# Integrated Impact Assessment – Summary Report

Please state if the IIA is interim or final – **FINAL**

## **1. Title of proposal**

Housing and Homelessness budget proposals

## **2. What will change as a result of this proposal?**

*£0.5m savings in 2024/25 homelessness costs delivered through changing the temporary accommodation mix by increasing suitable accommodation and reducing more costly unsuitable accommodation. All proposals will deliver savings when compared to the average cost of unsuitable Bed and Breakfast accommodation.*

*This programme will continue in 2025/26 to address the additional £2m of savings approved for 2025/26. The 2025/26 financial planning assumptions reflect the estimated full year impact of what has been delivered in 2024/25 and the part-year impact of what is forecast to be delivered in 2025/26:*

* *Off-the-shelf purchases – we have approval for 331 properties and we estimate c.317 will be in use by March 2026.*

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* *Buybacks of former Council houses – we are assuming c5 a month will come into use across 2024/25 increasing to c.10 a month across 2025/26 with an estimated total of c.341 in use by March 2026. A request to extend this programme to achieve the above targets is included within the Housing Revenue Account Budget Strategy 2025/26 to 2034/35 report presented to Finance and Resources Committee on 4th February 2025.*

* *Home Share – there were 117 households in Home Share accommodation at December 2024 and this is forecast to increase to c.193 by March 2026.*

* *Private Sector Leasing (PSL) – there were 1,669 households accommodated at December 2024 and actions taken recently are estimated to increase the number to c.1,784 by March 2026.*

* *Supported accommodation – options are being explored to increase supported accommodation from 614 at December 2024 to c.714 by March 2026. Relevant reports to increase capacity will be presented to the Executive Director of Place and Finance and Resources Committee for approval as required.*
* *During 2024/25 the number of HRA void properties was reduced significantly with c.320 brought into use as temporary accommodation. The 2025/26 budget assumes this number will be retained for use as temporary accommodation throughout the year and will deliver savings of c.£8.1m when compared to the cost of unsuitable Bed and Breakfast accommodation.*
* *Supported lodgings – this is a form of temporary accommodation that has not been used previously but plans are in place to provide temporary accommodation for up to c.30 households by March 2026.*
* *The service will continue to develop proposals to make further increases to suitable temporary accommodation with corresponding reductions to more costly unsuitable temporary accommodation. Relevant reports will be presented to the Executive Director of Place and Finance and Resources Committee for approval as required.*
* *In addition to the actions above to reduce the use of costly unsuitable accommodation, throughout 2023/24 and 2024/25 the reduction in HRA void properties is estimated to have provided c.235 settled accommodation places for households that had been in temporary accommodation. This is estimated to be a financial benefit to the homelessness service of c.£6m in 2025/26.*

## **3. Briefly describe public involvement in this proposal to date and planned**

The proposal was included as part of the public consultation exercise on the Council’s 2025/26 budget launched in November 2024 which closed on 14 January 2025.

The specific feedback received on the proposal is set out below;

* Strong support for tackling homelessness and acknowledgement that Edinburgh has a housing problem.
* *"They will hopefully mean I see less homeless people in the city."*
* *"My children will hopefully have better accommodation options with these changes."*
* *"Little impact on me as I am a homeowner, but it's important for those in need."*
* Concern that buying properties adds to existing housing pressures.
* *"There is already so much pressure on housing. You need to build more affordable homes."*
* *"There are currently hundreds of unoccupied properties that could be put to better use."*
* *"Pressure the Scottish Government to provide more funding for housing initiatives."*

The chart below shows the strong public support to undertake a review of homelessness services which aims to reduce the use of expensive bed and breakfast temporary accommodation.

## **4. Is the proposal considered strategic under the Fairer Scotland Duty?**

Yes. The committee report proposals subject to this impact assessment will affect how social housing is accessed in the city.

