autumn/Winter 2011.

### **Gallowgate Transformational Regeneration Area**

The first phase of housing at Gallowgate TRA is being funded from the GHA re-provisioning Budget. GHA have recently appointed Cruden Building & Renewals as their contractor to construct 62 units for social rent. It is anticipated that a site start will be made in late 2011. The Gallowgate Local Delivery Group is currently working with consultants to produce a Delivery Framework which will examine the development constraints on the remainder of the site and suggest options to increase the marketability of the site to the private sector for future development phases.

### **Family housing**

During the boom, the surge in new private building focused almost entirely on housing for single people and childless couples, and this emphasis is supported by the demographic trends. However, there is still a need to improve the city's offering of family housing in more suburban locations.

### **Infrastructure**

In recent years the city has been successful in securing support from the Scottish Government for many of the key elements of infrastructure that are vital to regeneration. These include the M74 completion, the East End Regeneration Route, the airport rail link, the

Glasgow Strategic Drainage Plan and other projects supported by the Cities Growth Fund (now the Better Glasgow Fund), such as the canal reconnection at Speirs Wharf.

There have also been major improvements in shopping provision in some of the peripheral estates, particularly Easterhouse and Pollok, but important weaknesses remain. These weaknesses in infrastructure include:

- the lack of a rail station at Parkhead and some other key locations;
- the need for extended strategic rail linkage between the north and south of the network, building on the potential of the airport rail link and the new Bathgate link to Edinburgh;
- motorway severance along the north flank of the M8, which is being partly addressed by the Landscape Link project at Port Dundas;
- lack of strategic road capacity and missing road linkages in the north of the city;
- the need for further infrastructure investment in the Canal Corridor, including fibre optic cabling, dealing with overhead power lines straddling development sites, particularly across the Ruchill Hospital site;
- new bridges including the proposed Big Man Bridge at Stockingfield Junction to reconnect Lambhill, Gilshochill, Ruchill and Maryhill;
- and the need for a further canal reconnection at Port Dundas.

## **9. Social Rented and Affordable Housing Sector**

## **The Social Rented Sector**

### **Evolution of the Sector**

The Housing Association sector in Glasgow has developed over the last 30 years or so from initial beginnings in the inner city revitalising communities in the tenement rehabilitation programme, through subsequent stock transfers from the SSHA (later Scottish Homes) and the Council. The common thread through these phases was community renewal; it was not sufficient to invest in bricks and mortar. Communities led this process so that investment reflected their needs. This has made Glasgow, since the mid-1970s, a leader in community empowerment and in engaging with communities in renewing their neighbourhoods.

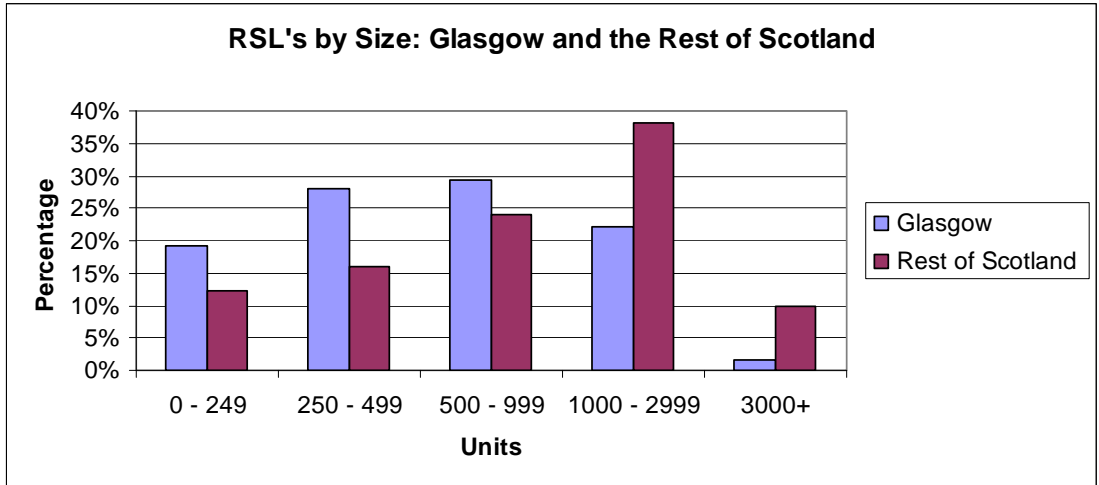
When housing challenges changed with the focus on regeneration of peripheral estates during the later 1980s and 1990s, the principles and good practice learned in inner city tenement renewal were reapplied through the establishment of local Housing Co-operatives and Associations in these communities. Many parts of Easterhouse, Drumchapel, Castlemilk and Pollok are being transformed through community empowerment and investment. Much of this transformation takes the form of demolition and new build.

### **Profile of the RSL Sector**

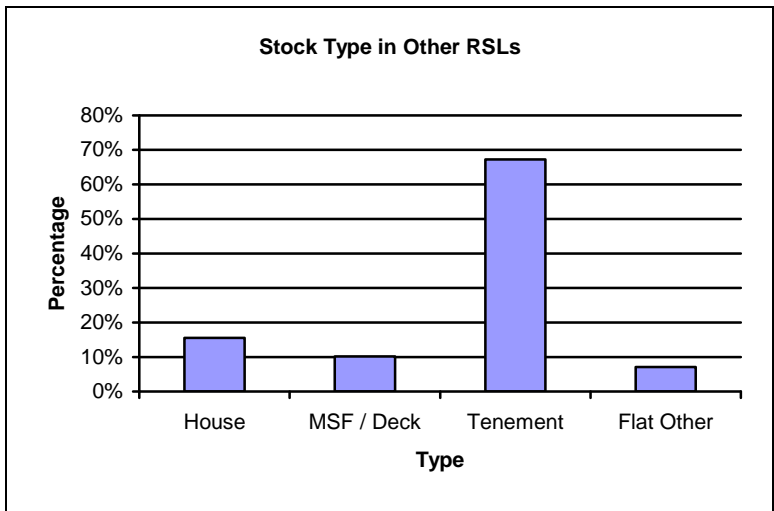
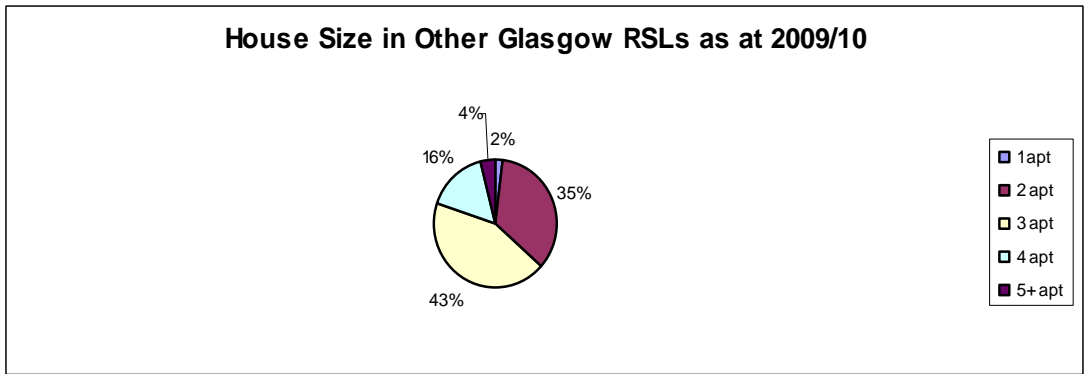
Overall there has been a reduction to about 68 RSLs operating in the city including GHA, indicating some rationalisation. At the beginning of 2003/04, following stock transfer, the sector, including GHA, had a portfolio of over 121,000 homes. GHA owned about two thirds of the social sector stock (66%) with other RSLs owning around 41,000 units (34%). These proportions have changed significantly since 2003/04; by the end of financial year 2007/08, the share of stock owned by other RSLs had increased by 4% to 38% and since completion of the programme of Second Stage Transfer (SST) in 2011 this figure has increased to over 40%.

By 2009/10, statistics from the Scottish Housing Regulator (SHR) showed that the RSL sector in Glasgow had reduced to about 110,485 units. Although the other RSLs developed almost 4,000 new units over the 5 year period, the sector grew only from 41,338 to 42,468 units. New build has been offset by demolitions and house sales via Right to Buy (RTB). However most of the net shrinkage overall in the sector is attributable to the GHA's demolition programme.

Compared to the rest of Scotland, the Glasgow housing association movement is skewed towards smaller associations, reflecting the community roots of many Housing Associations operating in the city. In 2007/08 over half (55%) of RSLs operating in the city had self-contained stock of less than 500 units and less than a fifth (19%) had over 1,000 units. RSLs with between 250 and 499 units are the largest category making up a third of the total. By contrast, in the rest of Scotland, almost half (46%) of RSLs have over 1,000 units, and over two thirds (69%) over 500 units. Since then the picture for Glasgow has changed somewhat: by 2009/10 under a half (47%) of RSLs have self contained stock of less than 500 units and nearly a quarter (23%) have over 1,000 units. RSLs with between 500 and 999 units are the largest category (29%). By contrast, in the rest of Scotland, the position in 2009/10 is broadly the same: almost half (48%) of RSLs have over 1,000 units and over two thirds (72%) over 500 units (CHART).



Source: Scottish Housing Regulator's Annual Performance and Statistical Returns (APSR)

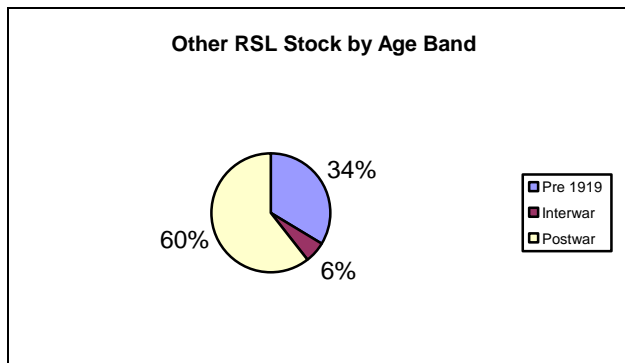


The two charts above are based on information from Council Tax data that do not have a complete record for each RSL property in the city but nevertheless provides a reasonable representation of the stock citywide

At 2009/10, over three quarters (80%) of Glasgow RSL stock (excluding GHA) was made up of 1, 2 and 3 apartment accommodation. Although there have been increases in larger accommodation in recent years, the overall size profile of the stock has remained fairly constant. (CHART)

Tenements are the most common built form in other RSLs (excluding GHA), partly reflecting the historical development of the CBHA movement in the city. Another historical strand is reflected in the age profile of the stock (CHART). Although pre-1919 stock constitutes over a third (34%),

post war stock (60%) now forms the largest proportion of the stock portfolio perhaps reflecting the large RSL new build programme over the last two decades.



Note: Chart is based on information from Council Tax data that do not have a complete record for each RSL property in the city but nevertheless provides a reasonable representation of the stock citywide

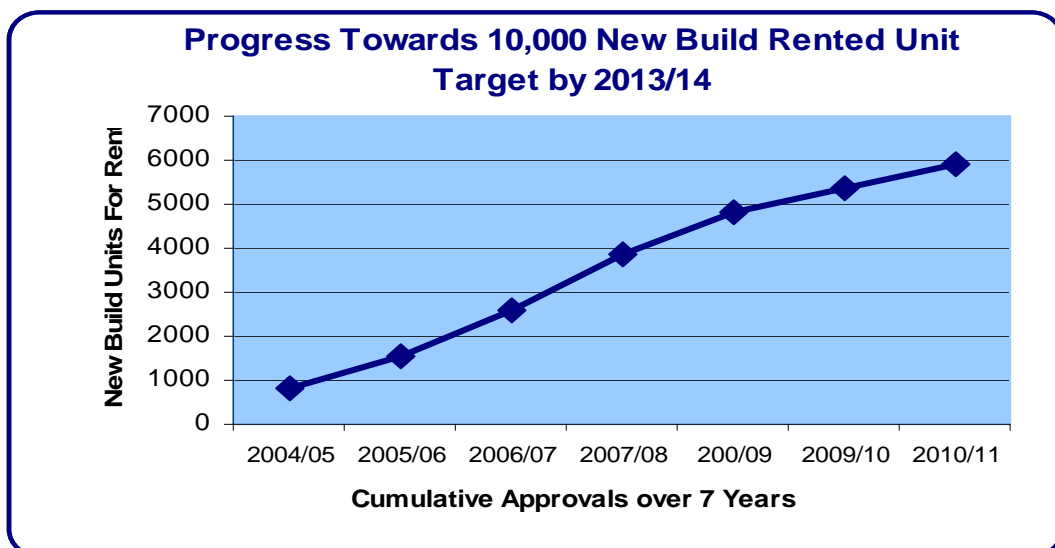
### The Development Funding Programme

The Development Funding Programme is managed by the Council using funds provided by the Scottish Government, to invest in social housing and low cost owner occupation. The Council established the Citywide Investment Forum to enable discussion with key stakeholders on the development of the investment framework for the Development Funding Programme and progress on investment. The Glasgow and West of Scotland Forum of Housing Associations (GWSF), the Scottish Federation of Housing Associations (SFHA) and GHA are all represented on this Forum. Local Housing Forums were established in 2006 covering each of the 10 Local Community Planning Partnership areas to provide a network for development of local strategic housing investment priorities with stakeholders including individual Housing Associations and GHA Local Housing Organisations.

The Development Funding investment framework and strategy are set out in Glasgow's annual Strategic Housing Investment Plan (SHIP), most recently produced in November 2010 (<http://www.glasgow.gov.uk/en/Business/Housing/HousingStrategy/Investment/ship2010.htm>)

The City Council's allocation for 11/12 was £68.1m representing a 20% reduction on the previous allocation.

Between 2004/05 and 2010/11, Development Funding expenditure has been in the region of over £560m. Although the main objective has been to achieve the target for social rented new build units agreed with the former Scottish Executive at the time of stock transfer, not all of this expenditure has been on new build for social rent. Comprehensive tenement improvement and shared equity new build, among other projects, also feature within the programme.



Source: Scottish Housing Regulator's Annual Performance and Statistical Returns (APSR)

Until 11/12, progress towards the target of 10,000 new build units (7,000 core and 3,000 re-provisioning for GHA tenants) by RSLs over 10 years to 2013/14 has been good. In 2004-08, RSLs completed 3,862 new houses. A further 951 houses were built during 2008/09. In 2009/10 and 2010/11 there were 1,012 and 1,166 completions respectively including the CBHA Re-provisioning Programme completions. (CHART)

In the latest financial year completed (2010/11) new build development costs increased by about 3.5%. Development costs for rehabilitation work are still substantially below 2009/10 levels.

### **Wider Action**

In recent years Housing Associations have been developing and implementing 'wider action' initiatives to complement housing investment in their communities. About 6% of the Development Funding Programme expenditure has typically been spent on social and environmental projects each year.

## **Glasgow Housing Association (GHA)**

### **Stock Transfer**

Glasgow Housing Association, given its size, resources and purpose plays an important role in Glasgow's social housing sector. The GHA is exceptional in terms of its size and concentration of stock in one city, but also for the reasons it was created. It was primarily established to achieve two objectives: -

- delivery of good quality housing for Council tenants through a 10+ year improvement, demolition and new build programme and
- onward transfer of GHA stock to community ownership (SST).

The stock transfer agreement also set out a number of contractual conditions between the GHA, Council and Scottish Government such as the Land Protocol and Disposal Clawback Agreement. All three parties concur that application of these arrangements should maximise the opportunities for regeneration of the city and it has been agreed to set aside conditions in the 3 Demonstration Transformational Regeneration Areas (TRAs) at Laurieston, Maryhill and Gallowgate.

Grant support was made to GHA by the then Scottish Executive including:

- £21 million for installing central heating,
- £114 million to meet the cost of demolishing unsustainable properties
- £302.5m Repayable Grant, comprising £30m p.a. index linked to RPI and £2.5m in first year of transfer,
- £100m of Efficiency Fund grant, comprising of £12.5 p.a. in each of years 3 to 10 and
- £113m towards the cost of 2,800 new build properties.

As a result of stock transfer, the outstanding Council housing debt of £909m (£221m breakage costs) was also written off by HM Treasury. GHA secured a private finance facility of £725m towards the Improvement and New Build programmes.

### **Capital Investment Programme**

Transfer promises made to tenants in 2003 included the commitment that £1.3 billion would be invested in the housing stock over 10 years so that all homes with a long-term future would be 'fully modernised' by 2013. In addition to the core stock upgrade programme, it was pledged that 13,000 new homes would be developed over the same period to replace obsolete stock, mainly high rise flats, which were scheduled for demolition.

### **Progress**

Since stock transfer in 2003 GHA has invested more than £1 billion in modernising tenants' homes. The majority of homes have benefited from new kitchens and bathrooms, secured by design doors and windows, new roofs, overcladding and new central heating. By mid-2010, 80% of all GHA dwellings had received work under all of the main Scottish Housing Quality Standard



(SHQS) headings, although stock upgrade programme is not due to complete until 2013. In addition to GHA tenanted stock, over 13,000 privately owned houses have also been upgraded in the course of GHA's investment programme, leveraging in £13 million in owners' contributions and over £60 million in grant funding into the city's private housing stock. Significant sums have also been spent on new housing construction, community facilities, environmental improvements and play areas (TABLE).

#### Overview of investment: GHA aggregate figures, 2003-2010

Form of investment	Funded within 'main programme'			Funded outwith main prog	Total
	Tenanted homes	Privately owned homes	All homes		
<b>Works to houses and flatted blocks*</b>					
Heating	96.1	0.0	96.1	0.0	96.1
Low rise fabric	343.0	88.8	431.9	0.0	431.9
Works to high rise blocks	92.9	4.7	97.6	0.0	97.6
Kitchens and bathrooms	228.5	0.0	228.5	0.0	228.5
Common improvements	26.2	4.5	30.7	0.0	30.7
Doors	31.7	0.0	32.0	0.0	32.0
Windows	23.2	0.2	23.5	0.0	23.5
Lifts	5.6	0.3	5.8	0.0	5.8
Electrical works	6.8	0.3	7.1	0.0	7.1
Sub-total - homes	853.9	98.9	953.0	0.0	953.0
New build housing programme**	0.0	0.0	0.0	135.7	135.7
Community facilities***	0.0	0.0	0.0	1.2	1.2
Environmental improvements****	27.7	2.2	29.9	9.8	39.7
Play areas***	0.0	0.0	0.0	2.3	2.3
<b>Total</b>	<b>881.6</b>	<b>101.0</b>	<b>982.9</b>	<b>149.0</b>	<b>1,131.9</b>

Source: GHA. \*Figures for period to October 2010. \*\*Figures represent total scheme costs for developments completed or on site by end 2010/11. \*\*\*Figures for period to end 2009/10. \*\*\*\*Figures for period to October 2010 except for 'funded outwith main programme' – for period to end 2009/10.

Under the Stock Transfer Agreement, some 3,000 replacement homes were to be constructed by GHA itself. In practice, this aspect of the programme has proved problematic, but the rate of progress has improved over the past few years and by the end of 2010/11 starts on site totalled 1,022. Total scheme costs are estimated as £135 million, of which £49.5 million will be funded by private finance. This is accommodated within the (recently renegotiated) £725 million in private finance loan facilities being drawn on by GHA to finance its transferred stock improvement programme.

#### GHA new build programme 2005-2010

Scheme start	Dwellings (starts on site)	HAG (£M)	Private finance (£M)	Total funding (£M)
2005/06	28	2.1	0	2.1
2006/07	41	4.3	0	4.3
2007/08	0	0	0	0.0
2008/09	259	27.2	0	27.2
2009/10	250	12.6	22.3	38.9
2010/11	444	36.0	27.2	63.2
<b>Total</b>	<b>1,022</b>	<b>82.2</b>	<b>49.5</b>	<b>135.7</b>

Source: GCC Analysis of GHA and APSR Data

#### Economic and Employment Impacts

Beyond its prime role in improving property quality, it was always recognised that the GHA works programme could provide a significant economic stimulus for the city. In its 2001 stock transfer prospectus, Glasgow City Council stated an expectation that 'up to 3,100 jobs would be created throughout the City' as a consequence of the post-transfer property investment programme. In an

attempt to maximise the employment gains of the programme for Glasgow, GHA incorporated 'community benefit' clauses within works contracts as from 2006 which required that at least 10% of contractor employees are people taking up employment.

While the GHA stock transfer prospectus estimated that the post-transfer works programme would generate 3,100 jobs, the number of workers directly employed in the programme has totalled 4,100. Allowing for the indirect and induced impacts, the programme has generated over 9,000 jobs. More than two thirds of these (some 6,700) are likely to have involved Glasgow residents.

Given the 'multiplier' impact of capital investment on the wider economy, GHA's £983 million capital expenditure is likely to have generated an additional £923 million in benefits to the UK (mainly the Scottish) economy. An estimated £682 million of this multiplier benefit will have remained in the Glasgow area.

### **Purpose, Future Direction and Governance**

Following consultation with the Scottish Government, the Council, the Regulator and other key stakeholders, the future strategic purpose and direction of GHA, based on eight guiding principles was endorsed in December 2009. These principles include:

- Remaining a long-term landlord in Glasgow, so long as tenants want that.
- Delivering a programme of Second Stage Stock Transfers (SSTs)
- Continuing, with partners, the wider regeneration of Glasgow – physical, social and economic – meeting local and national priorities.
- Making Tenant's empowerment central to governance and service delivery.
- Committing to working with partners and stakeholders.
- Fulfilling the commitments made to tenants at stock transfer.
- Striving for customer excellence, for the benefit of tenants, homeowners and other customers.
- Yielding financial benefits of scale for tenants and the wider community, and through a distinctive contribution to the social housing market in Glasgow.

At the end of 2010, after a review of GHA's governance arrangements, new Area Committees were established in the North, South, East and West of the city to give tenants and factored homeowners more local control. These committees are comprised of representatives of GHA Board, the LHO network, owners, local elected members and other co-opted members and are responsible for managing devolved budgets within the framework of the business plan. These structural and organisational changes are designed to increase tenant empowerment and provide a more effective role for local elected members to be active within the GHA's service delivery structures.

In 2010/2011 GHA also carried out a restructure, moving more staff to the frontline. More services were moved to local offices including welfare benefits, fuel advice and furnished lets.

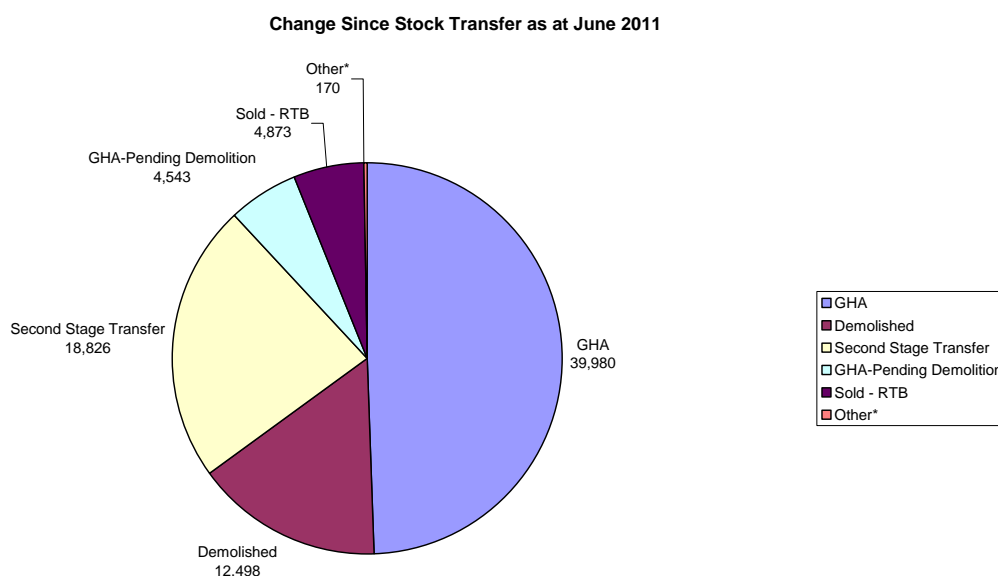
### **GHA Stock Change since Second Stage Transfer**

GHA's programme of SST was completed in June 2011 and involved the transfer of almost 19,000 homes from GHA to 24 community controlled housing association throughout the city. On completion of this programme, GHA remains one of the largest social landlords in the UK with more than 45,000 tenants and 26,500 factored homeowners across Glasgow.

