

**East Lothian  
Local Housing Strategy  
2018-23**

**Consultative Draft**

**January 2018**

## Foreword

Welcome to this Consultative Draft Local Housing Strategy (LHS) for East Lothian, covering the period 2018-23. The LHS is the sole strategic document for housing, outlining the key issues and challenges within a changing demographic and economic context. It sets out a strategic vision for housing; priority outcomes and an action plan for the delivery of housing and related services across the county.

The population of East Lothian is growing. It is projected to increase by 23.3% from 2012 to 2037 compared with 8.8% nationally over the same period. The population is also changing. An ageing population and increasing longevity, combined with increasing expectations and aspirations of local people, necessitates a different way of looking at how we deliver housing. This is particularly important given new taxation powers for Scotland and challenges relating to economic growth and funding for public services.

Some of the challenges that lie ahead are uncertain. We do not know how an increase in older couple households will impact upon the requirements for specialist housing provision. We do not know how anticipated legislative change in relation to housing quality and energy efficiency standards will affect the supply of private rented housing across the county. And we do not know the extent to which increases in energy prices may hamper our efforts to tackle fuel poverty. But one thing is certain. We do know that to the best of our ability, we have to 'get it right'.

Getting housing 'right' is not just about developing enough good quality affordable housing for people to live in. It is much more than that. It is about supporting place-making to ensure new housebuilding fosters good community relations and promotes positive health impacts. It is also about improving existing stock and using our homes differently in order to reduce carbon emissions and tackle fuel poverty. Housing is critical to a range of outcomes and this is reflected appropriately in our LHS.

To enable the delivery of quality housing and related services for a growing number of households across the county in an increasingly challenging and complex housing landscape, some things need to change. We need to explore the feasibility of more creative and innovative ways of working, for example digital models of housing support and care; self-build and intergenerational housing models. We need to consider taking a more preventative approach for example a Housing First approach in relation to homelessness and housing health checks at an early stage in the life-cycle. Most importantly, we cannot 'get housing right' on our own. We need to work collaboratively with key partners to implement this LHS and ensure we can meet our shared vision by 2023 of *'Healthy, sustainable homes in vibrant communities that meet increasing levels of need, reduce inequalities and improve wellbeing across all stages of people's lives'*.

**Cllr Jim Goodfellow**  
**Housing Convenor**

## How to Comment

In developing the East Lothian Consultative Draft Local Housing Strategy (LHS) 2018-23, we have consulted extensively with local people and our partners. This draft document reflects what we have heard and considered.

The purpose of this Consultative Draft LHS is to provide a further opportunity for you to provide feedback prior to publication of the final document. We are inviting comments, views and suggestions on our draft LHS, including its proposed priorities and actions to improve housing and related services across the county. In particular:

- Have we captured the key housing issues and challenges that we currently face across the county?
- Have we set out appropriate priority outcomes?
- Are the actions we propose to take considered to be suitable in addressing identified issues?

A consultation questionnaire is attached at Appendix 7 to help you respond and this is also available online at [www.eastlothianconsultations.co.uk](http://www.eastlothianconsultations.co.uk) although you do not have to use this questionnaire to respond if you do not wish to do so.

Comments and suggestions are invited **IN WRITING by 5pm on Friday 09 March.**

**By post to:** Senior Housing Strategy Officer, Strategic Investment and Economic Development, East Lothian Council, John Muir House  
Brewery Park, Haddington, East Lothian, EH41 3HA

**By email to:** [hsd@eastlothian.gov.uk](mailto:hsd@eastlothian.gov.uk)

**By using our online form via our website:** [www.eastlothianconsultations.co.uk](http://www.eastlothianconsultations.co.uk)

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## 1. Introduction

### 1.1 Purpose of the Local Housing Strategy

The Housing (Scotland) Act 2001 requires local authorities to prepare a Local Housing Strategy (LHS) for their area, supported by an assessment of housing need and demand. This LHS sets out the strategy, priorities and plans for the delivery of housing and related services across East Lothian from 2018-23.