## **5. Date of IIA**

This final IIA was agreed on the 3rd February 2025

## **6. Who was present at the IIA? Identify facilitator, lead officer, report writer and any employee representative present and main stakeholder (e.g. Council, NHS)**

| **Name** | **Job Title** | **Date of IIA training** |
| --- | --- | --- |
| Derek McGowan (Lead Officer) | Service Director – Housing and Homelessness |  |
| Brendan O’Hara | Principal Accountant |  |
| Debbie Herbertson | Homelessness Services Manager |  |

**7. Evidence available at the time of the IIA**

| **Evidence** | **Available – detail source** | **Comments: what does the evidence tell you with regard to different groups who may be affected and to the environmental impacts of your proposal** |
| --- | --- | --- |
| Data on populations in need | Edindex Housing Register  Homelessness Presentations  Homelessness journey times | Total number of applicants on EdIndex 26,358 (Jan 2025)  Total number awarded gold priority 479 (Jan 2025)  Total number with Silver – Homeless priority 7,444 (Jan 2025)  Total number with Demo and Officer Panel priority 222 (Jan 2025)  Total number with Overcrowding priority 1,101 (Jan 2025)  Total number with Under-occupation priority 165 (Jan 2025)  Total number of applicants with waiting time points only 16,940 (Jan 2025)    Average number of bids for social rented homes advertised for let on EdIndex for all landlords is 312 (December 2025)  On 1 January 2025 there was 5,218 households in Temporary Accommodation accommodating 10,127 people,  *It is difficult to get an accurate numbers as especially in the older PSLs we don’t have an accurate number of individuals as to who is staying there.  This is in part because some of the tenancies are so old and also because when they were created on Northgate the number of children were not added in for a large portion of them.*  *Also for the commissioned accommodation that we don’t have on Northgate, assumption is that it is one person per placement.*  Homelessness case length 2024-25 – 596.8 days (Jan 2025)  Average Time in Temporary Accommodation 2024-25 – 378.7 days all households (inc advice only) / 447.7 days households assessed as homeless |
| Data on service uptake/access | Cause of homelessness  Homelessness demographics | Household dispute (non-violent) 44.7%(  Landlord Termination 19.3%  Household dispute (violent/abusive) 10.1%  (Jan 2025)  55.0%.of households have one or more support needs.(Jan 2025)  The support needs of households presenting as homeless includes:   * Mental health – 34.9% * Learning Disability – 5.5% * Physical Disability – 8.0% * Medical Condition – 12.3% * Drug or Alcohol Dependency – 7.5% * Basic Housing Management / Independent Living Skills 7.2% |
| Data on socio-economic disadvantage e.g. low income, low wealth, material deprivation, area deprivation. | Cause of homelessness /  Homelessness demographics | As above  7,415 open homeless cases with statutory rights to temporary accommodation and settled housing  1 in 5 children in Edinburgh experience poverty, with a clear, established link between areas identified as multiply deprived through Scottish Indices of Multiple Deprivation, social housing and poverty.  The following types of family are identified by Scottish Government as being more likely to be living in poverty: lone parent families; minority ethnic families; families with a disabled adult or child; families with a younger mother; families with a child under one; families with three or more children (Ref: <https://www.gov.scot/publications/tackling-child-poverty-priority-families-overview/pages/introduction/>)  Homelessness  In 2021/22, 9.9% of main applicants for homelessness support declared an ethnicity that was not White, the highest proportion on record (Scottish Government, 2022).   * For some ethnic groups, the proportion of main applicants in 2018/19 and 2021/22 was higher than estimates of those populations in the 2019 Scottish Household Survey (Scottish Government, 2020), suggesting they may be over-represented in applications. * This assessment is corroborated by the findings of a review of ethnicity and homelessness conducted by the Coalition for Racial Equality and Rights (CRER), which show that Black and minority ethnic people are disproportionately represented within homelessness applications and assessments (CRER, 2023).   Homelessness   * In 2021/22, just over half of those assessed as homeless (52.1%) had at least one support need relating to: a mental health problem (28.8%), a learning disability (2.9%), a physical disability (5.9%), a medical condition (10.1%), drug or alcohol dependency (10.8%) or independent living skills (24.3%) (Scottish Government, 2022).   Children’s rights   * ECHR Article 27 (adequate standard of living) sates that every child has the right to a standard of living that is good enough to meet their physical and social needs and support their development. Governments must help families who cannot afford to provide this. |