In 2003, more than 80,000 homes were transferred from the Council to the GHA. The pie chart below shows what has happened to the transferred stock and includes the status of current stock that has since been acquired or built by the GHA since transfer.

The original stock transfer plan envisaged the demolition of around 11,000 homes but this target was subsequently increased to 19,000. Currently, the GHA programme is almost 75% complete, with over 10,000 obsolete flats demolished since 2003. While Right to Buy sales are slowing in number, GHA stock has reduced by an average of 600 per year over the 8 years since stock transfer.

(Note that data on GHA stock data used for this report is generally dated April 2011. For the purposes of this section, the figures have been adjusted to reflect the completion of the Second Stage Transfer programme which was not quite finalised in April and concluded in June 2011. The data has not been adjusted for demolitions and RTB sales at this time.)



GHA Transfer 2003	CHANGE 2011
GHA	39980
Demolished	12498
Second Stage Transfer	18826
GHA-Pending Demolition	4543
Sold - RTB	4873
Other*	170
	80890
* Other includes stock that GHA has acquired for demolition (63), stock that was remodelled and not in use (28) and other types of disposals (79)	

To Summarize the Second Stage Transfer Programme the following table shows that the progress picked up pace in just the past couple of years.

Business Plan year	Properties to other RSLs via Second Stage Transfer
1st April 2008 to 31st March 2009	1,605
1st April 2009 to 31st March 2010	1,291
1st April 2010 - 31st March 2011	9,358
Post 1st April 2011	6,572
Total	18,826

### Trends in Demand for GHA Housing Stock - Waiting List Comparison 2009 – 2011

GHA's last waiting list review was completed in May 2010. This involved all applicants being contacted to confirm their application details and if they wished to remain on the waiting list.

The profiling exercise in 2009 showed that GHA had 39,741 live applications on the waiting list. By 2011, this figure had fallen to 31,469, a decrease of 21%. Of the 39,741 applicants in 2009, 91% (36,193) of these applications were made by customers from the Glasgow area. By 2011 this had increased to 95% (29,798) of the total number of applications.

By using Personal Reference data from both 2009 and 2011 it was established that of the 39,741 people on the waiting list in 2009, 45% (18,062) were still on the waiting list in 2011.

### **Current Tenure**

Information from 2009 was not available for current tenure. However, in 2011 the most frequently stated tenure on live applications was

- 10,140 (32%) – GC Lodgers (All)
- 9,444 (30%) – GHA tenants
- 3,501 (11%) – Private Sector Tenants
- 2,560 (8%) – Owner Occupiers
- 2,069 (7%) – Housing Association Tenants.

### **Waiting list Profile**

The number of lets available has decreased from 6,427 in 2008/09 to 4,830 in 2010/11 a decrease of around 25% over 2 years. This could be caused by a number of factors including:

- SST which has reduced the number of stock GHA owns
- The recession which has made it more difficult for people to obtain mortgages and leave the social housing tenure
- Major improvements to housing stock impacting on availability to let.

Of the 31,469 people on the application list, 1,613 (5%) have been awarded either Medical A or B status, with 13,408 (43%) listed as having date/ time points only.

Over 75% of applications are made by people who state their ethnicity to be White Scottish. GHA has intimated its intention to carry out further work on letting patterns by ethnicity, potentially in partnership with other housing providers.

## **Social Rented Lets**

### **Lettings and Re-let Times**

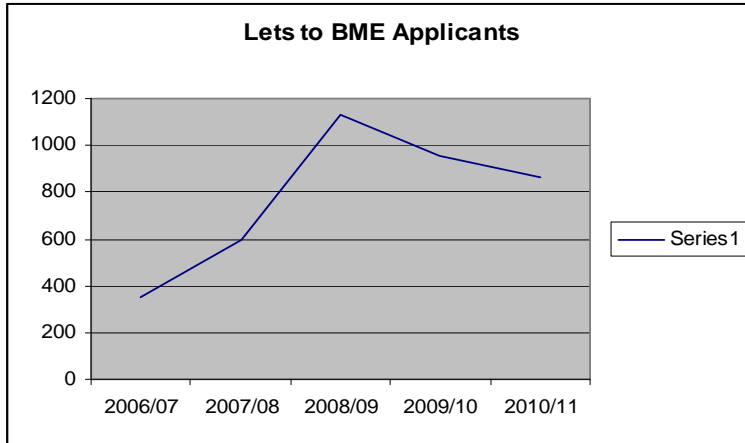
In the past few years, there has been a small, year on year reduction in the overall number of social sector lets across the city; amounting to a 16% decrease from 10,903 lets in 2006/07 to 9,101 in 2009/10 (SHR). However, lets as a proportion of total social sector stock in Glasgow has remained fairly static over the period, falling by just over 1% from 9.4% in 2006/07 to 8.2% in 2009/10. The average number of days taken to re-let properties has more than halved from 62 days in 2006/07 to 28 days in 2009/10. This may be attributable, in part, to the increasing proportion of lets in stock classified as 'non low demand' and the corresponding decrease in the percentage of lets available in low demand stock as a result of demolition and new build programmes.

### **Social Lets to Applicants from Black and Minority Ethnic (BME) Communities**

The number of BME applicants being housed in the social sector by all RSLs in Glasgow, including the GHA, has increased significantly over recent years, although current levels have reduced from the peak years of 2008/09 (CHART).

	2007/08	2008/09	2009/10
Total BME Lets	598	1130	955
% Total Lets	5.86%	11.30%	9.66%

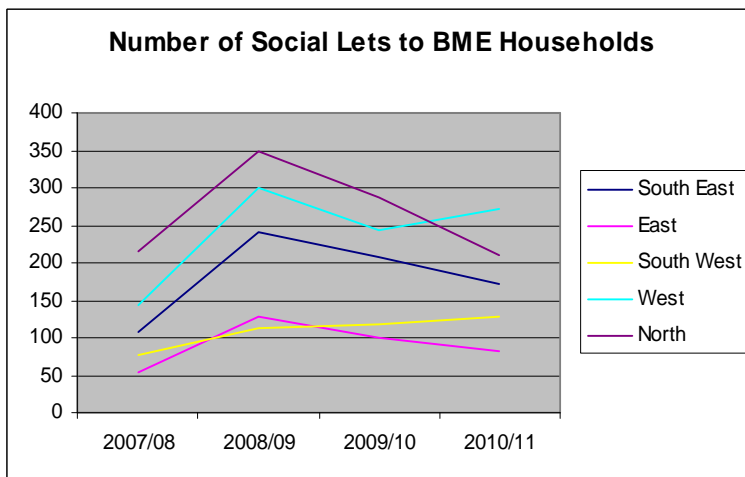
Source: SCORE (figures include GHA lets)



Source: SCORE (figures exclude lets to people of Polish origin)

Over the four years from 2007, the number of social lets to BME households in Glasgow represents 75% of the total number of social sector lets to BME households across Scotland (SCORE).

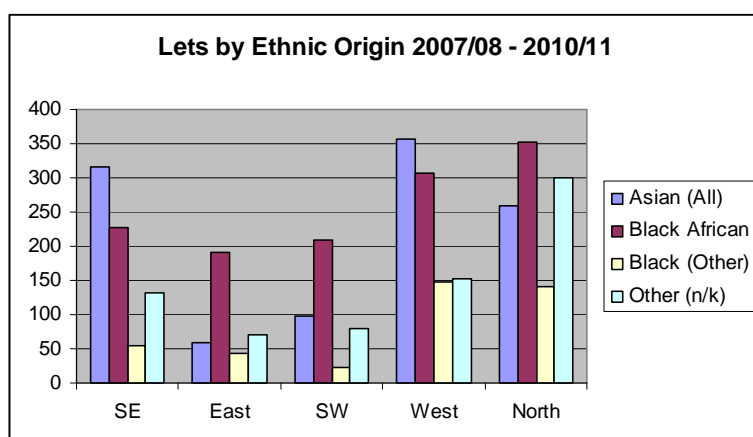
Evidence from the SCORE database also suggests that, not only is there a continuing substantial number of social lets to BME households in Glasgow, but that households from BME communities are being housed in an ever increasing number of areas in the city. In all areas of the city, except for the North, the number of social lets to applicants from BME communities is higher than in 2007/08 (CHART).



Source: SCORE

Historically, the highest number of BME lets has been in the North but lets were concentrated in high rise stock owned by a small number of large LHOs. The decline in the number of lets to households from BME communities in the North can be linked to GHA's programme of clearance and demolition over this stock.

The CHART below shows the geographical spread of social lets to applicants from different BME groups over the past four years and underlines the high number of people of African origin that have been housed over the period (SCORE).



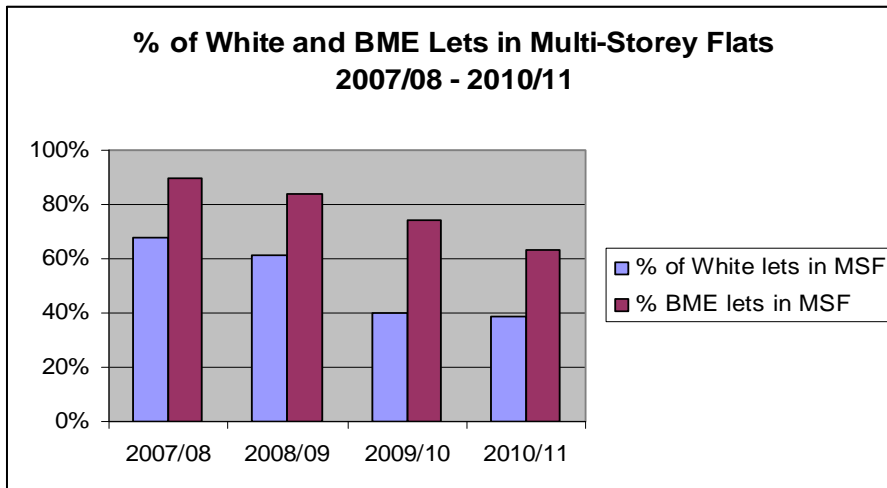
Source: SCORE

Not surprisingly, data for GHA only similarly suggests that there have been increases in the number of lets to applicants from most BME groups over the period, but that the highest increases have been to people of African origin, following the pattern of previous years. There have also been relatively sizable increases in the percentage of GHA lets to people of Chinese and Polish origin (TABLE).

Ethnicity	2008/09		2009/10		2010/11	
	Lets	%	Lets	%	Lets	%
Bangladeshi	3	0.04%	2	0.03%	3	0.06%
Chinese	14	0.20%	26	0.43%	51	1.02%
Indian	18	0.26%	18	0.30%	8	0.16%
Pakistani	32	0.47%	31	0.52%	34	0.68%
Other Asian Background	33	0.48%	25	0.42%	34	0.68%
African	36	0.52%	92	1.53%	157	3.13%
Caribbean	8	0.12%	8	0.13%	5	0.10%
Black Scottish/British	170	2.47%	120	2.00%	83	1.65%
Other Black Background	6	0.09%	19	0.32%	46	0.92%
Arab	3	0.04%	10	0.17%	34	0.68%
Jewish	0	0.00%	0	0.00%	1	0.02%
Polish	28	0.41%	49	0.82%	87	1.73%
Any Mixed Background /More Than One Ethnic Group	15	0.22%	21	0.35%	18	0.36%
<b>Total BME</b>	<b>366</b>	<b>5.32%</b>	<b>421</b>	<b>7.02%</b>	<b>561</b>	<b>11.19%</b>
White Scottish	4696	68.30%	4408	73.47%	3687	73.40%
White British	85	1.24%	46	0.77%	36	0.72%
White English	0	0.00%	3	0.05%	12	0.24%
White Irish	23	0.34%	16	0.27%	19	0.37%
Other White Background	287	4.17%	126	2.10%	99	1.97%
Other Background	596	8.67%	388	6.46%	161	3.20%
Not Known	823	11.96%	592	9.86%	448	8.91%
<b>Total Lets</b>	<b>6876</b>	<b>100.00%</b>	<b>6000</b>	<b>100.00%</b>	<b>5023</b>	<b>100.00%</b>

Source: Glasgow Housing Association Ltd. The Number of Lets by Ethnic Grouping 2009-2011

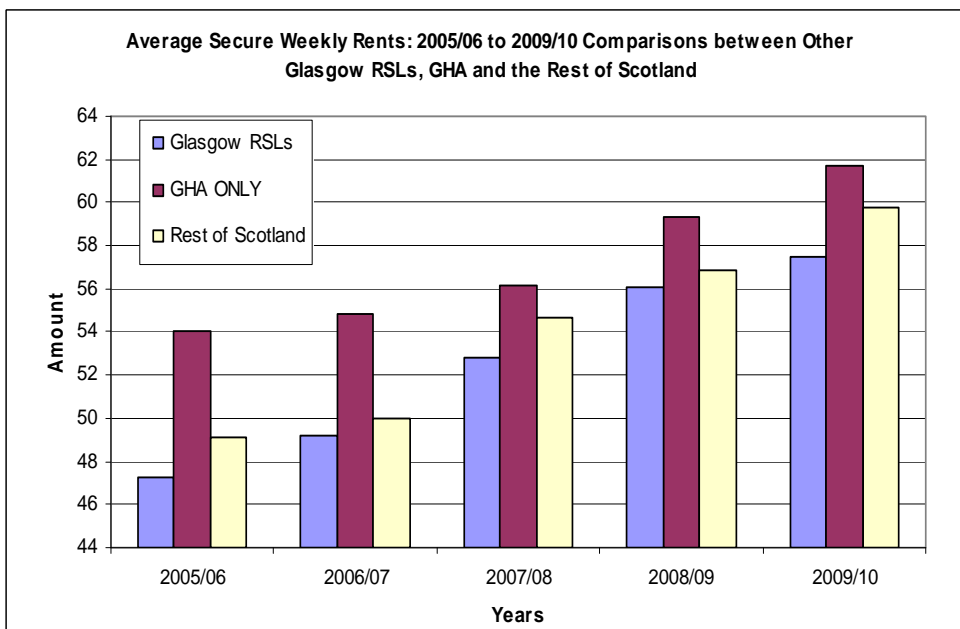
Analysis of lets by social housing providers who have housed relatively large numbers of BME applicants indicates that there continues to be a disproportionate number of BME lets in high-rise properties compared to tenements and other house types (SCORE).



Source: SCORE

### Social Housing Rents

The average weekly secure rent for a property in the RSL sector in Glasgow including GHA in 2009/10 was £57.50. For Scotland as a whole the equivalent figure was £59.83. The average rent for GHA was £61.68 and for other RSLs £57.60. (CHART) There are a number of factors which affect the average rent figures, such as the variation of house size and type across the stock. One of the issues raised at the time of stock transfer was that the average rents inherited by the GHA from the Council were much higher than those of other RSLs in Glasgow. Until financial year 2009/10 there has been a clear trend for the differential to narrow, perhaps mainly due to the guarantee given to tenants by the GHA that in the first 5 years after transfer, rents would rise by no more than inflation. Rents across other RSLs have increased at a higher rate over the period. However, the latest figures show a slight widening in this differential.



<b>SECURE RENTS: GHA AS % OF OTHER GLASGOW RSLs (means).</b>						
	1 apt	2 apt	3 apt	4 apt	5+ apt	All Units
2009/10	105.56	108.56	105.61	109.43	107.46	107.27
2008/09	102.80	105.88	104.41	109.64	105.28	105.78
2007/08	104.46	109.33	104.66	109.92	107.37	107.14
2006/07	105.97	112.61	109.91	114.54	113.52	111.66
2005/06	109.59	115.49	112.42	116.84	116.21	114.39

*Source: Scottish Housing Regulator APSR Data*

### **The Right To Buy**

There has been a large reduction in exercise of the Right to Buy (RTB) compared to the highs of the late 1980s and early 1990s. For the former Council stock, the reduction has been particularly steep since stock transfer in 2003. This is at least partly because RTB has been made less attractive. The Housing (Scotland) Act 2001 created the Scottish Secure Tenancy (SST) for all social landlords. A new 'modernised' RTB is a basic feature of this tenancy. The 'modernised' RTB has a maximum discount of only 35% or £15,000, whichever is the lower. The £15,000 has been fixed in cash terms since 2002 and therefore is constantly declining in real value. The modernised RTB applies to RSL tenants who did not already have the RTB, but this extension was suspended for 10 years (to 2012).

The preserved pre-2001 Act RTB applies to GHA and other LSVT tenants who started their tenancies before 30 Sept 2002 and have not subsequently moved voluntarily. It also applies to some RSL tenants from before 2002 who did not have 'assured' tenancies. It is very attractive - discounts can be as high as 60% of market value of houses and 70% of market value of flats. But no new tenant gets this RTB, so the number of sales under it must decline over time and eventually cease.

The Housing (Scotland) Act 2010 further amends RTB by: -:

- Ending the Right to Buy for new tenancies and for new supply housing built after 25<sup>th</sup> June 2008
- Increasing the maximum period for designation as a Pressured Area Status from 5 – 10 years and empowered Local Authorities to make, amend and revoke pressured area destinations rather than having to apply to Ministers

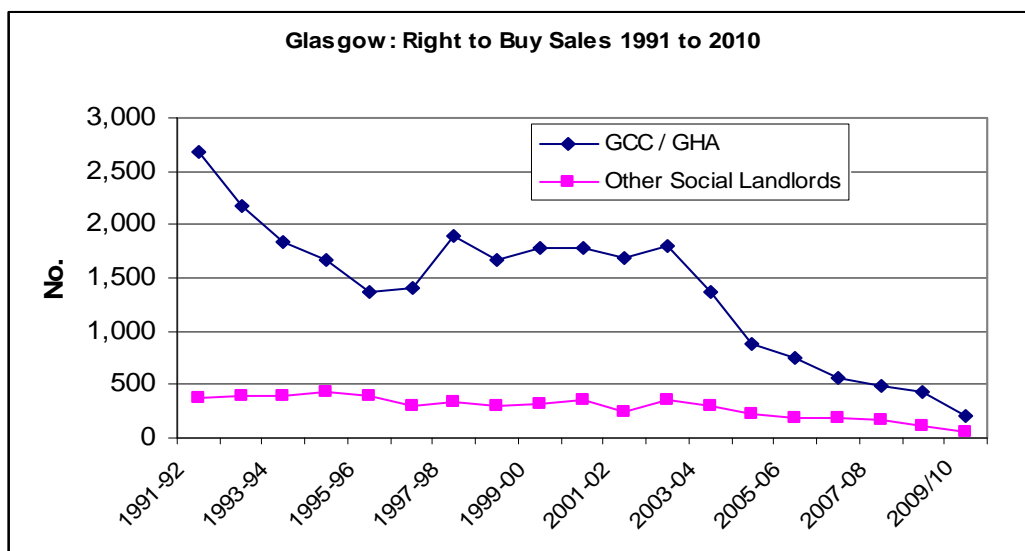
Glasgow does not currently have any pressured areas where the right to buy has been suspended, but might consider a case for declaring them in the future.

### **RTB and Investment Finance**

In the short term, restricting the RTB will impact on sales receipts and will affect some RSLs (currently only GHA and landlords with transferred stock) who have taken into account RTB receipts in budgeting for other investment such as meeting the SHQS. For example, GHA have projected that for 2009/10, retained RTB receipts will be £8.3m, rising to over £13.2m in 2012/13. The financial implications of extension of the modernised RTB to all RSLs in 2012 are complex. While the RSLs would receive a capital 'windfall', the future rental stream against which they borrow to fund new development would be reduced.

RTB sales have dropped to historically low levels perhaps because of legislative changes and general economic backdrop.





### **Management of the Sector – 2011 and Beyond**

Much of the analysis presented below is based on the Scottish Housing Regulator's Annual Performance and Statistical Returns (APSR). The first part profiles the sector indicating some changes since 2003/04. The second part looks toward the future and the challenges ahead.

#### **Housing Management**

Since stock transfer, GHA's management and maintenance costs per unit have increased by 35% and other RSLs' by about 23% (see below). A degree of caution must be exercised in interpreting these figures. For instance, other RSLs include specialist Housing Associations operating in Glasgow whose costs tend to be higher because of the nature of the services provided.

There has been a steady downward trend in lost rents for both GHA and other RSLs over the last few years. Current tenant non-technical arrears have fallen for the GHA but risen for other RSLs.

<b>MANAGEMENT &amp; MAINTENANCE ADMIN COSTS</b>				
Year	All RSLs	GHA	Other RSLs	GHA as % of other RSLs
03/04	930.32	1,032.42	740.01	139.51
04/05	1,032.39	1,242.00	774.57	160.35
05/06	1,128.05	1,270.85	870.33	146.02
06/07	1,218.06	1,450.86	823.42	176.20
07/08	1,209.03	1,450.86	822.14	176.47
08/09	1,258.20	1,470.85	948.93	155.00
09/10	1,332.39	1,606.11	961.43	167.05

Note: GCC estimation based on Scottish Housing Regulator APSR

Note: Source Scottish Housing Regulator's APSR. Data relating to HAs with stock both in and outside Glasgow has been omitted from this chart as it could not be disaggregated to Glasgow alone.

Using published Scottish Housing Regulator's APSR data, the average Full Time Equivalent (FTE) staff to stock ratio in 2007/08 for all RSLs in Glasgow was just over 1:33. Excluding national or specialist Housing Associations, the range ran from just under 1:6 to 1:67. There may be various reasons for this. For instance, RSLs might be carrying out 'wider action' or similar activities such as welfare benefit advice for other RSLs and communities.

## **Managing Glasgow's Social Housing Sector of the Future**

In this section we identify some of the important future housing challenges and outline some ways in which they can be met. RSLs are independent organisations but are essential to delivery of national and local housing objectives. Over time, from the 1970s through to stock transfer in 2003, RSLs have responded positively to change. RSLs' willingness to work in partnership with the Council across a range of housing activity in achieving Local Housing Strategy Aims and Objectives has been important.

There is one very large supplier, GHA, with 60+ much smaller mainly locally-based providers. Having such a large number of diverse RSLs operating in the sector presents particular challenges in terms of organisation, efficiency and effectiveness in meeting individual households' and communities' needs.

An important aim of the LHS is to work with partners in developing better ways of investing and managing so that citizens, households and communities' current and future housing needs can be met efficiently and remain affordable.

### **The Future of the Sector - Scottish Housing Regulator's View**

The Scottish Housing Regulator published a report 'Social Landlords in Scotland: Shaping up for Improvement' in July 2009 which described the main findings from the last five years of inspections of RSLs and local authorities. Whilst the report acknowledges many strengths and some excellent performances, it identifies areas where there is 'considerable scope for improvement to deliver better services for tenants, homeless people and other service users'.

The Regulator sets out a view of the future of the sector, the challenges ahead and the potentially 'less benign' environment that confronts RSLs e.g. the economic context. The report sounds a cautionary note.

The report covers four areas: -

- Landlord Services
- Stock Quality and Management
- RSL Finances, and
- RSL Governance

**Landlord Services** – The Regulator highlighted a number of areas that the sector needed to give attention to, such as landlords setting clear standards for and with tenants; training and empowering staff to deal with complaints and responding to complaints through service development – essentially treating people as customers and placing them at the heart of their work. The report observed that there is 'little relationship between the rents tenants pay and the quality of homes, service or location they get'.

**Stock Quality and Management** – The report notes that 80% of RSL tenants live in stock that is over 25 years old and that for many housing providers, rather than developing new affordable housing, maintaining and improving their existing assets (through asset management) should be a key business aim. SHR is concerned about the lack of better information held by landlords regarding their houses, costs and demand to inform management and investment decisions. Some landlords may risk not meeting the Scottish Housing Quality Standard (SHQS) by 2015 as a result.

**RSL Finances** – The report highlights that in changed economic circumstances landlords need to focus on 'direction, stewardship and financial viability'. It comments that total operating costs have been rising steadily over the past ten years and that this is unsustainable. In the future the sector is encouraged to look at other sources of debt funding or more strategic approaches to procuring finance to secure adequate competitively priced loan funds.

**RSL Governance** – The report states that RSLs are facing tougher times and questions whether governing bodies made up solely or mainly of tenants are well enough equipped to confront the challenges ahead. RSLs may need to review their purpose and what they want to achieve in terms of the resources they are likely to have in future, including reviewing their structures.

The Regulator identifies a number of benefits from RSLs reviewing structures, including consideration of mergers with other RSLs. These are: -

- A means of meeting the challenges of less benign times
- Maintaining financial viability
- Delivering better services
- More effective neighbourhood management
- Sharing services
- Controlling costs

Although the report reflects the Regulator's view in a national context there are issues that Glasgow's RSLs need to consider so that the specific housing challenges ahead for Glasgow can be met effectively.

### **The Scottish Social Housing Charter**

The Housing (Scotland) Act 2010 introduces the Scottish Social Housing Charter. This Charter provides a broad framework to ensure that tenants and other customers of social landlords receive continually improving services. Ministers will set the standards and outcomes that social landlords should be achieving.

The intention is to set outcomes and standards that all social landlords should be achieving for customers and tenants. The new Scottish Housing Regulator will have responsibility to monitor and report on social landlords' performance and identify how performance can improve.

The Scottish Government is currently consulting on the Charter.

### **Efficiency in Investment**

The overall trends indicate demand in the sector is still shrinking over the longer term, but delivering new and improved homes is central to creating high quality affordable housing within sustainable neighbourhoods. There are instances where RSLs share development services, for example it is quite common for some to use other RSLs' development staff in new build development. It is important to explore how these local initiatives and arrangements can be further developed.

The Scottish Government's consultations 'Firm Foundations' and 'Investing in Affordable Housing' set a clear direction of travel in aiming to increase the supply of affordable housing more efficiently. The Council's Volume Procurement Initiative fits with this policy aim. The Council is keen to develop this Initiative using a proportion of the Development Funding Programme to deliver 500 affordable housing units per annum over 3 years. A second feasibility study jointly funded by the Scottish Government was completed earlier this year. A consultation event was organised for developing RSLs in March 2009 and we have received positive feedback from RSLs who attended.

A key element in achieving cost savings is a degree of standardisation in the housebuilding process. Much of this will be achieved through off-site kit manufacture. However, within this standard approach local RSLs would still be able to influence the housing produced, in terms of housing mix, some aspects of the internal layout, and other details such as external cladding and facades.

The tighter grant regime and difficulties in accessing private finance by RSLs cannot be ignored when considering future investment in affordable housing. These are core factors affecting RSLs' ability to develop and we must explore with our partners ways of mitigating these challenges whilst delivering our targets. We need to consider the implications for RSLs if the Scottish Government moves to multi-year budgeting as part of the national Strategic Housing Investment Framework.

### **Efficiency in Management**

#### **Protocols**

Since stock transfer great strides have been made in joint working on housing management issues. Led by the Council's Social Work Services, a joint working group has been established to develop and implement management protocols with RSLs. There are 13 in place or in development ranging from Joint Planning and Local Liaison Arrangements to a Homelessness Duty Protocol. Controversial areas are under discussion, such as the Duty to Co-operate under the Management of Offenders etc. (Scotland) Act 2005, where RSLs' concerns have to be balanced with the statutory duties of the Council and other agencies.

### **Homelessness**

The planned abolition of priority need in 2012 presents specific challenges for local authorities that do not own houses. The Council relies on the sector for support to fulfil this statutory duty. The development of the Homelessness Duty Protocol with the GHA and other RSLs has been an important step forward and momentum must be maintained. The right balance must be struck between meeting needs of homeless applicants and those of other households.

### **Common Housing Register (CHR)**

The Scottish Government expects each local authority area to develop a CHR and there is a general consensus across Glasgow between RSLs and the Council on the need for a citywide Glasgow CHR in order to improve accessibility and choice, achieve better matching of households to dwellings, enable better assessment of needs and planning of provision, ensure equality of access and provide transparency. Operational lead of the North West Pathfinder CHR is being taken by Queens Cross Housing Association and the ten member Housing Associations, including GHA have demonstrated strong commitment to delivery. Some significant obstacles have been encountered to development of the CHR, in particular relating to security issues, handling of sex offenders and the interface between homeless and other applicants. Most issues are now resolved and the application form is being agreed so that the Customer Requirements document can be signed off. This will allow the technical specification to be completed.

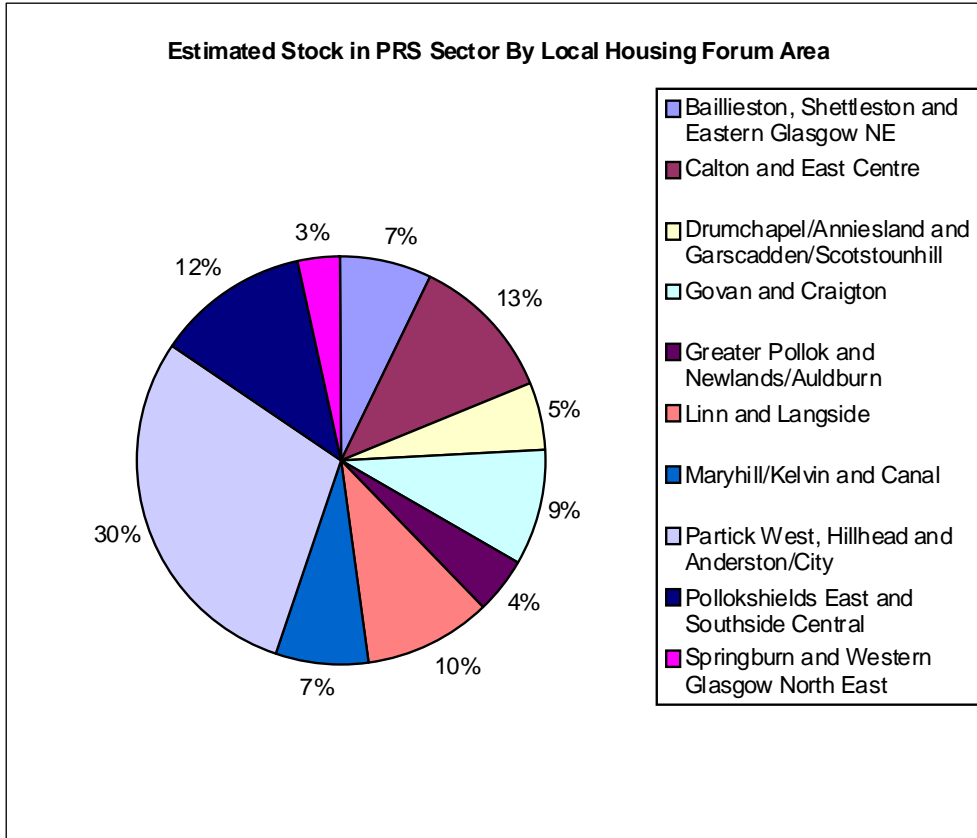
### **Sharing Services**

There may be initiatives that have been developed locally and could be developed at greater scale.

## **10. PRIVATE RENTED SECTOR**

### Private Rented Sector

There are about 45,000 private rented properties in Glasgow. The Private Rented Sector (PRS) makes up an estimated 15% of Glasgow's total housing stock and has grown from about 14,000 units in 1991. It plays an important role in Glasgow's housing system particularly for young households. The CHART below shows the distribution of this stock across the city by Local Housing Forum (LHF) area. Partick West, Hillhead and Anderston/City LHF have by far the largest representation of the sector (almost one third) in Glasgow, with fairly large segments in Pollokshields and Southside Central, Linn and Langside and Govan and Craigton.



Source: Private Landlord Registration Unit

The Scottish Government published a Review of the Private Rented Sector in 2009. The Review had three main aims: to take stock generally of the sector; to consider the role of the sector in housing low-income families and individuals on benefits including people presenting as homeless; and to consider good practice in practical engagement between local authorities and private landlords. The Review included a detailed survey of private tenants and a survey of private landlords, using the new statutory register of private landlords. There was also a study of empty properties. The Glasgow survey included only 120 tenants and 198 landlords, with a high response rate from students and a lower response from renters on Housing Benefit. These survey results are therefore only indicative.

In the main, most landlords own only one or a few properties and most are part-time (81% in Glasgow). In Glasgow, a higher proportion of properties belong to business landlords (18%) as opposed to amateur landlords in comparison to the rest of Scotland. In Glasgow, just under 70% of landlords bought their property with a loan or mortgage, 20% with cash or equity, and the rest in other ways e.g. inheritance. Across Scotland, 5% of private rented properties are owned by members of BME communities, but in Glasgow this figure is 14%. Most landlords are waiting until an uplift in property values offers a return on their investment rather than benefiting greatly from rental income in the short term.

The consequences of credit crunch appeared to have had opposing effects on the sector. It was reported that in certain parts of Glasgow, submarkets had developed where landlords are

experiencing a slackening of demand attributed to an increase in supply from house-builders who are letting properties that they cannot sell. On the other hand, there are indications that demand may be increasing from newly forming households who cannot get mortgages to enter owner occupation.

Tenants are generally households requiring transitional accommodation and include students, young professionals and migrant workers. Around three-quarters of Glasgow tenants found it easy to find somewhere suitable to rent and the vast majority of tenants who responded to the questionnaire were generally satisfied with their home (92%) and their landlord (89%). Across Scotland, these figures were lower, at 85%. This may reflect the over-representation of students in the Glasgow survey. In both Glasgow and Scotland, only around one in twenty households was dissatisfied with their landlord and property. Dissatisfaction was mostly to do with timescales for repairs or poor standards of customer care. Although small in number, in Glasgow there were reports of lack of smoke detector or fire alarm and around a quarter of respondents did not know if there was valid gas safety certificate.

In some sub-markets in Glasgow, A8 migrants are thought to comprise 40% of tenants. There is some evidence to suggest poor housing conditions among migrant workers. With many A8 migrants returning to their country of origin as a result of the recession, landlords have expressed concern that this is contributing to slackening demand.

Across Scotland, affordability of rents was raised as a recurring issue, with evidence suggesting that around a quarter to a third of tenants struggle to pay their rent. Half of Glasgow private renters found it easy to afford their rent with around half finding it fairly difficult. Fuel poverty was also raised as a common issue.

The withholding of deposits was reported as happening for a significant minority of tenants, with the primary reason given being damage to the property, inadequately cleaning, rent arrears or unpaid bills. Around three-quarters of tenants who have their deposits withheld perceive this as unfair.

It was found that tenants do not understand their rights fully and usually do not know about landlord registration, landlord accreditation and recourse through the Private Rented Housing Panel. However, two-thirds of tenants in HMOs did know whether their landlord had a licence.

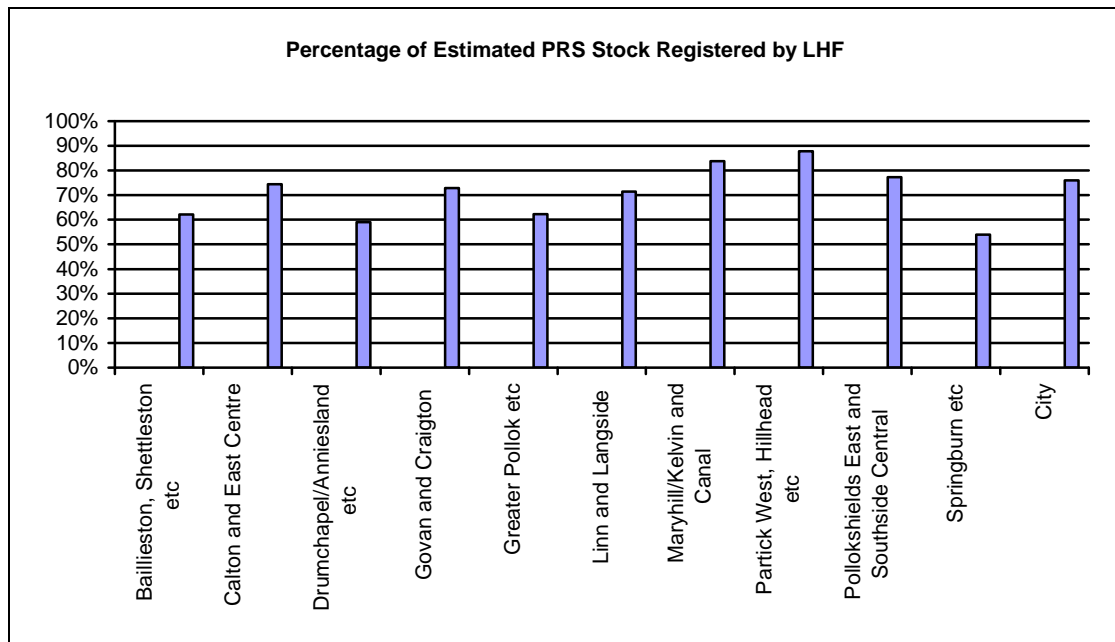
The private rented sector was found to offer great potential to assist in meeting housing needs. The Review found that given the part-time and small-scale nature of most of the private rented sector, there is a need for the Scottish Government, property institutions, local authorities and RSLs to consider alternative models which would lead to new-build private rented housing to meet a variety of needs.

### **Private landlord registration**

Current estimates indicate that over three quarters (76%) of the city's private rented properties are registered with the City Council's Private Landlord Registration Unit. Enforcement is already well under way, and registration is proving generally effective in addressing bad standards. The new Private Rented Housing (Scotland) Act 2011 (see Legislation and Policy Context above) has increased the Council's regulatory powers but there are still gaps that we would wish to discuss with the Scottish Government.

The Council has also established a partnership with Landlord Accreditation Scotland, whose aim is to drive up management standards through a 'kitemark' system.

The Chart below shows estimates of the stock that has been registered under Private Landlord Registration across the city, split by Local Housing Forum area.



Source: Citylets.co.uk

Many landlords are owners of single property mainly purchasing through Buy to Let finance or become landlords because they are unable to sell their property or some other reason such as through inheritance. It is possible that some landlords may be unaware that they need to register with the Private Landlord Registration unit whilst others are unwilling to register.

The table below is extracted from Private Landlord Registration Unit records and shows an indication of the distribution of ownership across the sector. Some caution is necessary in respect to this table's interpretation in that the nature of registration requirement is that joint owners of property must be separately registered, so properties may have one or more owners. Only 10 landlord organisations in Glasgow own more than 100 properties.

No. of Properties	Landlords
1	14,518
2 – 5	3,012
6 – 10	463
11 – 50	239
50+	33

Source: GCC Private Landlord Registration Unit

### Houses in Multiple Occupation (HMOs)

HMOs are an important segment of the PRS offering a housing option for people such as students. An HMO has to be licensed by the local authority and is defined as accommodation whereby there are three or more unrelated adults sharing amenities. At March 2011, there were over 2,800 HMO licenses in operation across the city, many in the West End offering accommodation to students. The table below shows the range of size of accommodation that HMOs provide.

No. of Occupants	Number of Licences
3	616
4	618
5	958
6 – 10	539
11 – 20	61
21 – 100	18
> 100	5
<b>All Licences</b>	<b>2815</b>

Source: GCC HMO Unit



## **Management Issues in PRS**

Overall, the PRS plays an important role in the city's housing system providing appropriate market rented accommodation for many households and on the whole does not present serious problems.

But, serious management issues in the PRS have been identified and are being tackled. The nature of these problems tends to vary across the city, with Govanhill being the most prominent. Feedback has identified other areas such as ex-RTB stock in peripheral estates, in Croftfoot and in Easterhouse (Brucefield Park). And we know they have wider negative impacts on communities.

Landlords or their agents in the first instance should deal with management problems arising from tenants' behaviour. In many instances, there may be rogue landlords operating who have no interest in taking this responsibility and may make the problem worse by who they let to.

Dealing with management problems in the private rented sector can be challenging but in certain parts of the city, they can be particularly difficult because of the limited powers available to local authorities; more so where landlords are unaware, unable or disinclined to deal with the problems. The challenge for the City Council is the ability to gather evidence that is robust enough to be presented in court using only the limited available powers at its disposal.

## **Private Rents**

The Scottish Government is creating a new database on private rents, derived from the enhanced information gathering carried by the Rent Service in order to operate the new Local Housing Allowance system. Results for Glasgow from this source are not yet available. In the interim the table shows average rents as recorded by the commercial Citylets website. It can be seen that rents have been fairly stable at all apartment sizes in Glasgow from 2007 through to the first quarter 2011.

The Scottish Household Survey indicates that almost 40% of private tenants pay more than one quarter of their income in rent. Around a third of tenants in the 2008 Survey said they found it either fairly or very difficult to afford their rent. Some types of tenant were particularly likely to find difficulty, including younger people, lone parents, people in part-time employment and those on partial housing benefit. However, an analysis of the SCORE social housing letting data for 2008 has shown that only a very small number of tenants (under 1%) who moved from private to social renting did so because of financial difficulties.

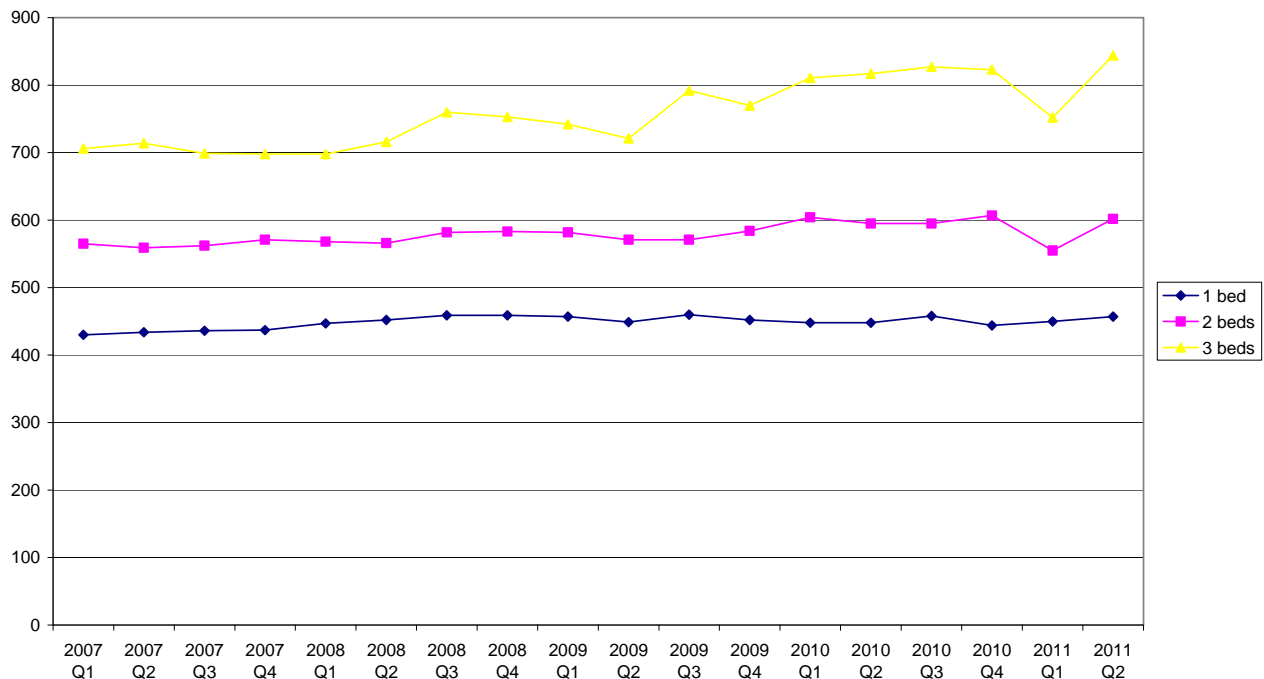
Citylets reports average rents recorded for Glasgow for each quarter year, comparisons for postcode districts over time as well as the average times recorded to re-let a property. Their reports also identify the most expensive neighbourhoods and compares Glasgow's experience with other communities across the Country. The average cost of a 2 bedroom in Park and Woodlands area is recorded as £832 making it the most expensive neighbourhood in Glasgow. It is currently ranked 6<sup>th</sup> of all Scottish Neighbourhoods (note – this refers to neighbourhood as defined by Citylets). Glasgow does not, however, appear to have a concentration of the Country's most expensive neighbourhoods as the second place in Glasgow which is Kelvinside and Dowanhill is ranked 26<sup>th</sup> in Scotland.