|  | [End Poverty in Edinburgh Annual Report 2023](https://democracy.edinburgh.gov.uk/documents/s62265/7.1%20End%20Poverty%20in%20Edinburgh%20Annual%20Progress%20Report.pdf) | An estimated 17% of people (over 80,000) in Edinburgh were living in poverty in the period to 2022, including 20% of all children. Groups at particularly high risk of poverty, include, women, households in minority ethnic groups, and households with disabled members. |
| Data on equality outcomes | Equality data for EdIndex registrations | |  |  |  | | --- | --- | --- | | **Ethnicity** | **Number of applications at 31/01/2025 00:00:00** | **Percentage** | | African: Other | 373 | 1.42 % | | Asian. Asian Scottish/British:Bangladesh | 192 | 0.73 % | | Asian. Asian Scottish/British:Chinese | 109 | 0.41 % | | Asian, Asian Scottish/British:Indian | 160 | 0.61 % | | Asian. Asian Scottish/British:Other | 303 | 1.15 % | | Asian. Asian Scottish/British:Pakistani | 451 | 1.71 % | | Black,Black Scottish/British | 116 | 0.44 % | | Black,Black Scottish/British:African | 1277 | 4.84 % | | Black,Black Scottish/British:Caribbean | 95 | 0.36 % | | Gypsy - Traveller | 35 | 0.13 % | | Mixed | 582 | 2.21 % | | Not known | 1080 | 4.10 % | | Other:Arab, Arab Scottish or British | 849 | 3.22 % | | Other Black or Caribbean | 63 | 0.24 % | | Other Ethnic Background | 557 | 2.11 % | | Refused to answer | 62 | 0.24 % | | Ukrainian | 658 | 2.50 % | | White:English | 154 | 0.58 % | | White:Irish | 161 | 0.61 % | | White:Other | 1635 | 6.20 % | | White:Other British | 1267 | 4.81 % | | White:Polish | 1476 | 5.60 % | | White:Roma | 20 | 0.08 % | | White:Scottish | 14678 | 55.69 % | | White:Welsh | 5 | 0.02 % | | **Sum:** | **26358** |  |  |  |  |  | | --- | --- | --- | | **Age Band** | **Number of applications at 31/01/2025 00:00:00** | **Percentage** | | a. 16-17 | 133 | 0.50 % | | b. 18-24 | 2411 | 9.15 % | | c. 25-35 | 6791 | 25.76 % | | d. 36-59 | 12784 | 48.50 % | | e. 60+ | 4239 | 16.08 % | |  | **26358** |  |  |  |  |  |  |  |  | | --- | --- | --- | --- | --- | --- | |  |  |  |  |  |  | | **Self-assessed disability** | **Number of applications at 31/01/2025 00:00:00** | | | **Percentage** | | | Disabled | 7980 | | | 30.28 % | | | Not disabled | 18378 | | | 69.72 % | | | **Sum:** | **26358** | | |  | | |
|  | [Elected Member Briefing Note: Gender Responsive Budgeting (swbg.org.uk)](https://www.swbg.org.uk/content/publications/Gender-responsive-budgeting---IS-briefing.pdf) | Women are more likely to experience poverty than men and still tend to have more responsibility for unpaid work including childcare, care for older or disabled people, and domestic work. For many women, this means a greater reliance on public services and can limit the time they have for paid work and other activities.  Inequalities based on gender intersect with other forms of inequality based on class, race, disability and other factors so that some groups of women, particularly poor women, women from minority ethnic communities and disabled women face multiple disadvantage.   * Households headed by single women with dependent children, and single men without dependent children are most likely to experience poverty. * Women are more likely to experience sexual and sex-based violence. |
| Research/literature evidence | [Rapid Rehousing Transition Plan](https://democracy.edinburgh.gov.uk/documents/s47703/7.3%20Rapid%20Rehousing%20Transition%20Plan%20-%20Annual%20Update%20on%20Progress%20v2.pdf) | Homelessness data shows that 49% of presentations are due to family breakdown.  HARSAG recommendations, Scottish Government Ending Homelessness Together Action Plan and CEC’s Rapid Rehousing Transition Plan all evidence the need to reduce the number of households in temporary accommodation and prevent homelessness wherever possible. Scottish Government Ending Homelessness Together Action Plan (Nov 2018) – overview of homelessness in Scotland and ambitions of Scottish Government to prevent and end homelessness, including role and duties of local authorities in helping to achieve this.  Social Bite/Heriot Watt University report on Temporary Accommodation in Scotland (Nov 2018) highlights pressures on temporary accommodation in Edinburgh.  The Preventing Homelessness in Scotland recommendation from the Prevention Review Group and the subsequent joint Scottish Government and CoSLA Prevention Duty consultation paper, identified the ways in which prevention of homelessness as a legal duty may be achieved and defines homelessness prevention as a shared responsibility across public bodies.  The Youth homelessness Prevention Pathway published by A Way Home Scotland lays out a pathway to ending youth homelessness and identifies issues that more commonly arise for young people.  