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AVERAGE PRIVATE RENTS IN GLASGOW (£ per month)				
Quarter	1 bed	2 beds	3 beds	4 beds
2007 Q1	430	565	706	974
2007 Q2	434	559	714	974
2007 Q3	436	562	699	1,082
2007 Q4	437	571	698	1,067
2008 Q1	447	568	698	1,022
2008 Q2	452	566	716	1,041
2008 Q3	459	582	760	1,064
2008 Q4	459	583	753	1,027
2009 Q1	457	582	742	1,023
2009 Q2	449	571	721	994
2009 Q3	460	571	792	1,155
2009 Q4	452	584	770	1,005
2010 Q1	448	604	811	
2010 Q2	448	595	817	
2010 Q3	458	595	827	
2010 Q4	444	607	823	
2011 Q1	450	555	752	
2011 Q2	457	602	844	

Source: citylets.co.uk

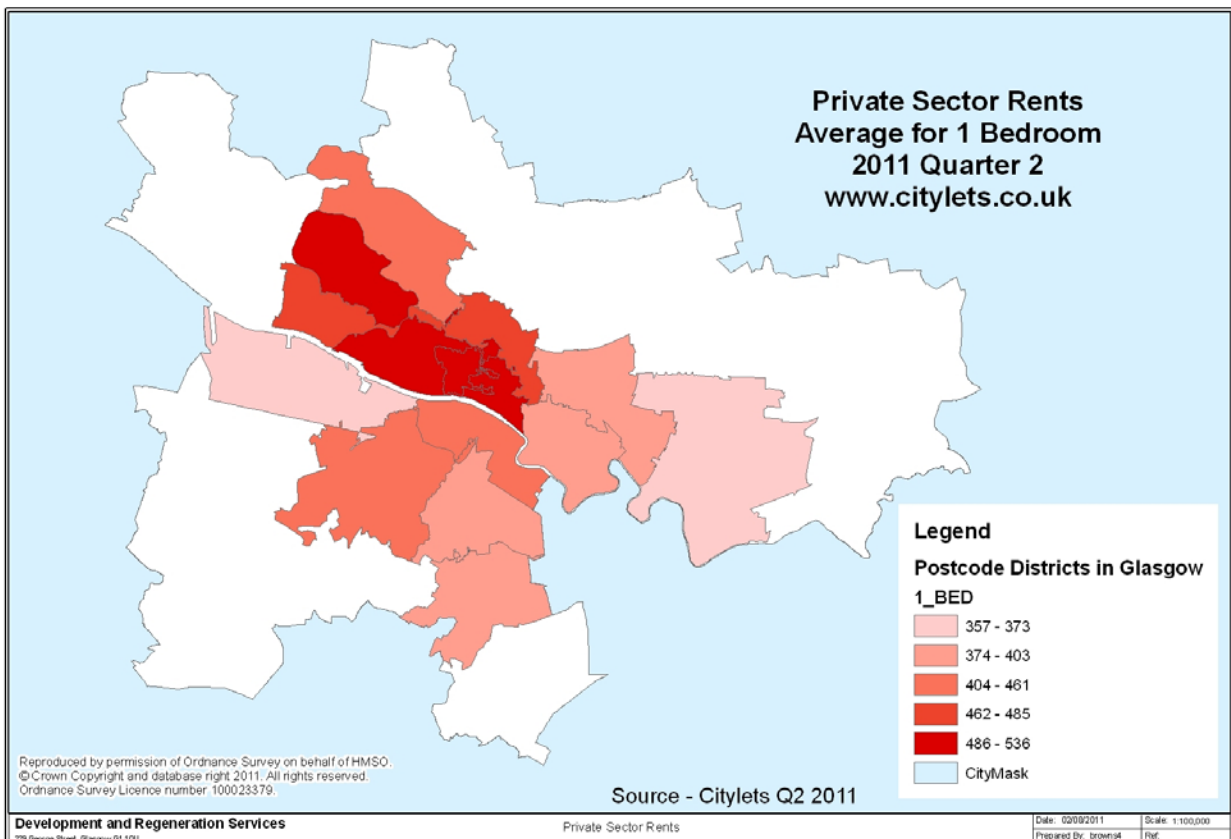
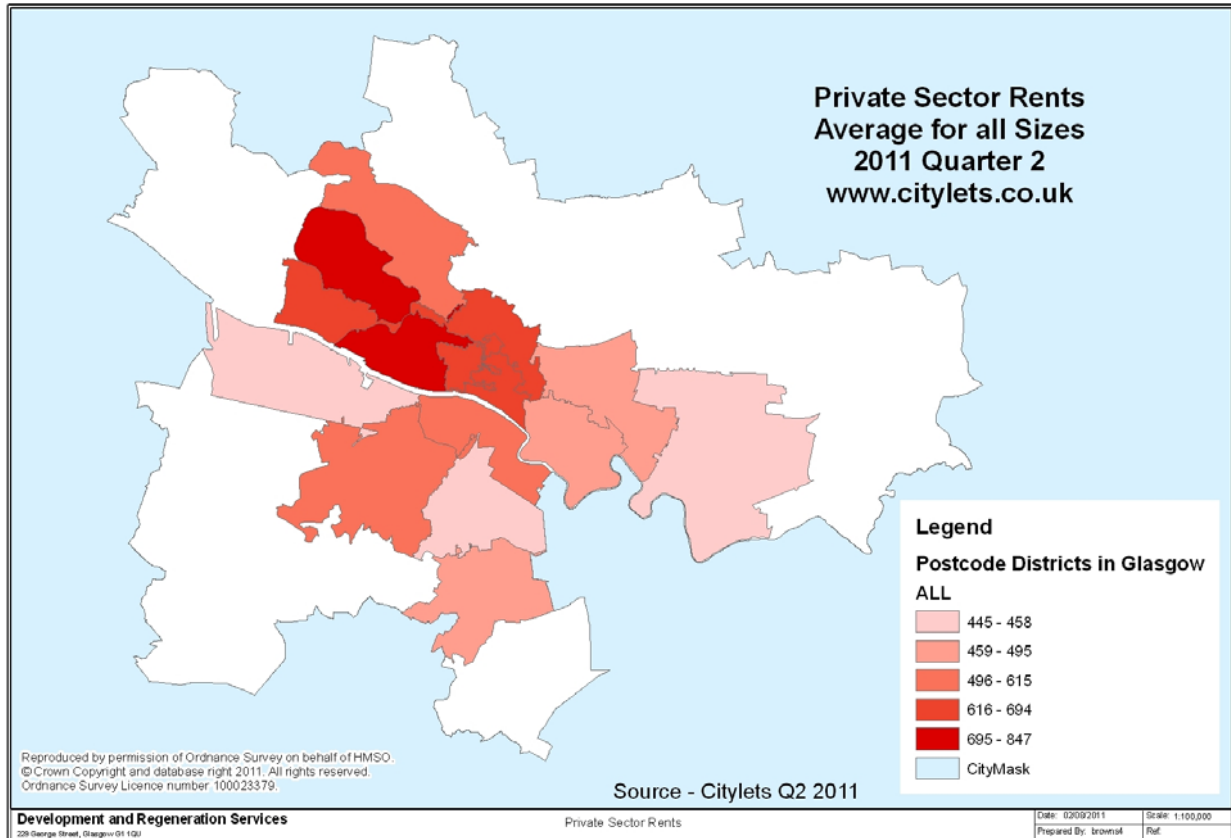
Rent Prices 2007 to 2011



The chart shows that rent levels appear relatively stable across the City for the past 5 years although apparently steadily rising more recently. Citylets provides rents broken down by size and cautions that 1 and 2 bedroom properties make up about 83% of the private lets in the City making it difficult to draw conclusions about larger properties which are in the minority and probably vary greatly in type and demand. Average rents for a 1 bedroom for the 2<sup>nd</sup> quarter of 2011 is 5% higher than the average recorded for the same quarter in 2007. A 2

bedroom is recorded as 7% higher and a 3 bedroom as 18% higher over the same time frame. However as mentioned above, the relatively low volume of lets of 3 bedroom and larger shows fluctuations that relate to particular properties and areas rather than market trends.

The maps show the rent levels across the Postal Districts in the City illustrating the differences between the west and city centre and the east and south postal districts.



The above maps show the average rents recorded for postcode districts in 2011 Quarter 2 for 1 bedroom apartments. The blue areas identify the East, the South East and the immediate South West as areas where the average rents are below £450 (which is the approximate mid range average). The pink and purple shows the City Centre, the West End and the immediate south west are areas of higher rent i.e. above £450.

### **Local Housing Allowance/Housing Benefit Changes**

The impact of Housing Benefit/LHA and other Welfare Reform changes are discussed elsewhere in this report but are likely to be significant for tenants (and landlords) in the sector.

Prior to the introduction of the LHA, fears were expressed that privately rented housing in the more expensive areas of the city would become inaccessible to claimants, forcing them into the lower-rent areas in the East and North of Glasgow. This might compel people to move away from their families, or from the communities from which they derive their support. It was also feared that if claimants continued to live in the more expensive areas, they might be obliged to live in overcrowded conditions. LHA might also encourage landlords in the poorer areas to raise their rent levels.

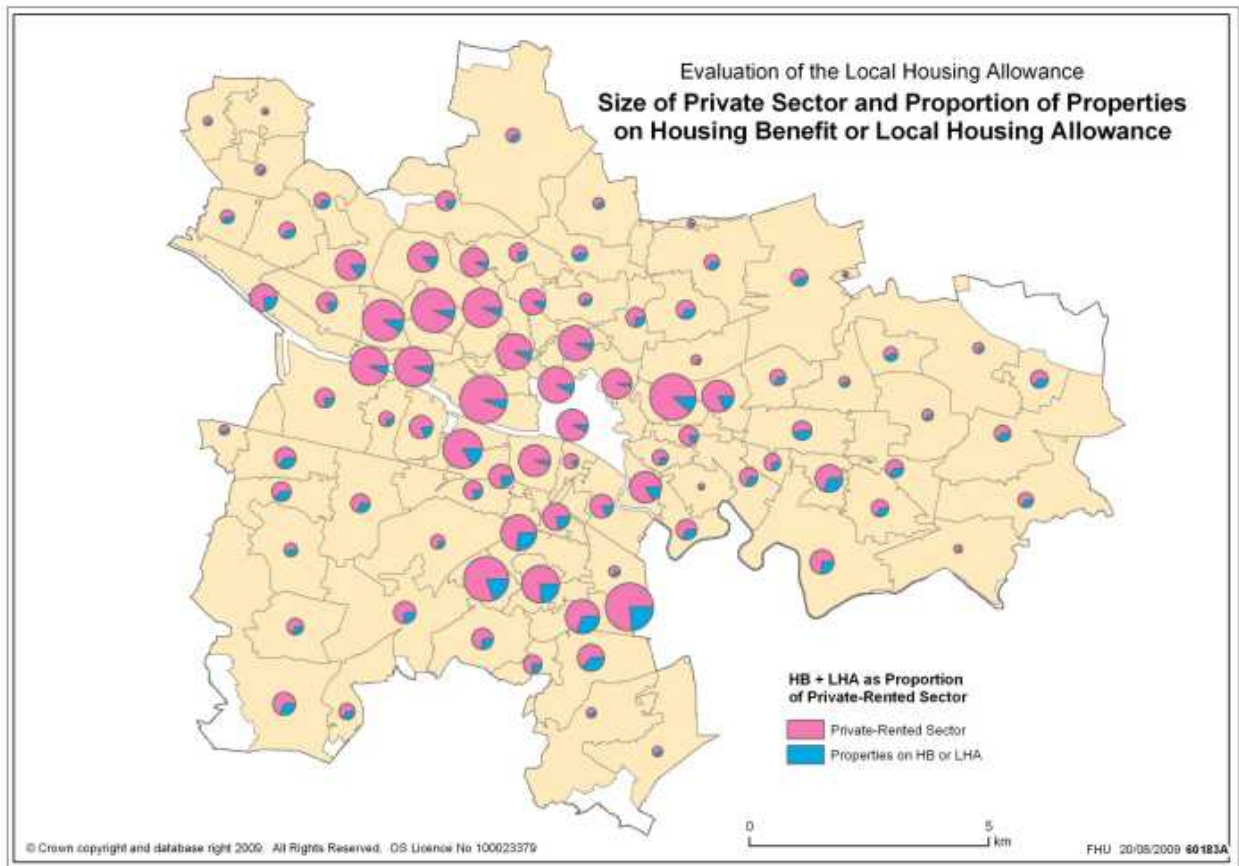
It is not yet possible to determine whether the introduction of LHA and the changes to HB are leading people to move from the more expensive to the cheaper areas of Glasgow. Until the HB changes it appeared that because LHA claimants form only a small proportion of private tenants in the expensive areas, and there is a spread of rents in these areas, they may have a sufficient choice of cheaper properties to be able to stay in their area of choice. However, there is concern that the Housing Benefit changes in addition to wider Welfare Reform will 'price' poorer households out of more expensive areas leading to concentrations in other parts of the city.

The Scottish Government's Review of Private Renting (2009) found that seven in ten landlords preferred not to let accommodation to tenants who were in receipt of HB or LHA or would only house them if they had poorer quality properties that were difficult to let. In focus groups, landlords said the introduction of LHA had increased this reluctance, and where they might have let to claimants in the past, they would not do so now. Small landlords were more likely to be negative about housing claimants than larger landlords. Three in ten landlords said they had no preference for or against claimants as tenants. A further issue raised by landlords was the loss of direct payment of rent to tenants under LHA. While landlords understood the rationale for tenants to be allowed to manage their own money in the interest of reducing financial exclusion, they cited recent difficulties collecting rent and dealing with rent arrears. Landlords wanted to see a reinstatement of direct payment of rent. TABLE below provides an indication of the caseload trend in claimants over the last year or so demonstrating the shift from Housing Benefit to Local Housing Allowance. The overall caseload has increased by about 5.5% since May 2010 with the LHA proportion increasing to almost two thirds (66%) in March 11 compared to 61% in May 2010.

### **Private Landlord Caseload**

	<b>LHA</b>	<b>HB</b>	<b>Total</b>
31-May-10	8369	5,281	13,650
30-Jun-10	8585	5,205	13,790
31-Jul	8779	4,941	13,720
31-Aug-10	8943	4,957	13,900
30-Sep-10	9026	5,084	14,110
31-Oct-10	9115	4,815	13,930
30-Nov-10	9250	4,690	13,940
31-Dec-10	9269	4,771	14,040
31-Jan-11	9510	4,770	14,280
28-Feb-11	9645	4,775	14,420
31-Mar-11	9491	4,949	14,440

The Map below shows the areas of concentration of privately rented housing in Glasgow at March 2009, based on DRS tenure estimates 2009, along with the percentage of private tenants on LHA derived from Financial Services records.



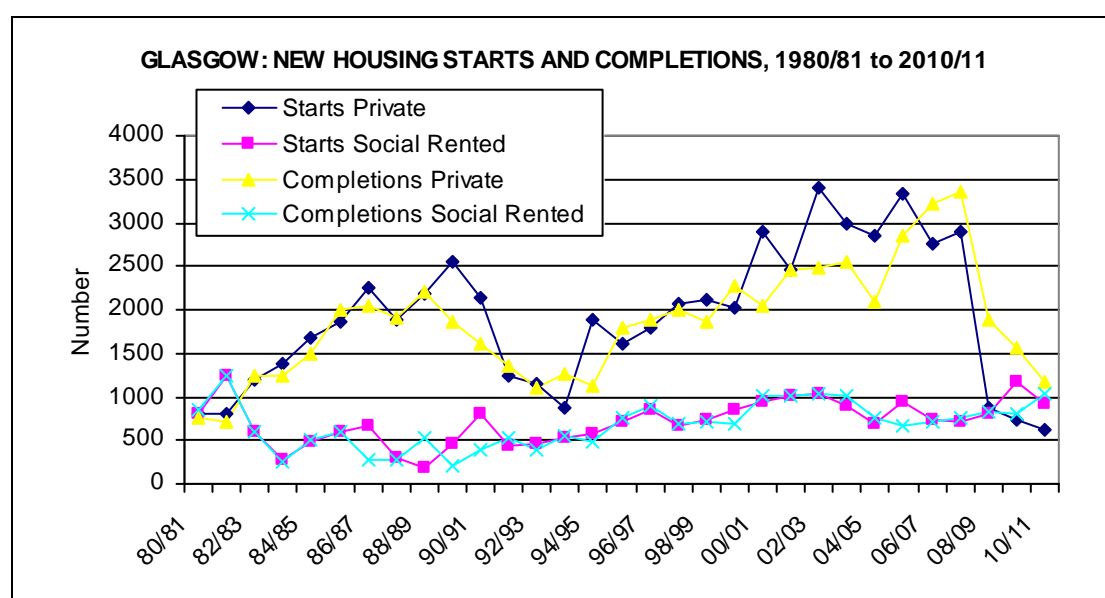
## **11. PRIVATE HOUSING MARKET**

## Housebuilding

The CHART below outlines the trends in housing starts/completions for both the private and social rented sectors since 1980/81. For much of this period the private sector has been the main driver of housing construction in Glasgow.

The effect of the previous recession at the beginning of the 1990's on the construction industry can clearly be identified. However, the impact on the construction industry of the most recent recession in the late 2000's has been even more dramatic. From a higher level (about 3,000 in 2007/8) site starts fell to below the level of the 1990's recession and unsurprisingly, completions have followed a similar pattern.

Recent increased social sector investment has helped mitigate the effects of this significant drop in housing construction in the city. However this has been a temporary phenomenon and it is likely that with less public subsidy new build volumes will decline. Glasgow City Council's Development Funding budget suffered a 20% cut in the funding allocation for 2011/12. Further reductions in the City's allocation for 2012/13 and beyond are likely to compound the drop in construction rates.



There are two key consequences stemming from the slump in housebuilding in the city: -

- Shortage of new supply across tenures, and
- Adverse impact on jobs and sector businesses

## Multiplier Effect of Housing Investment

Research has highlighted the wider economic and other benefits that arise from housing investment. Research commissioned for GHA noted the significant multiplier effects from its improvement programme through employment – the research 'Assessing the Impacts of GHA's Investment Programme' (2011) estimates that GHA's £983 million capital expenditure is likely to have generated **an additional £923 million** in benefits to the UK (mainly the Scottish) economy. Much of that benefit (£682m) is likely to have remained in the Glasgow area.

Although focussed on existing stock improvement, new housebuilding also generates multiplier effects. Research for the Scottish Government 'What does the literature tell us about the social and economic impact of housing?' (2010) summarises the key impacts of housing investment thus: -

- The input-out tables for Scotland for 2004 showed that the construction industry had a much larger economic impact on Scottish economy than other industries.
- A fiscal stimulus for additional housing investment in Scotland to combat the effects of the recession has saved private sector jobs and enabled public agencies to retain skills in the construction industry.
- The Scottish Housing Quality Standard has been important in stimulating economic activity and providing job opportunities for skilled tradesman and those in construction related work.
- The impacts of new housing investment vary by tenure. Private renting provides a more flexible tenure which can contribute importantly to labour mobility. Investment in social housing can improve people's lives. Investment in owner-occupation has larger employment and consumption impacts.
- New house building plays a significant role in supporting city competitiveness by attracting and retaining a skilled workforce.

## House Prices and House Sales

### 1992/93-2009

The Housing Issues report produced in August 2009 described the trends in house prices from 1992/93 until Quarter 1 of 2009 with relatively stable prices during the 1990s but seeing unprecedented rises in house prices and in the volume of sales during the period from 2001 until the autumn 2007.

This increase was fuelled by easily available credit and borrowers being able to obtain mortgages based on high multiples of income and up to 100% or even more of the value of the intended purchase. There is also evidence of a high level of purchases by 'buy-to-let' investors.

Between 2001 and 2008 prices approximately doubled in real terms in many parts of the city. By March 2009 prices had fallen by about 20% from their peak, and had returned to their mid 2003/04 level in real terms, while sales volume had fallen to the level of the last recession in the new build market, and well below in the second hand market.

### 2009-2010

Average House Prices in Glasgow saw a recovery in the 2<sup>nd</sup> half of 2009 (**CHART**) with both new sales and re sales returning to 2008 Q1 levels. This is consistent with the national picture reported by the Scottish Government's Centre for Housing Market Analysis (CHMA).

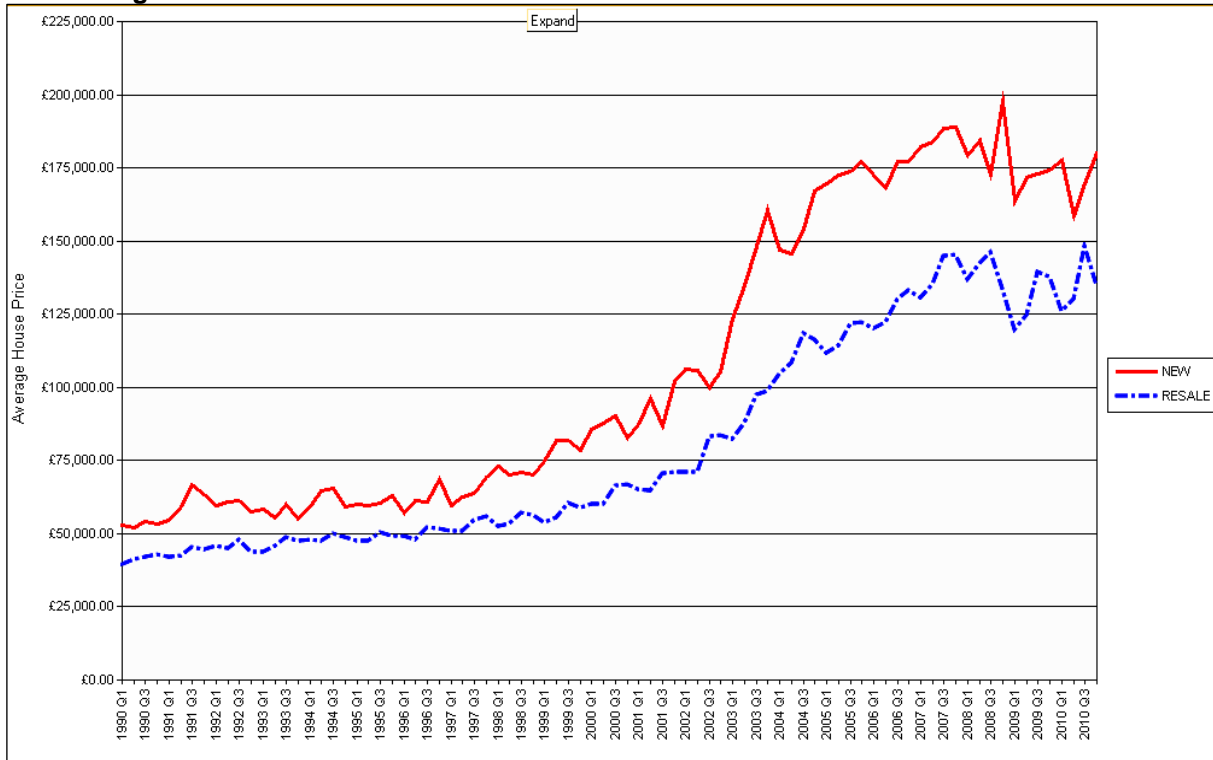
In Quarter 1, 2010, the average resale price in the City falls back to 2006 levels. Seasonal factors, the extreme weather conditions experienced at the start of the year and the end of the stamp duty holiday at the end of 2009 may all be factors but this picture is at odds with the national picture reported by the CHMA which reports a "5.4% - 7.3% rise in Q1 2010" (depending on the lender).

The Glasgow and Clyde Valley Structure Plan reports an average fall in house prices in 2009/10 of approximately £4,931 across the Structure Plan area. Of the 8 authorities in the Structure Plan area, only Renfrew Council has a rise in the average house price during this period, suggesting a more depressed market within the area of the Glasgow and Clyde Valley area than the rest of Scotland.

Between Quarters 1 and 3 in 2010 there was an increase in average house prices to just over £175,000 whereas average resale prices dipped back to about £130,000.



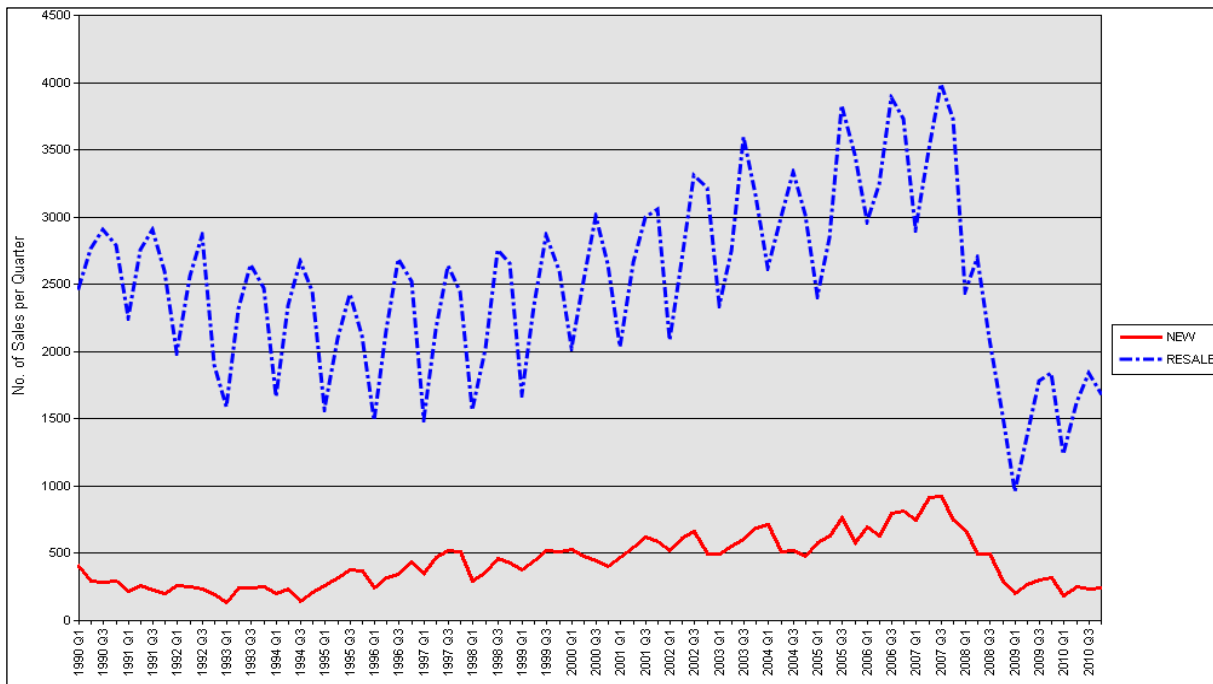
### Average House Prices Q1 1990 – Q4 2010



Note: Chart contains the average house price excluding sales under £10K or over £1M - Cumulative sales, sales to sitting tenants and shared equity sales are also excluded. Source: University of the West of Scotland

The volume of new sales has shown a degree of recovery since Q1 2009 although still under half the level at the market's peak. Even though there are more sales, there are fluctuations since the beginning of 2009. The resale market continues to be flat perhaps indicating the lack of first time buyers coming onto the market reflecting the wider shortage of finance and/or the expectation that prices are still likely to fall perhaps reflecting that potential purchasers are adopting a 'wait and see' approach.

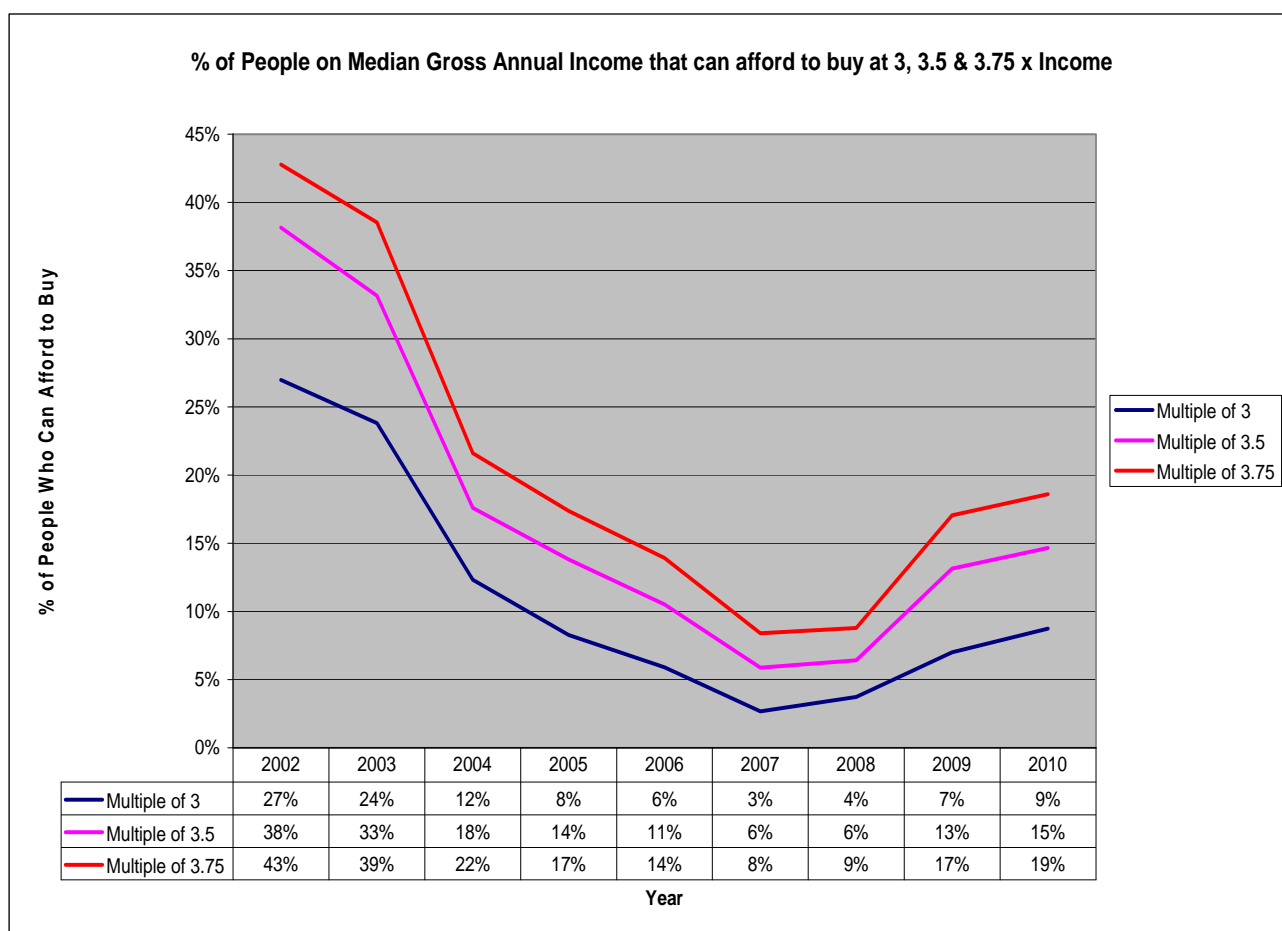
### No. of House Sales Q1 1990 – Q4 2010



Note: Chart contains the average house price excluding sales under £10K or over £1m. Cumulative sales, sales to sitting tenants and shared equity sales are also excluded. Source: University of the West of Scotland

## Affordability

Further analysis on housing affordability shows that there has been continued improvement in affordability. However, the improvement trend has flattened over the 2009 to 2010 period.



Information accessed via <http://www.propvals.co.uk/> which includes Crown Copyright© material of the Registers of Scotland and the office of National Statistics – Income Data

From the analysis above, the picture in Glasgow is similar to that across most of the country. Since the Credit Crunch house prices have fallen and the volume of sales has reduced significantly. Although the economy is recovering, it is weak, inflation is rising (particularly with increases in food and fuel prices) and rising unemployment.

Household incomes are falling; the Office of National Statistics recently confirmed that UK households experienced a 2.7% fall in real incomes in the year to the end of March 2011. This is the biggest drop in over 30 years.

A lack of consumer confidence is also affecting the housing market. Households may not be placing their properties on the market because they do not think that they will get the price they seek; and people may not be buying because they think house prices have further to fall.

Prices may remain at this level because of the historically low level of new housebuilding and reduction in average interest rates. There is also some evidence that homeowners are putting properties into private renting until the market picks up sufficiently.

As has been highlighted, accessibility to mortgage finance continues to affect the market as First Time Buyers (FTB) find it difficult to save the large deposits needed as lenders may only lend on Loan To Values of 75%. Just 15% of mortgage advances to first time buyers in 2010 required deposits of 10% or less of the purchase price.

Schemes such as the Universal Property Solutions Initiative in Govan can help FTBs. Local Authorities (including Glasgow City Council) are also exploring the viability of a Local Authority Mortgage Scheme (LAMS) which would underwrite part of FTBs' deposits so that the full (25%) deposit is not required.

It is clear that there will not be a return to widespread availability of mortgages at Loan to Value (LTV) rates seen before the Credit Crunch. Although some lenders are beginning to offer 90 to 95% LTV conditions for FTBs apply.

However, a full sustainable recovery in the housing market depends on stable economic and jobs growth. Interest rates have been held at historically low levels (0.5%) since 2009. There is some concern that higher inflationary pressures will lead to an increase in interest rates although this may not occur for the foreseeable future because of the UK's modest economic growth.

If interest rates are raised this will affect households that are already struggling to meet their mortgage payments. The number of repossessions is lower than following the last recession in the 1990s, partly because there have been a number of Government measures to mitigate the level of repossessions. Lenders have also responded to Government by exercising 'forebearance' in not seeking repossession when borrowers fall into arrears. In 2009, there was a sharp rise in borrowers with 12 months+ arrears. However, if the level of repossessions does increase this will lead to a further drag on the market and lenders which could potentially lead to an increase in levels of homelessness.

Even taking into account all of the above, generally people's attitudes towards owner occupation do not appear to have fundamentally changed. Research carried out by the Scottish Government's Communities Analytical Services 'Housing Aspirations, Needs and Demands in the light of the Credit Crunch' (July 2010) found that although there was a short term decline in peoples' aspirations to own, over the long term, those aspirations again return to previous levels once the economy recovers.

The report concludes that "evidence in any change in people's long term housing aspirations is weak". The research also showed that "people are even less likely to report a preference to rent than previously" although secondary evidence suggests people "are more negative towards home ownership during house price falls, but only in so far as they suggest it is not a good time to buy".

On a UK wide level, the Department of Communities and Local Government has recently published a report 'Public Attitudes to housing in England' (July 2011) which is based on the results from the British Social Attitudes survey. The research suggest similar findings to the Scottish Government's study in that if people had a free choice, then 86% would choose to buy whereas only 14% say they would choose to rent their accommodation.

In conclusion, the evidence shows that despite the Credit Crunch, there is still a general aspiration to buy in both Scotland and the UK. People will mainly choose to do so when house prices are stable and/or rising and the economy is recovering. This suggests that as well as supporting home ownership, the LHS has also to consider in the near term transitional or intermediate housing products/offers such as 'rent to mortgage' or 'mid market rent' which will offer tenants the opportunity to rent in the short to medium term and buy later.

## **12. HOUSING NEEDS AND DEMAND**

The Housing (Scotland) Act 2001 requires local authorities to carry out an assessment of housing provision and provision of related services which is the statutory basis for undertaking housing need and demand assessment to inform Local Housing Strategy (LHS) development.

### **What is housing need and housing demand?**

There is no universally accepted definition of housing need but generally, it is accepted that housing need refers to households without housing or living in housing which is inadequate or unsuitable in some way. It is unlikely that these households will be able to meet their needs in the housing market without some assistance. Housing demand differs as it refers to the quantity and type of housing which households wish to buy or rent in a particular area and are able to afford generally without any kind of assistance.

It is important to recognise that there are a variety of policy responses to an identified need, some of which do not entail new provision of affordable housing, and in the current economic situation, housing demand can be frustrated by the lack of access to mortgages meaning households may require assistance.

Housing needs models are often created based on indicators of need and demand which try to count households experiencing different kinds of need. Two different modelled approaches to estimating the level of housing need and demand in the city are outlined here. These models use different measures and assumptions, and provide outputs which are not wholly comparable i.e. the output from housing need in the HNDA model is not directly comparable to the socially rented housing demand model, as the HNDA need estimate includes an element of intermediate affordable housing.

Both models attempt to estimate the level of housing need and demand to inform strategic planning and policy development.

### **Glasgow Social Housing Demand Studies 2004 & 2007**

Glasgow Social Housing Demand Studies (GSHDR) were carried out in 2004 and 2007 by Tribal consulting, funded by Glasgow City Council, Scottish Government and Glasgow Housing Association. The aim of these studies was to accurately assess the likely level and pattern of demand for social rented housing in the city. This assessment would then inform the city's strategy for meeting changing needs, including programmes for demolition and new build development.

The purpose of the model developed for the study was to analyse and predict all the inflows and outflows to and from social housing in Glasgow. It forecasts the future demand for social housing stock that currently exists and is planned to exist in the future based on how demand and need has functioned in the past. However, the model cannot predict the demand for housing which is very different in terms of type or quality from what is has been in the past. Nor can it take account of a change in trend in the future due to unforeseen unseen factors e.g. global financial crisis influencing the accessibility of home ownership, or major policy shifts such as changes to welfare benefits or homelessness legislation.

The results from the 2007 study identified a continued excess supply of social housing albeit less than in the 2004 analysis. However, within the overall surplus figure, there is varying demand for different types of housing; there is demand for houses but a considerable surplus of flats. The study identifies a variety of factors which may influence demand in the future including the number of houses in the sector, quality of the stock, and a lack of alternative housing options including access to ownership.

The full reports for these studies can be found at <http://www.glasgow.gov.uk/en/Business/Housing/HousingStrategy/LocalHousingStrategy/glasgowsocialhousingdemandreview2007.htm>

Although it was anticipated that a 3<sup>rd</sup> Social Housing Demand Review would be carried out, Scottish Government policy shifted in relation to strategic planning of housing and planning, and new Guidance was issued on Housing Need and Demand Assessment as integral parts

of both the development of the Strategic Development Plan and Local Development Plan, and Local Housing Strategy. The approach adopted in the Glasgow area is detailed below.

## **Glasgow and Clyde Valley Housing Need and Demand Assessment**

### **Background**

The Glasgow and Clyde Valley Housing Need and Demand Assessment (HNDA) was carried out within the new framework set by the Scottish Government through guidance issued for the preparation of Local Housing Strategies (LHS) and HNDA. Key aspects of the new approach are closer links between housing and the organisation of the HNDA on a regional or Housing Market Area basis which in our context means the Glasgow and Clyde Valley (GCV) Strategic Development Plan Area. Therefore, the eight local authorities worked in partnership on the HNDA under the auspices of a GCV Housing Market Partnership (HMP) Core Group. This has meant that compromises have had to be made to agree a common methodology and assumptions, whilst keeping within the framework as set out in the HNDA Guidance.

All HNDAs must be assessed as 'robust and credible' by the Centre for Housing Market Analysis (CHMA) in the Scottish Government before local authorities can finalise their Local Housing Strategies. The CHMA considers a HNDA to be robust and credible 'if, as a minimum, it provides all of the core outputs, meets all the requirements of the process criteria in the checklists below and has made reasonable assumptions based on the information available, which will be confirmed by the Scottish Government' (HNDA Guidance, March 2008). The GCV HNDA was assessed as 'robust and credible' in June 2011.

The full HNDA for the Glasgow and Clyde Valley Housing Market Partnership can be accessed at the weblink below. The key document is 'Housing Need and Demand Assessment Final'. Chapter 2 provides an overview of the HNDA model, Chapter 5 describes the model methodology in detail and summarised results can be found on page 118, Chapter 6 identifies key household groups with specific housing requirements, and Chapter 7 outlines key messages and conclusion with a section on Glasgow City at page 157.

[http://www.gcvsdpa.gov.uk/index.php?option=com\\_content&view=article&id=34&Itemid=34](http://www.gcvsdpa.gov.uk/index.php?option=com_content&view=article&id=34&Itemid=34)

### **HNDA Results**

**Private Sector** – The HNDA indicates that in order to meet projected private sector demand, there is a need to deliver around 2,200 new build private sector houses per annum in the 2008-25 period, which is an annual level of output previously achieved in the City. It has been concluded that there is a surplus of supply over demand and, therefore, there is no need to release any additional land in the period to 2025. These results are linked through the Main Issues Report of the Local Development Plan (City Plan 3) which is out for consultation at end September 2011.

**Affordable Housing** – A substantial need for affordable housing has been identified, spanning three periods:

- 2008-2016 - between 24,645 – 30,800 units;
- 2016-2020 - between 12,674- 15,300units;
- 2020-2025 - between 7,314- 9,990

Based on the HNDA outputs, Glasgow constitutes about 65% of overall need in the GCV area. Household incomes are generally lower in Glasgow, and the research has found that around 3,400 households requiring affordable housing can be met through intermediate housing products up to 2016.

This is a very different position from that identified by the previous Social Housing Demand Studies which identified a surplus of socially rented housing in Glasgow. As a result, the component parts which contribute to the results were considered further. The first thing to consider is that the HNDA model is very sensitive to changes in assumptions, and the impact of the need estimate output is considerable for Glasgow given its scale. Glasgow, with by far the largest and most complex housing/population characteristics in Scotland, is obviously more likely to be both less adaptable to generic assumptions, and importantly, more likely to

be impacted on by small changes in the assumptions used in strategic modelling. There is also likely to be some double counting of backlog need, as well as projected newly arising need as the assumptions adopted over-emphasises the number of households, particularly from owner occupation, who are likely to move into social rented housing. There is also a degree of overlap in counting households when the private sector and affordable sector are combined.

The HNDA Guidance acknowledges the complexity of assessments stating that: -  
“Housing markets are dynamic and complex. Because of this, housing need and demand assessments will not provide definitive estimates of housing need, demand and market conditions. However, they can provide valuable insights into how housing markets operate both now and in the future.” (HNDA Guidance p.7) The Scottish Government is currently revising the Guidance on HNDA in recognition of some of the difficulties in the HNDA process and in response to high and low results from different areas across the country.

Although the scale of need identified in the research is surprising given previous trends, there does appear to be a change in need and demand for affordable housing in Glasgow, from surplus to shortfall. The economic situation and the lack of access to mortgages, and the improvement in the social housing stock through large-scale investment, will all influence the need for existing households in Glasgow and new households to enter the social housing sector.

Glasgow is a large and unique city which faces many social and physical regeneration challenges. One of the limitations of the HNDA at GCV level is that it does not allow detailed analysis of the type of housing to establish whether existing housing can meet the needs of households in the city now and in the future, which is key to inform strategic planning of housing in the city. As found in previous Social Housing Demand Studies, there is a structural mis-match between the existing housing stock in terms of size and location, and the requirements of households. There also continue to be poor quality housing which is no longer fit to house people in the medium to longer term, and will require demolition.

Meeting the housing needs and demands of current and future households in the City is reliant on achieving a sustainable mix of good quality houses of different size and types in both the existing and new build housing stock. Glasgow City is going through a process of major regeneration to tackle the significant levels of deprivation and to improve or replace poor quality housing stock in the City, to better meet the demands of the City's population. The renewal of these areas will create attractive, sustainable residential environments which will also make a contribution towards meeting wider aims such as improving health. The development of private housing, and possibly intermediate tenures, will play a major role in contributing to the regeneration of these areas.

The backlog need element of the HNDA quantifies the very large role that homelessness plays in the affordable housing system in the City, as well as the significant level of support needs of some of Glasgow's households. The HNDA also highlights the distinctive pre-1919 tenemental stock in Glasgow, which brings with it challenges of disrepair and which contributes to investment requirements in the City.

### **Refining the Assessment of Need and Demand for Affordable Housing**

Given the unexpected output from the HNDA for Glasgow in respect of the social rented sector, there is a requirement for further testing against more detailed information at the LHS/LDP level in order to reflect more clearly on the individual complexities of the Glasgow housing market and household characteristics.

Further work has been carried out through the model developed for the 2007 Demand Review. Using (updated) population/households projections for the city and assumptions derived from the previous study and the HNDA Affordability Study, the change in trend in housing need identified in the HNDA has been reinforced, in that the position is a move from surplus to a need for affordable housing.

## Updating the Social Housing Demand Model (2011)

A key part of the research brief for the Consultants in 2007 was to develop a Social Housing Demand Model for the city. The model used estimates of flows in and out of social housing to determine future demand for social housing from 2007-2022.

Some of the assumptions in the model were updated in 2010 to take account of the assumptions used in the Housing Needs and Demand Assessment.

With further information becoming available for 2011 - 2025, this model has again been updated in 2011 based on 4 different scenarios.

- Tribal Model 2007 assumptions with the Latest Household Projections
- Tribal Model 2007 assumptions with the Latest Household Projections and the Latest Homelessness Figures/ Backlog Need
- HNDA Assumptions 2010 & Latest Household Projections
- HNDA Assumptions 2010 with the Latest Household Projections and the Latest Homelessness Figures/ Backlog Need

The key assumptions used in the 2007 model were:

Household Formation Rate	2.4%
New households need/choose to move into social housing	60%
Households moving from the private rented sector into social housing	3.3%
Households moving from the owner occupied sector into social housing	0.2%
Households in the owner occupied sector	49%
Households in the private rented sector	11%
New in migrants moving into social housing each year	1100
New homeless applicants moving into social housing each year	1500
Deaths	2.5%
Moving out of social housing into another tenure	4%
Abandonments	2.4%

## HNDA 2010 Assumptions

The following changes were made to the 2007 model to take into account the figures used in the Housing Needs and Demand Assessment.

### Changes to tenure flow (Private Rented Sector and Owner Occupiers into Social Rented)

In the HNDA 2010 model, the households moving from the private rented sector into social housing assumption of 3.3% has been changed to 5% and the households moving from the owner occupied sector into social housing assumption has been changed from 0.2% to 1% as per the Housing Needs and Demand Assessment findings.

### Owner Occupier and Private Rented Sector Rate

In the HNDA 2010 model, changes have been made to the private sector and owner occupier rates. The 2010 model assumes a change in the owner occupier rate from 49% to 52% and a change in the private rented sector rate from 11% to 12% as this more accurately represents actual tenure breakdown (although the sector continues to grow).

### Migrant Rate

The migrant rate has been changed from a flat rate of 1100 in the 2007 model to a variable rate as detailed in the HNDA. The effect of this is a lower shortfall in 2010 and a higher shortfall on 2024 in 758.



## 2011 Scenarios

### Household Projections

Up to date household projections for the years 2010 – 2025 have been used in the 2011 update. Although the projections have changed slightly since 2007, they do not make a significant change to the projection of demand. The projections have been reduced from the figures used in the Housing Needs and Demand Review as new information has become available suggesting that previous estimates were too high.

### Homelessness

The HNDA model used 2 figures for homelessness. The first uses the assumption of 2400 homeless people into social housing each year and the second makes the assumption of 4500. For the purpose of this exercise the lower figure has been used. Adding the homelessness assumptions to the model produces a higher shortfall of social rented housing which reduces in later years as the figure is constant while all other figures continue to increase.

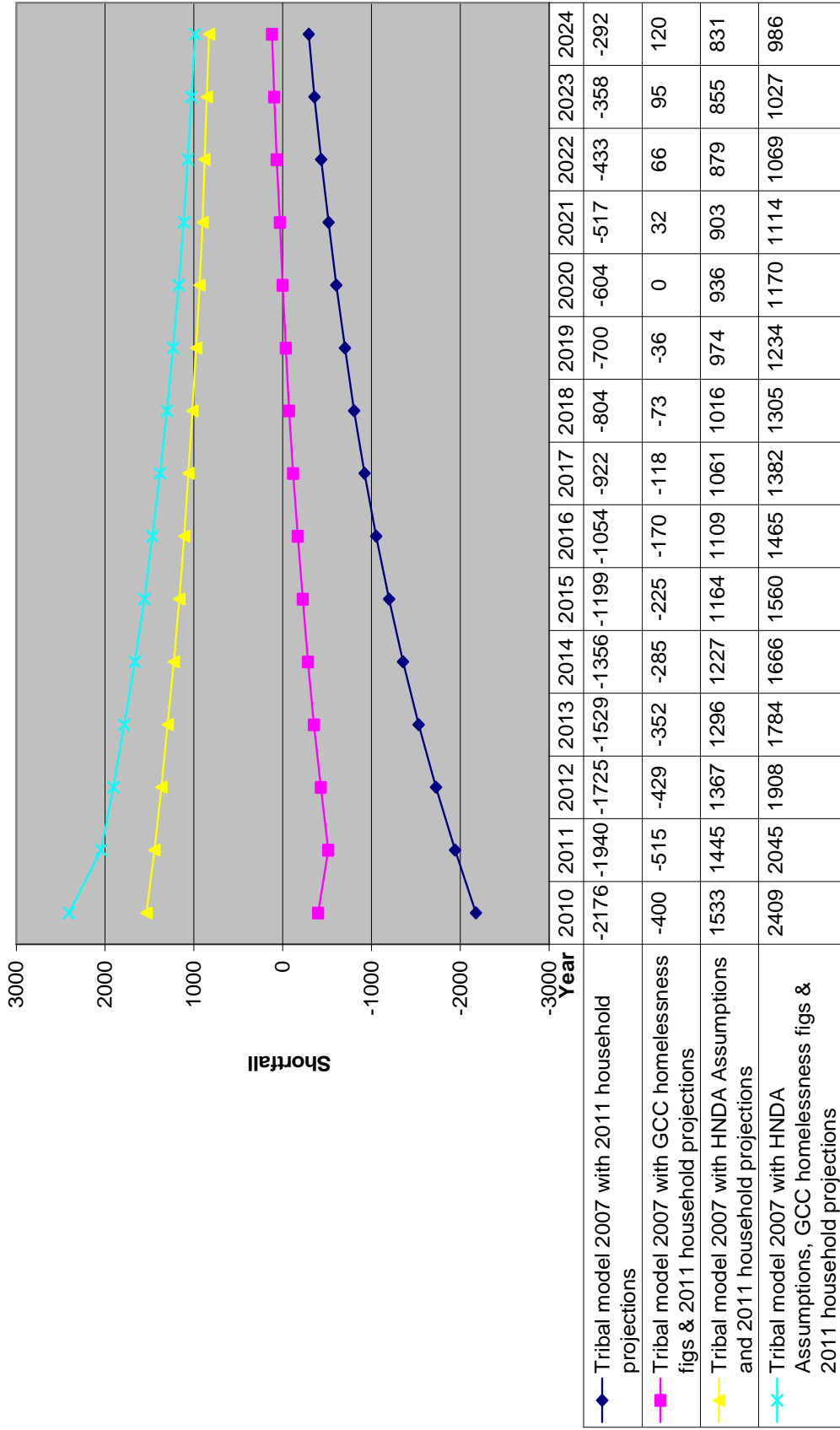
The latest actual homelessness figures have also been modelled which shows a reducing figure from 2010 to 2011 and then a figure to 2025. The figure (3087 for 2010) is higher than the 2400 lower rate in the HNDA but lower than the 4500 higher rate. The results show a shortfall of between approximately 1500 and 2400 units in 2010/11 with a reducing shortfall of approximately 830 to 980 units by 2025.