In Edinburgh there is a Housing Options Protocol in place for young people leaving care. The care leavers housing protocol’s aim is to avoid care leavers having to go through the homeless route to secure accommodation, instead they will be supported and awarded Exceptional Housing Need priority, which will give them a reasonable preference when bidding for social rented accommodation.  At the end of September 2024, 50 young people had the priority.  Accommodation does not always meet the needs of disabled people. The proportion of households containing a disabled person requiring an adaptation to their home was 53.6% in 2019 ([Scottish Government, 2023](https://www.gov.scot/publications/enhancing-accessibility-adaptability-usability-scotlands-homes-consultation/pages/5/)). |
| Public/patient/client experience information | Customer satisfaction with Council landlord function | The satisfaction results for 2023/24 ARC were based on combination of Tenant Survey 2021 (where the results were overly positive due to the over-representation from the over 65 group) and Tenant Survey 2022.  Please see the table below for satisfaction results for ARC 2020/21, 21/22, 22/23 and 23/24.   |  |  |  |  |  | | --- | --- | --- | --- | --- | |  | ARC 2020/21 | ARC 2021/22  (TS 2021 – over representation from over 65) | ARC 2022/23 and 2023/24 | TS 2024 (to be used for 2024/25 ARC) | | Q1 Overall Satisfaction | 73.8% | 80.8% | 76.2% (TS 2022) | 67.2% | | Q7 Keeping you informed | 70.3% | 86.5% | 86.5% | 68.1% | | Q10 Opportunities to participate | - (95.0%)**\*** | 99.0% | 99.0% | 82.4% | | Q11 Quality of your home | 73.2% | 81.6% | 81.6% | 70.2% | | Q19 Repairs Service | 95.5% | 69.1% | 60.9% (TS 2022) | 69.8% | | Q22 Contribution to management of neighbourhood | - **\*\*** | 81.3% | 81.3% | 61.7% | | Q23 Value for Money | 68.1% | 82.5% | 72.0% (TS 2022) | 74.3% |   **\*** this question was asked but not in the correct format, so no result was provided as part of the ARC  **\*\*** this question was asked but in the old SHR format, so results were not applicable |
| Evidence of inclusive engagement of people who use the service | Ongoing work with Edinburgh Tenant Federation  Homelessness Services Informatio | In relation to internet access, below is the summary from **Scottish Household Survey 2022**, respondents who answered **“yes” to “households with home internet access”**.   |  |  |  |  |  |  | | --- | --- | --- | --- | --- | --- | | Council | Owner occupied | Social rented | Private rented | Other | All | | Scotland | 94% | 80% | 96% | [u] | 91% | | Edinburgh, City of | 92% | 78% | 96% | [u] | 91% |   The last time we asked about internet access was in **Tenant Survey 2021** (where there was an over-representation of 65+ tenants) and it found that 51.4% of tenants had internet access, so the statement was still correct.  97% of tenants have a smart phone and 78% of 18-35 year olds looking to transact digitally this is a key tool for better engagement.  All appropriate letters and guidance from homelessness services is provided in the service users’ chosen language.  Ongoing work on ‘Get connected’ with Simon Community with a commitment of 40 devices for homeless people who do not have digital devices and require them to assist with their homeless journey. |
| Evidence of unmet need | Edindex | 5,260 households in temporary accommodation including 1,700 with children |
| Good practice guidelines |  |  |
| Carbon emissions generated/reduced data |  | N/A |
| Environmental data | The State of the UK Climate report | Scotland's 10 warmest years on record have all occurred since 1997. The average temperatures for the last decade (2014-2023) were 1.02oC warmer than the 1961- 1990 average, and the warmest year on record was 2022.  There has been an increase in rainfall over Scotland in the past few decades with an increasing proportion of rainfall coming from heavy rainfall events. The annual average rainfall in the last decade (2014-2023) was 10% wetter than the 1961-1990 average, with winters 29% wetter.  Mean sea level around the UK has risen by approximately 1.4 mm/year from the start of the 20th century and the rate of sea level rise has increased over the last 30 years.  Climate change impacts are frequently felt most by the poorest and most marginalised groups in society, who may also suffer from reduced health and wellbeing. |
| Risk from cumulative impacts |  | The risk is considered minimal under current assessment as the service is focussed on delivering these key elements of housing system improvements.  All identified actions are complementary to the Housing Emergency Action Plan and designed to improve people’s quality of life, provide secure and safe housing. |
| Additional evidence required |  |  |