### Results

The 4 new scenarios have been modelled to take account of the new household projections and homelessness figures as detailed on the graph below.

- Only changing the household projection, makes little difference to the overall need projection with the estimate predicting a surplus of housing from 2010/11 to 2024.
- Introducing revised homelessness estimates to the 2007 Tribal model estimates a lower surplus which moves into a small shortfall by 2024.
- Using the HNDA assumption changes results in a shortfall of between 1500 and 2400 in 2010/11 falling to a shortfall of 830 to 980 in 2024 depending on whether the revised homelessness figure is used.

The two middle scenarios presented in the chart below are suggested as presenting a realistic level of affordable housing need in the city. At 2011, the range is from the city having a surplus of 500 social rented units to having a shortfall/ need of 1445 units. By 2016, the range decreases to a potential surplus of 170 social rented units to a shortfall/ need of 1109 units.



## **Policy and Investment Implications: what the results mean for Glasgow**

Over recent years, there has been a shift from a position of surplus social housing in the city towards a position of need. This will require additional investment in affordable housing in the city. However, this does not tell the whole story. The housing need figure for affordable housing does not directly translate into a figure for the development of new housing. Additional policy responses concerned with making better use of existing housing stock, funding intermediate tenures, and supporting people into home ownership or private renting, are also central to meeting needs. Our further work confirms that the strategy of removing unpopular low demand social housing should continue, that there continues to be a need to build new houses particularly larger dwellings and that particular needs housing e.g. wheelchair housing will continue to be required. In the light of the Welfare Reform agenda and the trend in smaller household formation there may be a change in the future towards demand for smaller housing units.

In terms of the private sector land supply, the HNDA indicates that there is no requirement to identify additional land within Glasgow before 2025. Not only is the scale of the land supply sufficient, but it is also varied, including urban re-development sites and greenfield locations within the Community Growth Areas on the edge of the urban area. The supply will therefore contribute to providing a range and choice of private housing within the City.

The assessment of housing need and demand studies inform the development of the Local Housing Strategy, the Local Development Plan and the Strategic Development Plan, with policy and investment responses to the research studies considered through their respective and inter-connected, development processes.

Further research will be carried out after publication of the Census 2011 data in 2013.

## **13. HOMELESSNESS**

## **Homelessness in Glasgow**

Nationally, Glasgow still receives high level of homeless applications. 11% of the population of Scotland lived in Glasgow (GRO), but the Council received 19% of the overall number of homelessness applications for Scotland (Scottish Government HL1 annual statistics).

Using the annual HL1 statistical report for 2010/11 for Glasgow, the following observations can be made about the current position and changes in the patterns of homelessness over the last five years:

### **Homeless Presentations**

Homeless applications for 2010/11 totalled 10,357. There has only been a small amount of variation in total annual applications over the last five years, the lowest number being 9947 in 2007/08 and the highest 10,640 in 2009/10.

There has been a year on year reduction in the rate of repeat homelessness recorded, from 1114 cases (12.9%) in 2006/07 to 356 cases (4.8%) in 2010/11.

From the reasons for application recorded, only the 'Asked to Leave' category shows a significant increase, from 2345 households (23.6%) in 2007/08 to 2870 (27.7%) in 2010/11.

### **Household types**

In 2010/11, 70% of applicants were single people, 69% of whom were male (higher than the Scottish average of 61%). Overall, 48% of applications were from single men. 20% were single parents (below the national average of 24%).

There has been a year on year reduction in the number of 16-17 year olds making applications, down from 541 (5.2%) in 2006/07 to 288 (2.8%) in 2010/11. Applications from 18-25 year olds dropped from 2882 in 2006/07 to 2567 in 2007/08, but have since increased to 2968 (28.6%) in 2010/11.

In 2010/11, 80% of applications were recorded from households of White origin, 6% from Black or Asian origin. 98.5% of applicants are EU nationals or lawfully present in the UK.

### **Reasons for Homelessness**

Applications from people who have previously lived with relatives or friends have continued to increase, and now make up 49% of all applications. There has been a reduction in applications from people who have had a Local Authority or RSL tenancy, down to 1194 (11.5%) in 2010/11, but an increase from people who owned or had a privately rented property to 1688 (16%).

There was an overall decline in numbers of people who slept rough the night before reporting as homeless, from 642 (6%) in 2006/07 to 375 (3.6%) in 2010/11. This is slightly lower than the Scottish average of 4% for 2009/10.

### **Decisions**

There were 10,476 assessment decisions recorded in 2010/11. From this total, 7383 cases were agreed to be homeless or potentially homeless cases, and of these, 6781 (91.8%) were agreed to be in priority need, and 602 were non-priority.

Of the remaining 3093 applications, 1502 (14.3% of total assessment decisions) lost contact before the assessment decision, and 443 (4.2%) withdrew their application. 113 (1.1%) resolved homelessness prior to decision.

Of the applications subject to a priority need decision, 1845 households (27%) contained dependent children, 575 (8.5%) were fleeing domestic abuse, and 518 (7.6%) were under the age of 21.

Of the total number of assessment decisions in 2010/11, 4354 (43%) were made in less than one week. There has been a reduction in the number of decisions taking 28 days or more, from 40% in 2008/09 to 14% in 2010/11.

Around 25% of the total number of applicants were assessed as having one or more support need. The main needs identified were drug or alcohol dependency, mental health issue, and need for basic independent living skills.

### **Outcomes**

Of the total applications made in 2010/11, 44% had no duty owed or lost contact before duty discharge, and 10% returned to previous accommodation. 3% took up a private rented tenancy.

The number of households with a recorded outcome of a Scottish Secure Tenancy, either through a Section 5 referral or through a waiting list or other application, increased from 2515 in 2006/07 to 3276 in 2009/10. This figure dropped by 189 to 3087 secure tenancies in 2010/11. This equates to 45% of the number of households accepted as in priority need that year or 29% of total applications received.

In the five year period from 2005/06 to 2009/10, annual numbers of permanent lets by GHA to homeless households through the Section 5 process increased from 1514 to 2226, and lets from other Housing Associations increased from 685 to 1070 (figures from Update Report to Operational Delivery Scrutiny Committee, 7<sup>th</sup> April 2011).

The average time taken to discharge duty has increased over the last five years, from 22.87 weeks (2006/07) to 28.59 weeks (2010/11).

### **Issues**

#### **Financial Context**

The Council's 2011/12 Revenue and Capital Budget report required savings of £21 million from SWS, including £3 million from Homelessness Services. In addition, the budget for Homelessness has been impacted by changes to housing benefit subsidy levels from April 2010, which reduced the level of subsidy which could be claimed for clients placed in certain kinds of temporary accommodation, resulting in a loss of £8.5 million. Measures to respond to these challenges included service review and reconfiguration, salary savings through acceleration of leaving dates under voluntary severance, review of rent funded non salary budgets, reduction in temporary accommodation rental costs, and agreement to bill clients for water and sewerage charges.

#### **Abolition of Priority Need**

In September 2010, the Council's Executive Committee agreed a revised Homelessness Policy which set out steps to be taken to meet the Scottish Government target to ensure that, by 2012, all unintentionally homeless households which require housing will be granted priority need status. Between September 2010 and October 2012 there will be an incremental change to age parameters for acceptance of applications. An updated report in April 2011 indicated that this had resulted in an additional 193 households being given priority. Annual HL1 information indicates that the percentage of applicants found to be in priority need increased from 84% in 2009/10 to 91.8% in 2010/11. As the policy progresses towards 100% of applicants, pressure will increase on emergency and temporary accommodation resources, and there will be more pressure to ensure that people are moved on into settled housing as quickly as possible. Measures to increase the flow of accommodation and enable the Council to discharge duty on assessed cases include:

#### **Homelessness Duty Protocol**

The level of access to permanent rented accommodation was identified as an area of concern within the Scottish Housing Regulators Inspection Report on Glasgow's Homelessness Services. Allocations were insufficient to meet numbers of people assessed as in priority need, or to help with the backlog of cases. Numbers of permanent lets to homeless people through the Section 5 process by GHA and other social landlords are now jointly monitored on

a quarterly basis by the Homelessness Duty Protocol Working Group. An annual performance report is provided to the Council Operational Delivery Scrutiny Committee. There has been an increase in numbers of lets, however average time to discharge duty remains high, at 28.5 weeks in 2010/11, and further improvement is needed across all social rented sector providers.

### **Housing Supply**

The completed Housing Need and Demand Assessment for Glasgow recognises homelessness as a pressure on demand for social housing in the city. Homelessness is acknowledged as a priority within the Strategic Housing Investment Plan and within the criteria for development funding under the Innovation and Investment Fund for new build development.

### **Increased Use of Private Sector Accommodation**

In response to the introduction of new regulations by the Scottish Government allowing greater use of the private rented sector to accommodate homeless people in priority need, the Council is looking at developing a service specification for a commissioned service which will procure and provide private sector accommodation suitable for certain homeless clients.

### **Prevention**

Reported levels of repeat homelessness have been reduced through improved efforts to retain applicants and complete assessments. However, overall levels of applications have not changed significantly. The root causes of homelessness are complex and varied, and a range of measures are being progressed to try to reduce future numbers of applications for assessment, including:

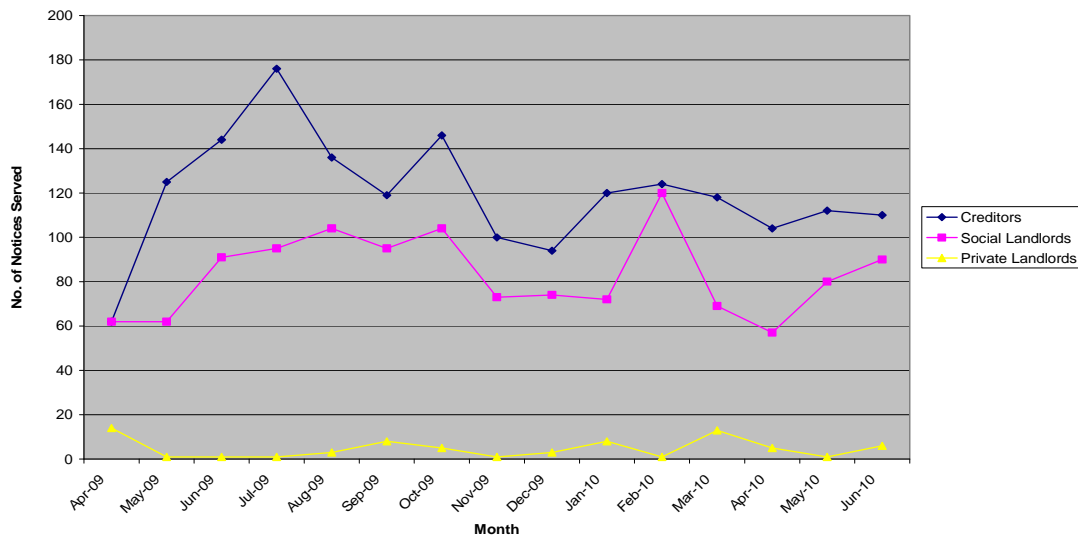
### **Section 11**

Since April 2009, social landlords, private landlords and creditors have been required to formally notify the Council of their intention to seek repossession of residential property. Figures for the last two years indicate a small overall reduction in numbers of notices.

	2009/10	2010/11
Social Landlords	1021	934
Private Landlords	59	45
Creditors	1464	1506
Total	2544	2485

Creditors and Private Landlords do not provide information on how many notices become repossessions. RSLs work jointly with Casework and CHP staff to monitor progress of notices and, although numbers are not at present available, it is understood that relatively few result in eviction.

Section 11 Notices by Month/Landlord Type



**Housing Options:**

The Council, working with partner agencies, has developed a Housing Information and Advice Strategy which complies with national standards. Information on what to do when someone is threatened with or is homeless is available on the Council website [www.glasgow.gov.uk/housingoptions](http://www.glasgow.gov.uk/housingoptions) and in leaflets which are widely distributed.

The Council is working with partners to develop a Joint Housing Options Service Pilot, which aims to reduce statutory homeless applications and introduce efficiencies in service provision. This will provide a one-stop shop with good quality information and advice services, and staff who can offer a holistic housing options consultation and financial assessment service. Clients will be provided with a personal housing options plan which will help them obtain a solution tailored to their needs, utilising both public and private sector housing resources.

**Mediation Services:**

The current mediation service for young people aged 16/17 who experience homelessness is being evaluated, with a view to extending the service to assist young people under 25.

**Restructure of Homelessness Services**

Dissolution of the Homelessness Partnership and the loss of a number of staff through the Tomorrow’s Council severance scheme have necessitated the development of a new service structure. It has been agreed that there will be a separation of responsibility within Social Work Services for commissioning, strategy and casework services from emergency services, temporary accommodation and council provided accommodation services. Implementation of this structure is being taken forward on an incremental basis to ensure that front line service delivery remains unaffected through the transition period.

**Strategic Planning for Homelessness**

The current Homelessness Strategy remains live until 2012. A review of joint city wide planning and performance arrangements has been undertaken and it has been agreed that the Head of Service (Children and Families, Homelessness and Asylum) will chair the Homelessness Planning and Implementation Group (PIG). This group will have lead responsibility for development of joint strategic priorities for homelessness across SWS, NHS and other partner agencies, and for service user involvement in service planning. The immediate focus of this group will be the continuation and implementation of previously agreed activity, including the Homelessness Strategy Action Plan, the Scottish Housing Regulator Improvement Action Plan, progress towards the Abolition of Priority Need 2012 Target, and the operation of Statements of Best Practice.



**Proposed Service Developments**

The last of the large scale male hostels operated by the Council was closed in 2008. Assessment and accommodation services for women, currently delivered at Inglefield Street, will move to a new purpose built property in April 2012.

Work is ongoing to source alternative accommodation for the Hope House service, provided by Salvation Army. The number of places provided in the current property has been reduced, and it is intended that the service will change to provide small scale supported units.

Additional provision of emergency accommodation is currently required.

## **14. HOUSING AND HEALTH**

## **Health of Glasgow's Population**

Although there have been improvements in overall life expectancy, with falls in deaths from major disease such as heart disease and cancer, the health of Glasgow's population is not improving as quickly as in other comparable cities, and inequalities in health have been widening. Deaths related to 'lifestyle' issues such as obesity, diabetes and alcohol abuse have increased substantially in the past 20 years and issues relating to mental health have become increasingly important. There is significant evidence that poverty and deprivation still play an important part in determining health outcomes and quality of life for Glasgow residents.

Tackling inequalities is ever more important in Glasgow, a city that continues to demonstrate major disparities in health between the wealthiest and the poorest communities. To highlight these stark inequalities, men born in the affluent suburbs of Bearsden or Clarkston can expect to live to over 80 - whereas a journey just 10 miles to the east side of the City finds male life expectancy plunging by approximately two decades. Whilst poor health and illness can have genetic links and others are the result of individual life style choices, the evidence shows that some social groups tend to have much higher rates of illness, disease and death than others. It is now widely accepted that a range of socio-economic factors determines the health of a population and that the greatest scope for improving the public's health lies outside the control of the NHS.

Housing and the environment are key determinants of health and wellbeing along with access to transport, economic opportunities, education, good air quality, health and social care structures and opportunities for physical activity. Importantly, determinants can affect each other. For example, the quality and suitability of housing may be influenced by employment status, which in turn is affected by education and access to transport. Loneliness, social isolation, and fear of crime are affected by the design and quality of the built environment, mobility, and income. Income, education, and social networks are linked to levels of exercise, adequacy of diet and vulnerability to substance abuse. These are called the social determinants of health. The understanding of how health can be improved or damaged by such factors is called the social model of health. Therefore 'health' does not just refer to physical health but also to mental health and social well-being.

### **Council's Strategic Response to Health Improvement**

In 2008, the Leader of Glasgow City Council established a Health Commission for the city. It was challenged to come up with innovative recommendations to tackle Glasgow's record on health. The principal outputs expected from the Health Commission were:

- A statement of Glasgow's main health improvement challenges
- A key focus on tackling health inequalities
- Recommendations for priority interventions/changes.

The Health Commission met for the first time at the end of June 2008 and issued its report in August 2009. The Health Commission took a particular interest in creating a child-friendly city, seeing greater investment in interventions and support for the early years, and recommends more and better engagement with Glasgow's communities as a key means of improving health. The Commission identifies the strong evidence base which shows a link between people's health, particularly mental health, and people's physical surroundings including the quality of design for housing, streets and neighbourhoods. The Commission makes recommendations about better involvement of people in decisions about design of housing and the environment, based on the evidence presented around the community involvement in the new housing and public realm developments in the Gorbals. The Commission recommends that planners and private developers develop and apply standards for engaging local people in design decisions.

## **Housing and Health Links**

Links between housing and health have long been recognised and there are a broad range of housing issues that can affect health and mental wellbeing. These issues include heating, neighbourhood quality, ventilation and insulation, housing quality and design, overcrowding, indoor air quality and homelessness. However, this relationship is complex, and links between the different elements of housing and health can operate at a range of levels. It is therefore essential that strategic planning for housing takes account of the impact of decision-making on the health and wellbeing of local people.

Various publications suggest key links between the built environment and health:

- Poor people are more likely to live in poor quality built environments and this contributes to poor health.
- Neighbourhoods are the localities in which people live and evidence shows they are vitally important for health and well-being. At macro level this includes spatial planning, land-mix use and transportation infrastructure. At local level, the design, maintenance and use of buildings, public spaces and transport networks are all important.
- Design of street networks and core paths, the availability of open spaces, and the perceived and actual safety of an area as well as personal resources are important environmental and social influences.
- Housing improvements (and in particular insulation/energy efficiency measures) can improve health, especially over the longer term
- Housing relocation (temporary or permanent) can have negative health impacts (e.g. stress, loss of social network support)
- Relocated residents will often benefit from a range of support (to avoid negative health impacts)
- Meaningful consultation and 'empowerment' for residents during regeneration can potentially improve health outcomes
- The role and behaviour of building contractors can have health impacts for local residents
- Some groups (e.g. disabled people, elderly people, BME communities, the unemployed) can be particularly vulnerable to the negative impacts of poor housing
- Potential extra household costs arising from relocation or improved housing can have negative health impacts
- Housing related health impacts are intricately related to other neighbourhood changes.

## **Health Impact Assessment of LHS**

This is the first time a Health Impact Assessment (HIA) has been used in developing strategic housing plans in the city. Conducting a HIA help to ensure that they make an active contribution to improving health and reducing inequalities or, at the very least, that their proposals do not inadvertently damage health or reinforce inequalities.

The principal aims of the Health Impact Assessment (HIA) is to:

- influence the direction of housing strategy and policy
- identify the health impacts of the consultation draft of the new LHS
- shape the community engagement strategy for the LHS
- identify potential policy issues/research questions for further scoping i.e. those with greatest impact on health or health inequalities
- develop better links between housing and health and ensure long-term strategic engagement between housing and health improvement sectors.

In May 2010, a HIA scoping event was held which identified potential health and wellbeing impacts of Glasgow's Local Housing Strategy (LHS). This interactive half-day workshop gathered around 40 key stakeholders from a variety of health backgrounds, not only those working in the NHS, but also others who play a key role in influencing many of the social determinants of health including housing, regeneration, transport and planning. Importantly, the workshop examined some of the potential differential impacts of the consultative draft of the LHS on different population groups.

Detailed information is available in the LHS Health Impact Scoping Report which was published and disseminated in June 2010. The Scoping Report detailed potential impacts of the LHS on health and equality and included a set of research questions to inform the next phase of the assessment. The Housing Strategy team prioritised the key impacts and research questions raised in the HIA scoping report based on their greatest impact on health. The priorities were **Fuel Poverty; Housing Conditions; Homelessness; and Housing Support and Specialist Housing**. In July 2011, a workshop was held with key stakeholders to appraise the evidence of health inequality and housing for the 4 priority areas. A HIA recommendations report will then influence the implementation and monitoring of the finalised LHS.

### **Improving Health Outcomes in the City through Housing and Neighbourhood Interventions**

A number of initiatives have been running in the city over recent years to investigate the links between housing, neighbourhoods and health and to assess the impact of housing regeneration on health and wellbeing. These are GoWell and the two Equally Well Test Sites in the city.

#### **GoWell**

The Gowell research and learning programme has been running since 2006 and focuses on fifteen communities which are undergoing different degrees of regeneration and change. All have levels of income deprivation higher than the level for Glasgow as a whole, and much higher than the national figure. It is a longitudinal study of the impact of housing investment and neighbourhood regeneration on the health and wellbeing of individuals and communities, and is planned to run over a ten year period. The programme sponsors are the Scottish Government, Glasgow Housing Association, NHS Greater Glasgow and Clyde, NHS Health Scotland and the Glasgow Centre for Population Health.

There will be 4 large cross-sectional surveys undertaken in the GoWell Study Areas, two of which have taken place and findings are available, with the third survey being reported on later in 2011. In addition to the surveys, there has been a wealth of other work undertaken including focus groups to explore particular issues in more depth, a programme of qualitative research into governance, participation and empowerment, reviews of the policy context in Glasgow, and a series of community-based studies of specific interventions and policy priorities.

The communities in GoWell are composed of relatively young population and parents. They contain more children as part of their populations compared to Glasgow and Scotland, and households are headed by relatively young adults. The regeneration areas in the study areas have relatively few people aged 65 or over, with 40% of households being families, and just over half being single-parent families with fewer people in the 'grandparent' generation to help look after children. In the housing improvement areas and wider surrounding areas in the study, the population is considerably older. The regeneration areas have been used to house large numbers of asylum seekers and refugees since 2000, as well as migrant workers. In 2008, two in five adults in the TRAs were non-British citizens, and one in four in the local regeneration areas.

Gowell have analysed health service data which shows high levels of emergency admissions to hospital in the study areas, with the worst areas having twice the Scottish average of emergency admissions. Male survival rates have been considered and show that for 15 year old boys across Glasgow, prospective survival rates to 65 will be seven-out-of-ten boys, but in Local Regeneration Areas, only four-in-ten boys will reach 65 if health trends remain unchanged. Gowell identify this as a clear indicator of the 'transformational' challenge faced in many areas.

Though the programme has still a number of years to run a number of interim findings have been published, providing useful information for policy development.

## Findings—

- **Housing improvements** in the Gowell areas **have had a positive impact on people's quality of life.** People are more satisfied with their homes, and people are experiencing a range of psychosocial benefits from their home (enjoying feelings of privacy, retreat and status). People said they were consulted about what was to be done, kept informed, and given options for internal fixtures and fittings. The positive impacts are reported as coming from both the process and the outcomes of improvements.
- Comparing survey responses by people living in high-rise flats with people living in other types of dwelling, **houses offer occupants the most psychosocial benefits with high-rise flats offering the least.** The analysis indicates that even improved high-rise blocks will have to be managed and maintained better in the future if they are to perform as well as other types of housing as residential environments.
- **People's ratings of the aesthetic quality of neighbourhoods are associated with their level of positive mental wellbeing,** more so than their assessments of anti-social behaviour or of local amenities ie. taking action to make buildings, streets, parks and open spaces attractive does matter to residents' wellbeing.
- In terms of neighbourhood improvements, **key learning points included the importance of consultation during the planning stages,** as satisfaction and community ownership are higher in these instances, the value of incorporation natural landscapes more in the design of play parks, and that play parks would be used more if children and young people felt safer with concerns over bullying and violence reduced.
- Between the 2006 and 2008 surveys, feelings of safety in neighbourhoods at night-time had dropped and identification of a range of anti-social behaviours in the local areas was reported to have increased. **In the regeneration areas and peripheral estates in study, it is reported that people are much more aware of anti-social behaviour problems** than in other very deprived areas across Scotland. The GoWell team are looking into whether this is due to worse behaviour, inadequate management, effects of poor environments process of regeneration, or the vulnerability of residents. People who are more vulnerable or who rated neighbourhood services as poor cited 'teenagers hanging around' as a serious problem more often. The GoWell team will be looking into whether youth-related problems are also a function of the density of young people in an area and whether actual conduct of anti-social behaviour bears a strong relation to residents' perception.
- The Gowell team have been studying wider action programmes aimed at youth, and the evaluation recommends that changes be made to attract more girls, personal and social development content of projects should be enhanced to increase the focus on sustainable changes to attitudes, and **in order to more accurately assess reports of anti-social behaviour with areas of intervention, better and more consistent data on vandalism and anti-social behaviour incidents and reports must be collected.**
- **Physical quality of neighbourhoods and reports of crime and anti-social behaviour can feed into negative reputations about areas.** Analysis of media has shown that since 2001, newspaper coverage of Sighthill has increased, mainly due to the arrival of asylum seekers in to the area and plans for redeveloping the area. Two-thirds of stories contain negative content relating to the estate primarily related to asylum seekers, crime and violence, and the poor environment. There were positive stories about the redevelopment of the area, but also many **mixed stories about the impact of deconstruction on residents and poor communication** and decision-making by those in charge of the process. Gowell are considering how negative neighbourhood reputation might be an important issue for transformational regeneration and the wellbeing of residents. **Gowell suggest that a media strategy linked to a social regeneration agenda might help to shift the balance of coverage of the estate, and is important if a redeveloped Sighthill (and other areas) is to become sustainable in housing demand terms in the future.**

At the 5<sup>th</sup> Annual Event held by Gowell (16<sup>th</sup> May 2011), some of the findings from the 'Moving Out, Moving On? Short to medium term outcomes of relocation through relocation in Glasgow' were reported on along with other GoWell work, and are as follows:

- Housing outcomes were improved for Outmovers, as Outmovers were more likely to live in houses or low rise flats than Remainers, and dwelling satisfaction was also higher.
- Neighbourhood outcomes were mixed. Outmovers did not move to areas on average with less area deprivation. However, they did often move to areas with more 'mixed tenure' housing and subjectively felt that they had moved to 'better' areas.
- Outmovers fared better on psychosocial outcomes. For example, 70% of Outmovers compared with 32% of Remainers, stated that their neighbourhood helped them 'feel they were doing well in life'.
- It was reported that controlling for personal characteristics including age, sex, illness, education, household structure and ethnicity, Gowell found that respondents' were three times more likely to have high mental wellbeing if they considered the attractiveness of their neighbourhood to be 'very good' rather than 'poor' and so aesthetics of an area are clearly important.

Discussion at the event identified a number of issues including the need for an agency (or agencies) to take responsibility for social regeneration, more power should be given to residents over decision-making which is more meaningful, organisations should work more systematically and collectively to improve areas as there is a lack of certainty as to how organisations create joint policies and strategy (eg. health and housing), more emphasis on the quantity and quality of greenspace/ open space particularly in new build housing organisations, genuine local approaches should be informed by distinctive local contexts of culture, assets, aspirations, and in terms of policy, a major problem was identified as the rate of change of centralised health and regeneration policy and related funding mechanisms which are leaving some of the more difficult challenges unaddressed at local level.

(Summarised information from GoWell Research Reports including 'Synthesis of Research Findings 2006-09' (2010) and 'Gowell 5<sup>th</sup> Annual Event Report' (2011) available <http://www.gowellonline.com/>)

### **Equally Well**

Two of the eight Scottish Government Scottish "Equally Well" test sites were designated in Glasgow in October 2008. Their objective was to try out new ideas to redesign and refocus public services with the aim of tackling health inequalities. The Scottish Government allocated £4million over three years to support the Test Sites, health inequalities learning networks, and fund the application of continuous improvement techniques in the Test Site areas.

An evaluation of the Equally Well Test Sites was carried out from February 2010 and reported on in June 2011. The evaluation acknowledged that the Test Sites are at an early stage in their journey towards reducing health inequalities. General findings across the 8 Test Sites in Scotland are that there are significant challenges in making joined up multi-agency work effective, in transforming services from being reactive to focusing on early intervention, and in engaging service users in decisions about services. However, it is reported that progress towards sustainable service redesign can and has been achieved.

The first Test Site in Glasgow looks at integrating **Health and Planning in Glasgow** with its aim to develop good practice in incorporating health within the planning process. The partner organisations are Glasgow City Council, Glasgow Centre for Population Health, and NHS Greater Glasgow and Clyde. The test site builds on previous successful experience of incorporating health considerations into the planning process through Glasgow's East End Local Development Strategy. The central tool which informs much of the work of the Test Site is the Healthy Sustainable Neighbourhood Model, based on data from the public, private, voluntary sector and local communities, which should create a more collaborative approach, lessen the tendency for particular professions or sectors to keep within their own 'silos', and encourage a wider appreciation of the diverse decision-making framework within 'placemaking'.

The expected outcomes include improving mental health for residents in deprived neighbourhoods through engagement in decisions, tackling obesity levels through environmental action, and enhancing the role of the local authority (particularly services not traditionally linked to health) in working to tackle health inequalities. These outcomes are based on the premise that place can have an impact on quality of life and wellbeing, and the policy area has come to be referred to as 'healthy urban planning' with an emphasis on placemaking. It explores the impact of both the natural and built environment on health, and how people interact with the environment in a way that can facilitate healthy living.

The second was based in **Govanhill** which looked at community regeneration and development through the adoption of a neighbourhood management approach involving all key partners. The Test Site application set out a number of reasons for why Govanhill was seen to have deep rooted health inequalities. These include the highest level of serious crime, drug related hospitalisation and reported drug offending in south East Glasgow, the population classified as income deprived is 85% above the Scottish average, children in workless households is 114% above the Scottish average, and Govanhill compared to the rest of South East Glasgow has the second highest number of tenements, and the highest in terms of overcrowding particularly in the private rented sector. A neighbourhood management group has been set up and is responsible for the overall direction of a multi-agency work programme for Govanhill. The Test Site aims are linked with the aims of the management group. There has been varying levels of activity in the area since 2008 and by 2010, there was more of a focus on rogue landlords, poor housing and environmental issues, and the establishment of the Hub in April 2010, with the idea that operational staff from a number of different organisations would have a physical space to meet daily to share intelligence and agree joint actions. There is a separate Action Plan for 2011/12 for neighbourhood management in Govanhill which include actions such as increasing school attendance for Roma children, improving nutritional intake, reducing domestic fire incidents, and in terms of housing, achieving 100% compliance with private landlord registration, and taking action to remove landlords assessed as not being fit and proper.

The Evaluation found that partners have adapted the way they deliver services as a result of the Neighbourhood Management approach, partners are sharing information and aligning through the development of an agreed action plan, and the approach has enabled partners to give a particular focus to Govanhill. It was identified that there is now an opportunity to improve community engagement but there is a need to agree the parameters, the correct focus, how big an appetite there is among public agencies for the community to have a real influence on decisions, and a need to make sure as wide a range of community views are engaged given the diversity of the community. The evaluation suggested that the participatory budgeting with the community could be replicated elsewhere but the neighbourhood management approach may not be appropriate for many areas. Challenges include the fact that partnership work takes time and is effective in ebbs and flows, matching the pace of physical, economic and social regeneration is important, and that legislation such as that in relation to private landlords, is not always effective. Success factors have been the creation of a Hub for multi-agency work which have brought immediate benefits, and the evaluation approach which has meant reviewing practice and agreeing the best way forward.

(Summarised from "Equally Well Test Sites: Evaluation" (May 2011, NHS Health Scotland))

### **Useful Weblinks**

GoWell

<http://www.gowellonline.com/>

Scottish Government Equally Well

<http://www.scotland.gov.uk/Topics/Health/health/Inequalities/inequalitytaskforce>

Glasgow Health Commission

<http://www.glasgow.gov.uk/en/Residents/HealthCommission/>



## **15. HOUSING AND PARTICULAR NEEDS**

## **Housing and Particular Needs**

The strategic context for housing for particular needs is the drive to continue to move the balance of care from institutional to community alternatives, and to develop personalised services which offer choice and promote independence.

People's particular housing needs and changing housing needs are catered for through a combination of specially designed or adapted housing, specialist housing projects, and through floating support for people living in mainstream housing.

Detailed information is available in the Population section regarding the profile of the city's residents. In general, the health of Glasgow's population remains poor, Glasgow has a higher physical disability rate than the Scottish average with 17% of people, almost 100,000 people, having a disability and many more having a long term limiting illness. Almost 20,000 people have a learning disability with around 2,000 of these people having a severe learning disability. Around 10% of households have a carer who is unpaid, and who contribute enormously to maintaining people at home.

There is a range of housing based support projects in the city catering for a wide range of particular needs. However, most people live in mainstream housing, and Glasgow is a city with a high proportion of flats (70% of all stock) which can create accessibility problems for people with mobility issues.

There is always emerging housing needs which housing and housing providers must respond. A recent area of work has been in identifying the housing needs of people with Autism Spectrum Disorder (ASD). Further information on the research carried out and the good practice guidance for RSLs is available at [http://www.glasgow.gov.uk/en/Business/Housing/HousingStrategy/Latest\\_News/autismspectrumdisorder.htm](http://www.glasgow.gov.uk/en/Business/Housing/HousingStrategy/Latest_News/autismspectrumdisorder.htm)

### **Access to Mainstream Housing**

There is an increasing demand for mainstream housing from people with particular housing needs. It is also increasingly important for social landlords to reflect the needs of social care client groups in a flexible way within their housing management practices. With the continuing move towards independent supported living, there is an emphasis on using current resources better in order to assist social care clients. In these cases all that is required is access to mainstream lets, provided that housing management is sensitive to people's needs. A suite of Statements of Best Practice in Joint Working between the Council and social housing providers has been developed to assist in finding suitable and sustainable housing solutions in daily management practice. Essential Connections Forums operate in each Community Health Partnership (CHP) area to promote effective working between RSLs, CHPs and Social Work.

### **Housing Options**

Although social rented housing plays a key role in meeting housing needs, some people who require specialist housing provision and services will already live in the private sector or may wish to access home ownership. Many older people already access private sheltered housing provision and many people with a disability already have equity in a property which no longer meets their needs. There are many home ownership options now available to people with disabilities, including those with low incomes or whose main source of income is benefits. New Build Shared Equity and benefits-based mortgages are a few of the options available.

### **New Housing Development to Meet Social Care Needs**

Since taking over management of Development Funding in 2003, the Council has increased the proportion spent on particular needs. Since 2003, spend on particular needs housing has averaged £15m per year. The Council have arrangements in place to identify social care housing investment needs and to ensure that these are reflected in the Development Funding programme. The difficult revenue funding position means that there is likely to be little

housing support funding for new project-based social care housing and so priorities for capital investment are likely to be based on re-provisioning of existing projects to meet new standards, or restructuring of current provision.

Much of the social care housing need in the city can be met by the provision of larger family houses and houses for wheelchair users. Targets for these two groups to be met through the Development Funding Programme were agreed by the Council in initially in 2006, revised in 2009, and these targets are currently being reviewed to ensure they are still fit for purpose.

## **Accessibility in the Housing Stock**

### **New Housing Developments**

Increasing accessibility across the whole housing stock will assist many households to remain within their own homes, and ensure a supply of suitable alternative housing in their own area when required. The need to provide more accessible housing has been acknowledged to a degree in the new Building Standards, which effectively incorporate the Lifetime Homes standard, and now applies to all new building in all tenures.

In Glasgow, a policy is included in City Plan 2 (RES4), requiring all housing developments of 20+ units, in all tenures, to include 10% to a wheelchair or wheelchair adaptable standard. This will improve accessibility and flexibility in the Glasgow housing stock, making adaptations easier and less costly.

### **Adapting the Existing Housing Stock**

Adaptations to existing housing play an important role in enabling people to live at home. Under 1% of stock in the city is fully wheelchair accessible and almost a third of dwellings have aspects which restrict the activity of the people with long term sickness or disability. There are three main sources of funding for adaptations for people with disabilities. GHA funds adaptations from its own resources, other RSLs apply for funding for tenants from Development Funding, and owner occupiers and private renters apply for funding from Private Sector Housing Grant.

The Housing (Scotland) Act 2006 introduced a new regime for funding adaptations for owner occupiers and private renters which came into effect on 1<sup>st</sup> April 2009. 'Essential' (Occupational Assessment Priority 1) adaptations (including standard amenities) receive 80% grant funding, or 100% if the applicant is on income replacement benefits. House extensions other than those to provide a standard amenity do not attract mandatory grant. Alternatives to adaptations, for example a move to a more suitable property with grant aid, may provide a better housing solution for some households.

## **Supporting People to live at Home**

In order to support people to live at home, there is a range of property-based and people orientated support in the city.

### **Funding for Housing Support**

Supporting People (SP) was a ring-fenced funding stream provided by the Scottish Government in 2003-08 for the provision of Housing Support services by a range of external and internal service providers. From April 2008, SP has been rolled into the local government financial settlement where there is currently the need for significant efficiency savings across all council budgets. The end of ring-fencing presents opportunities for greater efficiency through reviewing how services are delivered, reducing duplication, and focusing on outcomes for service users. This spend is indicative of the important role housing support plays in assisting and preparing people to live more independently, and is complemented by other funding streams around care and support which are also provided to households. The spend on housing support areas has been estimated in the table below.

### Breakdown of Spend on Housing Support in 2010/11

Client Group	Spend (£million)
Homelessness	18.572
Older People	6.717
Learning Disability	14.022
Physical Disability	1.323
Mental Health	3.442
Addictions	0.437

### Care and Repair

Glasgow Care & Repair assists home owners aged 60 or over and people with disabilities undertaking repairs to the fabric of their property. This generally involves identifying defects, obtaining quotations for the work involved and liaising with the contractor, the client and other owners in common where needed throughout the course of the work.

Care and Repair services include the Handyperson Services which involves practical help with small repairs and tasks around the home that owners may find difficult to do. This service involves house visits and giving advice as well as co-ordinating practical tasks. In 2011 this included contributions from 14 active volunteers from the community including both retired people as well as those in training at Cardonald College.

In 2009 Grants for large Care and Repair projects such as roof repairs and rewiring ended as Governments moved to a framework for financial assistance on the principles established in the Housing (Scotland) Act 2006:

- owners are primarily responsible for the costs of maintaining their properties
- owners must use all reasonable means at their disposal to meet those costs, which includes using savings and affordable commercial lending.

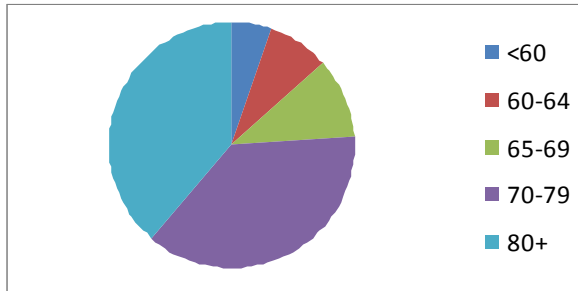
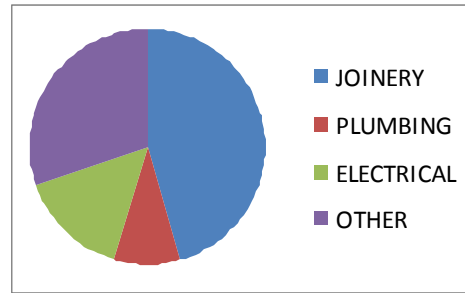
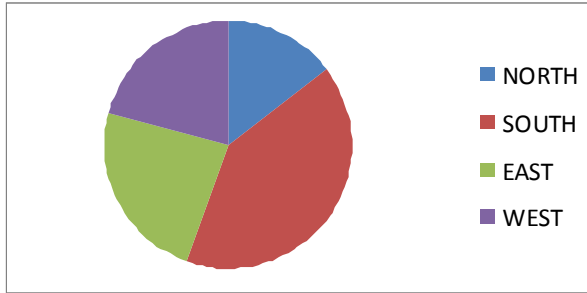
Instead the Council has established a Scheme of Assistance which outlines how advice and practical assistance will be provided.

The Care and Repair Services are managed by Southside Housing Association. In addition to assisting people to remain in their home the service also targets cases to assist people to return to their homes and care networks from hospital as well as promoting general home safety and energy efficiency.

During 2010/11 the last 13 of the grants for Roofs and Rewiring were completed at a cost of just over £47,500. This is down from 294 grant aided projects completed the year before which involved 294 works at a cost of over £1.3m of which more than £1.2M was for Roof Repairs alone.

The Handyperson Service assisted with 1,241 Tasks, conducted 998 visits and provided additional help with advice only to 163 homeowners during 2010/11. Feedback from clients during 2010/11 was very positive with over 98% of clients satisfied or very satisfied and less than 2% of owners responding negatively in feedback. Work with older people in particular has highlighted that in some cases people are reluctant to go ahead with works because they would prefer to have contractors recommended. With this in mind, Care and Repair services are working on compiling a trusted traders list during 2011.

The service is monitored for on-going delivery planning. The following charts show where in the City most services are delivered and shows most demand coming from the South and East, most jobs are identified as joinery work and the largest client group is in the over 70 age range.



### Care & Repair Summary

	<b>2010/11 Completions</b>	<b>Approved Works</b>	<b>Units</b>
	ROOF	37,840.40	8
	REWIRE	9,801.32	5
	<b>Estimated Value of Work</b>	<b>47,641.72</b>	<b>13</b>
<b>2010/11</b>	<b>Grant Spend</b>	<b>28,561.94</b>	
	<b>Revenue Funding for Project</b>	<b>199,954.00</b>	
	<b>2009/10 Completions</b>	<b>Approved Cost</b>	<b>Units</b>
	ROOF	1,250,761.00	267
	REWIRE& ROOF	19,212.43	4
	DPC	517.55	1
	REWIRE	48,834.29	18
	ROT	5,613.15	3
	ROOF/RW/ROT	20,000.00	1
	<b>Estimated Value of Work</b>	<b>1,344,938.42</b>	<b>294</b>
<b>2010/10</b>	<b>Grant input</b>	<b>1,026,048.70</b>	
	<b>Revenue Funding Project</b>	<b>248,840.00</b>	

The Care & Repair Forum Scotland is the national co-ordinating body for Care & Repair officers in Scotland.

## **16. CLIMATE CHANGE AND FUEL POVERTY**

## **Projected Climate Change**

The Department for Environment, Food and Rural Affairs (DEFRA) published the 2009 UK Climate Change Projections in June 2009. The term 'climate' is used in the report to describe average weather over 30 years. There are projections for different regions of the UK with a range of scenarios based on the relative probability of different levels of increase in greenhouse gases, based on current evidence. The results quoted here are central estimates for 2080 and assume a medium level of emissions.

The key projections are:

- All areas of the UK get warmer, with warming greater in summer than in winter.
- There is little change in the annual amount of precipitation (rain, hail, snow etc), but more of it will fall in the winter, with drier summers for much of the UK.
- Sea levels rise, more in the south of the UK than the north.

The key findings for the West of Scotland are:

- Increase in winter mean temperature 2.6°C; very unlikely to be less than 1.4°C or more than 4°C.
- Increase in summer mean temperature 3.5°C; very unlikely to be less than 1.8°C or more than 5.5°C.
- Change in winter mean precipitation +21%; very unlikely to be less than +6% or more than +41%.
- Change in summer mean precipitation -15%; very unlikely to be less than -32% or more than +1%.
- Rise in sea level around 35cm.

Though Glasgow is centrally located within the West of Scotland, its inland situation provides a degree of shelter from some of the more extreme elements of the predicted changes in weather, particularly wind, though its location on a tidal river will mean that rising sea levels will have an impact.

Warmer weather should mean that there will be a decrease in the use of domestic energy for heating, though this may be balanced by increased use of energy during the summer months for cooling. As in most circumstances the energy used for cooling will be peak rate electricity, some households will experience a net rise in their energy costs as a result.

Changes to the building regulations have been steadily increasing the thermally efficiency requirements for buildings, but this has been generally in the context of heating and hot water. It is possible to design new houses so as to reduce the need for mechanical cooling as well as for heating, and in the future designers will have to give more attention to this issue.

Though annual rainfall is not anticipated to change dramatically, the projections indicate more concentrated rainfall during the winter months, with a consequently greater incidence of flash flooding. This may require designers to examine more closely how they deal with water run-off, such as the sizing and design of gutters, gullies and other building features which can be overwhelmed by short bursts of very heavy rain. Property owners will also have to consider their maintenance regime, particularly in terms of keeping gutters, gullies and other outlets clear from blockages.

Drier summers may also have an impact in some areas, where reducing levels of ground water may lead to subsidence.

The relationship of new and existing building sites to watercourses will need to be carefully considered where there is risk of increased flooding, particularly where there has already been construction on flood plains.

## **The Climate Change (Scotland) Act 2009**

Since the last LHS, there has been a dramatic intensification of global concern about the likely impacts of climate change. This has resulted in the introduction of much more ambitious targets for the reduction of energy use in dwellings, which accounts for around one third of total emissions. In particular, the UK government has now set targets that all newly built houses should be zero carbon by 2016 if practical, and the entire housing stock should be zero carbon by 2050. These targets have radically increased the importance of improving the thermal efficiency of the housing stock.

The Climate Change (Scotland) Act received the Royal Assent on 4 August 2009. It sets out ambitious targets for energy efficiency. Emissions from housing and non-domestic buildings have to be reduced by 34% or by 42% against 2006 levels by 2020. It is estimated that around three quarters of the 34% Scottish target could be delivered from housing. Improved energy efficiency and reduction in energy demand through behavioural change will both be crucial in achieving short term progress.

The key measures sought are to deliver a step change in the insulation of domestic buildings, including the insulation of all suitable cavity walls and enhancement of all loft insulation where practicable. Following the Sullivan Report, increasingly tight building regulations are being introduced.

A key aim is to achieve a largely de-carbonised heat sector by 2050, with significant progress by 2030 through a combination of reduced demand and energy efficiency, together with a massive increase in the use of renewable or low-carbon heating. All cost-effective energy conservation measures will need to have been undertaken by that time, including some that are not currently considered cost-effective.