## **8. In summary, what impacts were identified and which groups will they affect?**

| **Equality, Health and Wellbeing and Human Rights** | **Affected populations** |
| --- | --- |
| **Positive**  The proposals aim to increase our access to suitable temporary accommodation and permanent accommodation for placements of homeless households.  This will provide a better standard of accommodation and reduce the average homeless journey time. | All  Those with disabilities are more likely to be living in accommodation that is unsuitable for them.  A third of those presenting as homeless have mental health difficulties. |
| **Negative**  Potential for disruption to community, family and schooling caused by households being moved to different areas of the city. This impact may be small as households may have had little choice in the location of their current temporary accommodation. And these impacts will be overall lessened by faster transition to longer-term secure and suitable housing. | Women, who are more likely to have family caring roles.  Children and young people.  Those with mental health difficulties. |

| **Environment and Sustainability including climate change emissions and impacts** | **Affected populations** |
| --- | --- |
| **Positive**  N/A |  |
| **Negative**  N/A |  |

| **Economic** | **Affected populations** |
| --- | --- |
| **Positive**  Homelessness is understood as a key driver of poorer life outcomes, including employability, physical and mental health, and educational attainment. Improving access to settled accommodation quicker, especially for households including children and young people, will have a positive impact on these factors.  Looking at Council finance, the Housing Revenue Account will benefit from increased rental income due to the increased number of tenanted properties.  There are potential financial benefits to the General Fund in year and long term through the decreased reliance on unlicensed accommodation as temporary accommodation. | All, especially children and young people, women, those with disabilities and those with mental health difficulties. |
| **Negative**  None. |  |

## **9. Is any part of this policy/ service to be carried out wholly or partly by contractors and if so how will equality, human rights including children’s rights, environmental and sustainability issues be addressed?**

Any contractors used will be through the agreed Repairs and Maintenance Framework.

Any external contractors will be required to comply with equality legislation and the Council’s sustainability commitments.

## **10. Consider how you will communicate information about this policy/ service change to children and young people and those affected by sensory impairment, speech impairment, low level literacy or numeracy, learning difficulties or English as a second language? Please provide a summary of the communications plan.**

There has been signposting to the budget proposals through a public consultation exercise on the Council’s budget which will launch in November 2024.