In the long term it is believed that it will be necessary to replace the natural gas grid network with low carbon alternatives, in some cases operating through local heat networks. District and community heating schemes including combined heat and power are likely to become the norm rather than the exception.

The Scottish and UK Governments will both have to continue to devise incentive schemes to encourage home owners to radically improve the energy efficiency of their homes. Both Governments have already introduced area-based insulation schemes in the past year which include substantial funding from the utilities through the Carbon Emissions Reductions Targets scheme (CERT). The UK wide scheme is the Community Energy Savings Programme and the Scottish Governments scheme is known as the Home Insulation Scheme (HIS), which has now developed in to a free to all scheme known as the Universal Home Insulation Scheme (UHIS). The Climate Change (Scotland) Act contains clauses placing a duty on Scottish local authorities to introduce schemes to provide council tax discounts to home owners who improve the insulation of their homes, and such a scheme has now been put in place for Glasgow.

The UK Government has introduced two new incentive schemes to encourage householders and landlords to install renewable energy systems, Feed In Tariffs (FIT) - <http://www.fitariffs.co.uk/> - which came in to effect in April 2010, and the Renewable Heat Incentive (RHI) - <http://www.rhinentive.co.uk/> - which is scheduled to come in to effect in April 2011, though installations completed after July 2009 will qualify for it. Both schemes offer attractive returns and will deliver both reduced energy costs for householders and reduced CO2 emissions.

The Scottish Government has also produced an Energy Efficiency Action Plan, which sets challenging targets for householders and landlords in terms of improving the thermal efficiency of the housing stock, and have also introduced proposal for the regulation of the energy efficiency of domestic properties.



## Projected Thermal Efficiency of Glasgow's Housing Stock At 2016

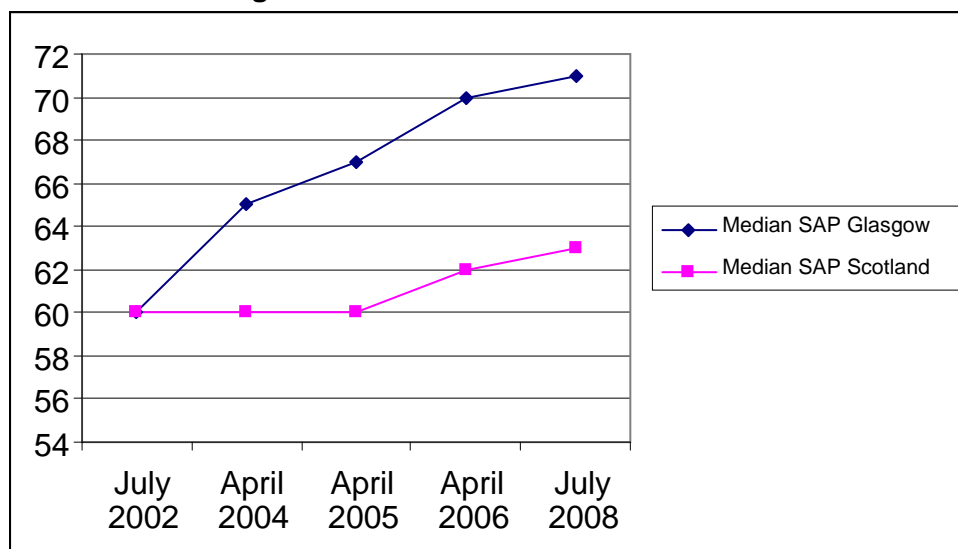
Social housing providers are required to achieve the Scottish Housing Quality Standard (SHQS) by 2015, and the Scottish Government has set a target for the elimination of Fuel Poverty as far as reasonably practicable by 2016. Both of these targets will require improvements to be made to the energy efficiency of the housing stock. However, the target for energy efficiency contained in the SHQS does not fit with the objectives set out in the climate Change Act and work has now started on reviewing this with a view to aligning it with delivering the 2020 Climate Change targets. It is important to estimate the impact of currently planned interventions in order to assess what more could be done to achieve the SHQS by 2015, and, if it is not met by then, what should be the investment priorities thereafter. However, in the light of Climate Change legislation it will be more important to examine what will need to be done to achieve the target set for 2020.

The measurement of energy efficiency used in this analysis is the Government's Standard Assessment Procedure for Energy Rating of Dwellings (SAP). In simple terms this relates to the amount of energy used in the home for heating and hot water per square metre. SAP 2009 is adopted by government as part of the UK national methodology for calculation of the energy performance of buildings. It is used to demonstrate compliance with building regulations for dwellings and to provide energy ratings for dwellings. It is also used in the Scottish House Condition Survey (SHCS). SAP runs on a scale from 0 to 100. A rating of 0 indicates that a house is extremely poor in terms of energy efficiency and 100 that it is extremely energy efficient. The SHQS demands a minimum SAP of 50. However, this will not be high enough to eliminate Fuel Poverty, albeit this is also influenced by the other factors, particularly income and fuel prices.

To achieve a high SAP rating, a property needs a combination of very high insulation levels and a very efficient heating system. Different interventions have different impacts on the SAP rating of a property. For example in a tenement with un-insulated walls, a good gas central heating system can achieve a SAP of 60+, but electric storage heating would achieve less than 50.

The 2007-09 SHCS indicated that the mean SAP of the housing stock in Glasgow was 71. 85% of the social housing sector is rated in the higher band (60 – 100) and 76% of the private sector in this group. Since 2002 the energy efficiency of Glasgow's housing stock has improved at a much quicker rate than that for Scotland as a whole (see chart below).

### Median SAP Rating 2002 – 2008



Older properties tend to be the least energy efficient, though the 1945-64 group is more energy efficient than the 1965-82 group, largely because of the high numbers of multi-storey and system-built properties dating from the later period. From 1982, the Scottish Building

Regulations significantly increased the thermal efficiency requirements for new build properties beyond the level of 1963-82, and there have been a number of further significant increases since then. These improvements are reflected in the considerably higher SAP rating for more modern housing stock. The 2007 building regulations required a SAP of 85, with the 2010 and proposed 2013 regulations being progressively enhanced to provide 30% and 60% reductions respectively on CO2 beyond that required by the 2007 regulations, based on the findings of the Sullivan Report. (See table below)

### **2010 Scottish Building Standards Regulations: Revised Target U-values**

<b>Element</b>	<b>2010 Regs</b>	<b>2007 Regs</b>
Walls	0.19	0.25
Floors	0.15	0.22
Roofs	0.13	0.16
Openings	1.50	1.80

In terms of improving SAP ratings, pre-1919 properties will present the greatest challenge. In Glasgow, nearly all of these properties are constructed with solid, sandstone-faced walls. Such walls have the potential to contribute to energy efficiency by storing heat, but this is only partly realised because the wall is not within an insulating skin. A high proportion of these properties are located within the city's conservation areas, and external insulation is generally not either possible or desirable. The SHCS 2002 report on Glasgow indicated that 16% of the pre-1919 housing stock had no central heating. The private rented sector has the lowest uptake of central heating, and with around 15% of pre-1919 properties being in this tenure there is likely to be linkage between these two issues, though this will have reduced considerably in the intervening years. Based on figures from the SHCS, the current estimate is that around 91% of the housing stock in the city now has full central heating, though this is still the lowest level in mainland Scotland.

Levels of double glazing are at around half the level of other age groups at 38%. In addition 43% of this stock has less than 100mm of loft insulation, with minimal internal or under-floor insulation. There is clearly scope to improve insulation standards particularly through improving the uptake of loft insulation which is available at discounted rates through the utilities' CERT programme. Internal and under-floor insulation are also practicable, but much more expensive, and with limited financial assistance currently available through the various grant programmes. Installing high efficiency gas central heating will make the most significant improvement to the energy efficiency of this type of property. Historic Scotland is currently working with Reidvale HA to pilot sympathetic measures for improving the energy efficiency of the older tenemental stock using a range of methods, with a view to assessing their respective effectiveness, and the council is working with Historic Scotland to pilot less disruptive means for the use of internal insulation on solid walls.

Interwar properties have the same average SAP as pre-1919 properties. The uptake of loft insulation is slightly higher; this is likely to be related to the higher proportion of semi-detached and terraced type properties in this group, where there are no complicating issues of common ownership. The majority of these properties have wall cavities and in most cases it is possible to install cavity fill insulation. However, the SHCS 2002 indicates that only around 12% are likely to have had this carried out. In addition around 8% did not have central heating. Though this situation will undoubtedly have improved by now, there is still substantial scope to increase the uptake of insulation, particularly cavity wall insulation, which is available at low cost through CERT.

Housing built between 1945 and 1964 is generally more energy efficient than the older stock. This is in part due to improved construction standards, but also to the investment programmes of social landlords, many of which have focused on this type of housing, particularly in the city's peripheral estates. Though the 2002 SHCS indicated around 16% of these houses have no central heating, the Warm Deal programme, which had a focus on installing central heating in all socially rented properties by 2005, will have substantially changed this.

The 1965-82 group contains most of the multi-storey and system-built developments in the city, and therefore includes many of the properties which are most difficult and expensive to insulate and heat. The majority of multi-storey developments in the social rented sector are owned by the GHA, though there is a small percentage, built by the former Scottish Special Housing Association (SSHA), which has now been transferred to a range of other housing associations. Since 2003 the GHA has been steadily improving the energy efficiency of its housing stock through insulation and replacement of older heating systems. In recent years this programme has focused on over cladding multi-storey developments. This type of work is expensive, and the associations who have inherited SSHA multi-storey developments have so struggled to fund comparable improvements. However, a number have been able to take advantage of the Community Energy Savings Programme (CESP) to assist in funding this type of work.

Housing built since 1982 is considerably more energy efficient than the older stock, though even within this group there are differentials as changing building regulations have incrementally increased the standards for thermal efficiency since 1982. Those built between 1982 and 1990 have the lowest thermal efficiency, with many having scope to improve this relatively simply through the installation of cavity fill insulation.

Since 2003 there has been a steady improvement in the energy efficiency of Glasgow's housing stock, as outlined in the city's biennial Home Energy Conservation Act (HECA) reports. Houses with a SAP below 30 would be considered 'poor' and those above 70 would be considered 'good'. The table shows the estimates from the SHCS together with our proposed targets for 2016 and 2020.

### **Glasgow: Past performance and target levels of thermal efficiency of the housing stock**

<b>All Tenures</b>	<b>Poor</b>	<b>Moderate</b>	<b>Good</b>	<b>Mean SAP</b>
	%	%	%	
2002 (SHCS)	9	57	33	60
2004/5 (SHCS)	4	44	52	65
2004/07 (SHCS)	3	36	61	67
2005/08 (SHCS)	3	36	61	70
2007/09 (SHCS)	2	31	67	71
2016 Target	1	22	77	76
2020 Target	0	18	82	80

The 2007/09 SHCS data revealed rapid improvement in the energy efficiency of the housing stock, driven largely by the GHA's improvement programme, but also by their policy of demolishing poor quality housing and by the citywide investment in new build housing by both the public and private sectors. The GHA's improvement programme for its core stock is scheduled to be completed by 2013, leaving only a small number of 'non-core' properties, likely to be demolished or disposed of later, which will not have received the full package of improvements, though some will have achieved the SHQS.

There are currently two area-based insulation schemes operating; the Scottish Governments Universal Home Insulation Scheme (UHIS) and the Community Energy Savings Programme (CESP). The later is being promoted by the UK Government and is being implemented by the energy utilities. The initial programme is planned to run till 2012 and is planned to be succeeded by the Green Deal and new Energy Company Obligations (ECO), contained in the Energy Bill 2011. The Universal Home Insulation Scheme has been developed by the Scottish Government and is designed as free to all schemes delivered by Local Authorities.

CESP is intended to bring high cost improvements to a relatively small number of properties across the UK. Housing Associations in Glasgow have been competing with local authorities and other housing providers across the UK for this funding with some success. Up to 6,000

homes across the City may be improved in the city through this funding stream in the period till the end of 2012. As the scheme is aimed at homes in the lowest 15% of the SIMD, the focus is mainly on socially rented stock together with owner occupiers embedded in these communities. Glasgow's approach was initially to promote former SSHA developments that have been transferred to Housing Associations where the stock consists mainly of high rise and non-traditional construction types, principally no-fines solid walls. These property types are the most difficult and expensive to treat.

While the initial focus was on large scale projects, difficulties in assembling these types of project elsewhere across the UK has created opportunities for RSL's to seek funding for smaller projects, and a number of these are now emerging. Currently 12 associations have received and accepted offers of funding from the utilities or are in negotiation for funds.

UHS is being directed at areas with very high proportions of pre 1919 tenement properties. The initial scheme was targeted at Dennistoun, in partnership with two local RSL's. These property types have the lowest level of energy efficiency and have very low levels of loft insulation largely as a result of common ownership issues. Experience in other projects has shown that common ownership issues, particularly where there is private renting, can lead to blockages in the delivery of this type of work, which a free to all approach should drastically reduce. Our approach to Universal HIS is therefore to look at areas that are predominantly tenemental with high rates of private renting where the revised funding mechanism can overcome these blockages. A further bid for 2011/12 has been made for the Govanhill and Pollokshields East areas.

While much is being done to improve the thermal efficiency of the city's housing stock, it is clear that there are a number of potential areas of difficulty. The bulk of investment to the city's existing housing stock since 2003 has been through the GHA's investment programme, though investment by other social landlords is also having an impact. Investment in improving the thermal efficiency of the social rented sector has changed its position relative to that of the private sector considerably since our first Home Energy Conservation Act (HECA) report in 1997. From a position whereby housing in the socially rented sector was considerably less energy efficient than the private sector, the high levels of investment by RSL's has now totally reversed the situation. The main problem areas now lie in the private sector, though not uniquely.

Older private sector housing is amongst the least energy efficient in the city, and poses the greatest challenge to improve. Around 70% of the housing stock in the city consists of flats. The principal issues in delivering improvements relate to common ownership, with consequent difficulties of reaching agreement to carry out insulation measures to common parts, and the large number of pre-1919 properties where wall insulation is difficult and expensive to deliver. The other area of difficulty is hard to treat properties in the social rented sector, including pre-1919 stock, those with other solid wall construction such as no-fines concrete, and multi-storey developments. The principal issue in this respect is former SSHA stock transferred to housing associations without a 'dowry'. These associations face significant challenges in improving the thermal efficiency of this stock.

Our targets for improving the energy efficiency of the housing stock to 2016 are contained in the table above. We anticipate that post-2016 there will still be a small core of housing with a 'poor' standard of thermal efficiency. This is likely to be concentrated in poorer quality pre-1919 private rented or owner occupied stock. These will be properties without any form of central heating. The remaining 'moderate' stock is likely to be a mixture of poorly insulated properties including pre-1919 tenements, and un-insulated multi-storey and non-traditional developments where heating is provided via electric storage heating systems. In all of these circumstances the installation of high efficiency heating systems is likely to have the greatest impact in raising the SAP. Within the 'moderate' group, the potential for further thermal improvement will vary quite widely. Currently it is difficult to see how the bulk of pre-1919 stock can be improved beyond SAP 70 without substantial expensive interventions, though new products are constantly appearing in the market. Under-floor insulation is one promising measure, although it only affects ground-floor houses. Historic Scotland's current research programme may produce worthwhile recommendations, with new systems for internal wall

insulation being piloted that are much less expensive and intrusive. New solutions are becoming available to deal with the issue of double glazing in conservation areas, though they are still expensive. In relation to the already 'good' stock, the most promising measures are likely to relate to micro-generation on site, such as solar hot water heating, generating electricity via photo voltaic panels and the new generation of micro-CHP boilers.

CERT and CESP are scheduled to end by the end of 2012 when the Green Deal and Energy Company Obligations contained in the current Energy Bill, are likely to come in to play. These may make it generally easier to fund improvements to hard to treat properties, particularly through the ability of these programmes to fund solid wall insulation. The social rented sector, where there is generally a well organised approach to property maintenance and improvement, is best placed to take advantage of this. Within the private sector, issues of common ownership will be a major inhibition and it is likely that the council will have to take a strategic lead in promoting these schemes.

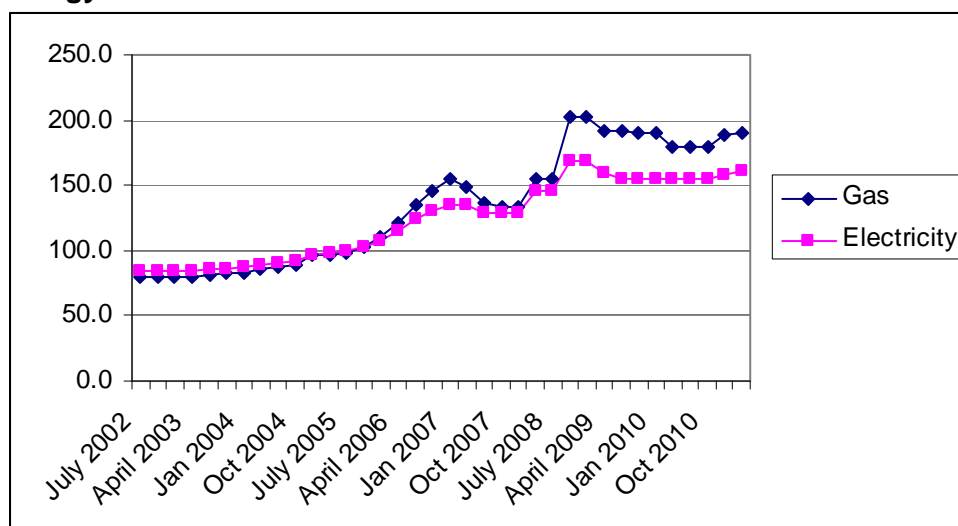
As a result of the Sullivan report and of the stiffer targets in the Climate Change (Scotland) Act, and with the Scottish Government starting a review the thermal efficiency element of the SHQS before 2016, there is now greater pressure on housing providers to further increase the thermal efficiency of their stock beyond this date.

## **Fuel Poverty**

Glasgow's Fuel Poverty Strategy (2005) adopted the UK and Scottish target of eliminating Fuel Poverty, as far as reasonably practicable, by 2016. Based on information from the SHCS 2007/09 and projecting forward, it is estimated that around 95,000 householders in Glasgow are currently in Fuel Poverty. The current round of increases in energy prices will have increased this further further.

Energy prices have been the main driver of increases in Fuel Poverty, outstripping income growth and improvements to the thermal efficiency of the housing stock. Though prices dipped after peaking in late 2008 they have now started to rise significantly again.

### **Energy Prices RPI 2002 - 2010**

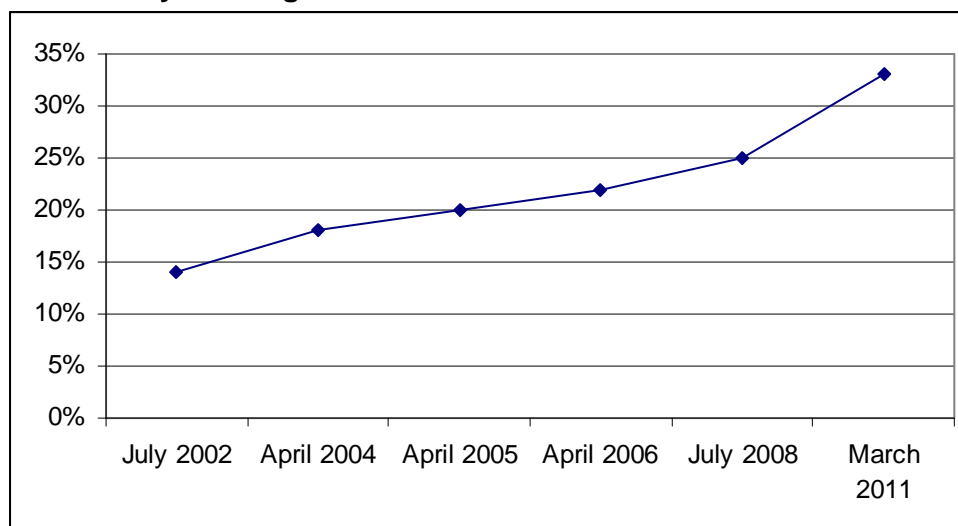


Source: Department of Energy and Climate Change (DECC) [www.decc.gov.uk](http://www.decc.gov.uk) Information based on Office for National Statistics data

Mean household income in Glasgow is low and it is likely that the dramatic rises in energy costs will have had a disproportionate effect on the city. So despite the fact that the city has the most energy efficient housing stock in Scotland, the proportion of fuel poor in the city is likely to be similar to that of Scotland as a whole, equating to around 33% of households, with around 20% of this group in extreme Fuel Poverty. The impact of slow economic growth on

employment coupled with increasing energy costs make meeting the 2016 target a considerable challenge. It is interesting to note that a recent report from the Department of energy and Climate change showed that fuel poverty is no longer exclusively an issue for working class households, and that 15% of middleclass households were now affected.

### Fuel Poverty in Glasgow 2002 -2011



Glasgow's Fuel Poverty Strategy identified advice and information as being a key means of mitigating fuel poverty, and reducing its impact on vulnerable households. A Fuel Poverty Advice Team has been established for the city, branded as G.HEAT (Glasgow Home Energy Advice Team), with the purpose of providing face to face advice and advocacy for vulnerable households

The City Council was successful in a bid earlier in 2011 to the IBM Smarter Cities Challenge. In May/June a team of senior Managers from IBM spent some time with the City Council giving the benefit of their expertise to some of the challenges we face in addressing sustainability, climate change and fuel poverty.

The IBM draft report has identified a number of key cornerstones for tackling fuel poverty in the city around themes of:

- People
- Place
- Process
- Policy
- New Economy, and
- Energy Literacy

Much emphasis has been placed on the issue of "energy literacy" and the need for householders to have a greater understanding and support where needed on energy related issues. The final report from IBM will be available in the near future. This report will form the foundation of a re-vamped Fuel Poverty/Affordable Warmth Action Plan.

The Energy Act 2010 introduced a requirement for utilities to provide mandatory price support by lowering the energy bills of more of the most vulnerable consumers and giving greater guidance on the types of households eligible for support. These measures will be funded by requiring energy companies to make available at least £300 million per annum by 2013-14 on social support. The scheme is known as the Warm Home Discount, and came in to operation on 1<sup>st</sup> April 2011. It will provide a guarantee of a direct payment of £120 pa to qualifying households from the utilities.

## **Sustainability**

While domestic energy use is the primary focus of sustainability concern in relation to housing, other sustainability issues have also become more important. These partly relate to housing impacts on other types of energy use, for instance in transport and water treatment, and partly to a more general environmental sensitivity in relation to biodiversity and environmental quality. These issues tend to be focused more on new development than on existing housing, and to involve close joint working with the Glasgow and the Clyde Valley Strategic Planning Authority and the City Plan team. The consultative draft LHS will include fuller consideration of these issues.

The Council is currently working with partners on the Sustainable Glasgow Initiative, which aims to make Glasgow one of Europe's most sustainable cities in the next ten years. This ambitious project seeks to reduce the city's carbon emissions, help tackle fuel poverty and enhance the urban environment. A core element is to evaluate and bring forward opportunities to increase low carbon energy production and improve energy efficiency through combined heat and power and district heating. The project will benefit industry, commerce, leisure, Council-owned properties and housing. Through time there is the potential to reduce energy running costs for residents and help make businesses more economically competitive. The project is also carrying out a comprehensive survey to identify suitable areas across the city for renewable energy technologies e.g. photovoltaic, ground source heat pumps or biomass. The most appropriate type of generation will depend on factors such as topography, ground conditions, the urban form and planning policy. To assist with the latter, the Sustainable Glasgow project will prepare supplementary planning guidance associated with the various technologies. Other strands of the Initiative include water and waste water management, behavioural change, sustainable transport and telecommunications.