This plan, if approved will circulated through media channels. Changes will be communicated using methods that are considered appropriate to the range of audiences, as well as being proportionate. The Edinburgh (City of Edinburgh Council and Health and Social Care Partnership) British Sign Language (BSL) plan demonstrates commitment to improve services for BSL users with actions across a range of themes and services. The Council’s Interpretation and Translation Service is also available for those who require materials in different languages and can also offer an audio, Braille, large print and various computer formats on request through Happy to Translate.

## **11. Is the plan, programme, strategy or policy likely to result in significant environmental effects, either positive or negative? If yes, it is likely that a** [**Strategic Environmental Assessment**](https://www.gov.scot/policies/environmental-assessment/strategic-environmental-assessment-sea/) **(SEA) will be required and the impacts identified in the IIA should be included in this. See section 2.10 in the Guidance for further information.**

No.

## **12. Additional Information and Evidence Required**

The content of the IIA has been reviewed and, where appropriate, updated in light of relevant public feedback received as part of the Council’s budget engagement exercise.

## **13. Specific to this IIA only, what recommended actions have been, or will be, undertaken and by when? (these should be drawn from 7 – 11 above) Please complete:**

| **Specific actions (as a result of the IIA which may include financial implications, mitigating actions and risks of cumulative impacts)** | **Who will take them forward (name and job title** | **Deadline for progressing** | **Review date** |
| --- | --- | --- | --- |
| TBC |  |  |  |

## **14. Are there any negative impacts in section 8 for which there are no identified mitigating actions?**

No.

## **15. How will you monitor how this proposal affects different groups, including people with protected characteristics?**

A programme tracker has been developed to monitor progress. This will be used by officers to track progress, and reported to the Housing, Homelessness and Fair Work Committee on a cyclical basis.

## **16. Sign off by Head of Service**

**Name:** Derek McGowan

**Date:** 3rd February 2025

## **17. Publication**

Completed and signed IIAs should be sent to:

[integratedimpactassessments@edinburgh.gov.uk](mailto:integratedimpactassessments@edinburgh.gov.uk) to be published on the Council website [www.edinburgh.gov.uk/impactassessments](http://www.edinburgh.gov.uk/impactassessments)

**Edinburgh Integration Joint Board/Health and Social Care** [sarah.bryson@edinburgh.gov.uk](mailto:sarah.bryson@edinburgh.gov.uk) to be published at [www.edinburghhsc.scot/the-ijb/integrated-impact-assessments/](http://www.edinburghhsc.scot/the-ijb/integrated-impact-assessments/)

**APPENDIX 1 – DEMOGRAPHICS**

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  | | | | **2024-25** |  |  |  |  |
| **Apr-Jun** | **Jul- Sep** | **Oct-Dec** | **Jan-Mar** | **Total YTD** |
| **No of Homeless Presentations** | | | | **910** | **863** |  |  | **1,773** |
| Age Band & Gender | Female | 16-17 |  | 12 | 14 |  |  | 26 |
|  |  | 18-24 |  | 61 | 79 |  |  | 140 |
|  |  | 25-59 |  | 245 | 218 |  |  | 463 |
|  |  | 60+ |  | 23 | 25 |  |  | 48 |
|  | Male | 16-17 |  | 7 | 8 |  |  | 15 |
|  |  | 18-24 |  | 89 | 88 |  |  | 177 |
|  |  | 25-64 |  | 462 | 413 |  |  | 875 |
|  |  | 65+ |  | 11 | 18 |  |  | 29 |
| Household Composition | Single Person | |  | 679 | 655 |  |  | 1,334 |
|  | Single Parent | |  | 106 | 90 |  |  | 196 |
|  | Couple – No Children | |  | 40 | 37 |  |  | 77 |
|  | Couple – With Children | |  | 53 | 31 |  |  | 84 |
|  | Other | |  | 32 | 50 |  |  | 82 |