The LHS is the sole strategic document for housing in East Lothian, bringing together a wide range of housing related priorities into one place and enabling a co-ordinated response in terms of action. The LHS plays a number of important roles, including:

- Setting out the strategic direction of the Council and its partners to delivering high quality housing and related services, to meet identified need across the county.
- Outlining the Council's approach to meeting its statutory housing responsibilities i.e. in relation to fuel poverty, house condition and homelessness.
- Summarising the response to national housing priorities i.e. the Scottish Housing Quality Standard (SHQS); town centre living; reduction in carbon emissions and supporting the development of sustainable communities, while also reflecting the needs and priorities of the local area.
- Demonstrating how housing can contribute to improvements in health and wellbeing and influencing the effective integration of health and social care.

### 1.2 Vision and Outcomes of the LHS 2018-23

This Strategy builds on the successes of our previous LHS. Taking account of the key housing issues identified; changing strategic planning framework; local context and aspirations of local people and communities, the strategic vision for housing is that by 2023 we will have:

***'Healthy, sustainable homes in vibrant communities, that meet increasing levels of need, reduce inequalities and improve wellbeing across all stages of people's lives'.***

Six priority outcomes are identified to inform this vision:

**Priority Outcome 1:** Sustainable and vibrant communities are created and maintained.

**Priority Outcome 2:** The supply of housing is increased and access to housing improved across all tenures.

**Priority Outcome 3:** Homelessness is prevented as far as possible, with appropriate support in place to promote positive health outcomes and tenancy sustainment.

**Priority Outcome 4:** A wider range of specialist housing is provided to enable independent living where appropriate.

**Priority Outcome 5:** The condition, energy efficiency and where appropriate the management of existing stock is improved.

**Priority Outcome 6:** Fuel poverty is reduced and climate change targets exceeded.

### 1.3 Key Principles

Three separate although interlinked principles underpin this LHS. These key principles have inspired the vision and priority outcomes of the Strategy and will continue to inform delivery of its action plan to 2023:

**Sustainability** – The [Environmental Assessment \(Scotland\) Act 2005](#) requires local authorities to carry out a strategic environmental assessment (SEA) for certain strategies and plans. This enables consideration of potential impacts upon the environment, promoting sustainable development.

While it was formally determined that a SEA was not required for the LHS following a screening exercise in 2016, the Climate Change (Scotland) Act 2009 requires public bodies to work towards incorporating the principles of sustainability into their decisions and actions. The Council and its partners recognise the importance of adhering to the principles of sustainability and have considered the potential environmental impacts of the LHS upon the wider community within the Integrated Impact Assessment, promoting equality, human rights and sustainability, at Appendix 5 of this document. This ensures the principle of sustainability underpins all aspects of the LHS.



**Equalities** – East Lothian Council is committed to tackling and reducing inequalities. Accordingly, provisions have been made for the mainstreaming of equalities in both preparing this LHS and in all aspects of planning for housing / delivery of LHS actions. The comprehensive approach taken to equalities is set out in the Integrated Impact Assessment, promoting equality, human rights and sustainability, at Appendix 5 of this document.



**Health and Wellbeing** – The Council and its partners understand the critical links between health and housing and the importance of housing in delivering health and social care outcomes. Housing has a key role to play in improving health and wellbeing i.e. with regard to housing quality; fuel poverty; homelessness; the role of housing in community life and place-making. A health impact assessment will be undertaken on the final draft LHS prior to publication and made available as an appendix to the published LHS.



## 2. Developing the Local Housing Strategy

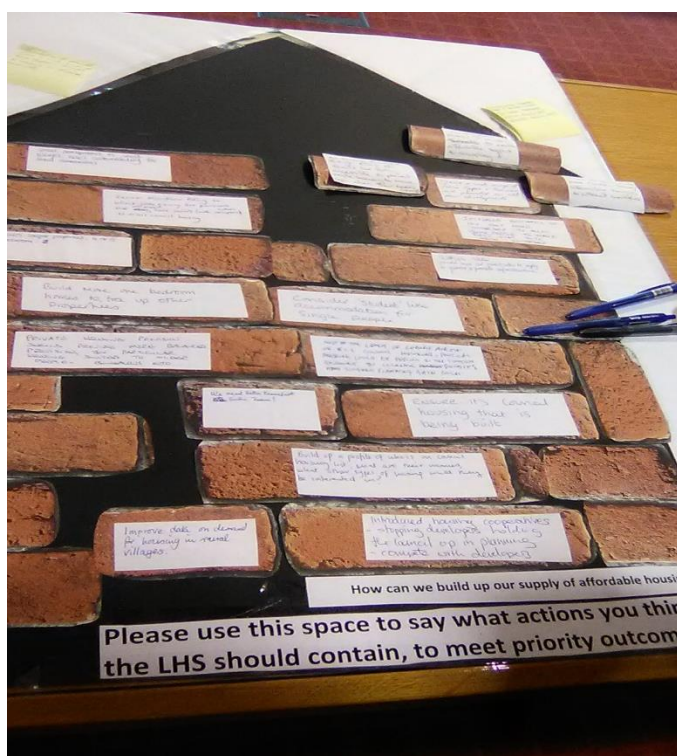
This LHS consolidates and builds on the successes of the previous Strategy, recognising that while much has been accomplished, there is still more that can be done<sup>1</sup>. The approach to developing key strands of the LHS is set out as follows:

### 2.1 Consultation and Engagement

The Housing (Scotland) Act 2001 requires local authorities to consult on their proposed LHS. Similarly, statutory Equality Duties on public bodies require involvement, consultation and engagement with as wide a range of local people as possible.

We are committed to improving the way we work with stakeholders to ensure we deliver in the most effective way to suit the needs of the people in East Lothian. We want to empower people to plan and influence the future of their own communities, having a sense of community spirit and pride. Active participation of people and communities is critical to achieving this, therefore we committed to using the *People's Voice* framework for all our engagement work on the LHS at the outset. This ensures consistency in approach to consultation and partners can be sure consultation is robust and reflects good practice.

To inform preparation of this Consultative Draft LHS, a number of opportunities for consultation and engagement have been put in place from an early stage, to facilitate a co-production approach as far as possible including:



**Facebook & Twitter - Winter 2017/18**

**Housing Forum - Autumn 2017**

**Community Planning event - Summer 2017**

**20 focus groups - Winter 2016/17**

**Rural Housing seminar - Autumn 2016**

**Housing Forum - Autumn 2016**

**Poverty Commission event - Autumn 2016**

**5 Housing Need & Demand events (SESplan) - Summer 2014**

A number of views have been obtained through extensive consultation and engagement on the key housing issues and challenges we face across the county. These views have been

<sup>1</sup> Key achievements of the LHS 2012-17 are set out at Appendix 1.

listened to, captured and considered in relation to preparation of the LHS. A strategic vision and corresponding priority outcomes were considered through early consultation. Following on from this an options appraisal enabled people to consider appropriate actions to enable those priority outcomes to be realised and the strategic vision to be met. An explanation of how stakeholders have been consulted including a comprehensive list of views and how this has been used to inform and influence the LHS is available at Appendix 4: 'You Said, We Did'.



## 2.2 Mainstreaming Equalities

East Lothian Council has an overarching commitment to *'reducing inequality within and between our wards'*. The LHS links clearly with the Equality Plan 2017-21, which demonstrates how the Council and its partners aim to reduce the impact of poverty and inequality and meet the requirements of the Equality Act 2010.

The make-up of East Lothian has changed in recent years and we must recognise this in order that we can respond appropriately. The county continues to have significant population growth ahead of other local authorities, large numbers of young people and a growing population of older people. We have also welcomed new communities; i.e. Syrian refugee families, while numbers of Gypsy Travellers have begun to decline.

The strategic framework for equalities is also changing. The Community Empowerment (Scotland) Act 2015 brings requirements for the Council and its partners to work with the community and ensure everyone has the opportunity to participate in local decision making. This changes the way we operate in terms of engaging with communities.

The Housing (Scotland) Act 2001 requires local authorities to state how the LHS will comply with equality duties. Equality issues must be embedded throughout the LHS with equalities *'mainstreamed'* in all aspects of planning for housing. Mainstreaming equalities is about systematically considering equality and diversity at all stages and across all areas of activity. It is about building in equalities from the outset in all things we do.

The Council and its partners recognise the importance of mainstreaming equalities. Understanding that some people's views may not readily be heard via the use of traditional

engagement methods, 20 focus groups were held during 2016-17. These enabled equalities groups to influence the LHS, promoting an inclusive approach to consultation from the start of the development process. The groups covered:

- BME groups / refugees
- Ex-offenders
- Gypsy Travellers
- Homeless people
- LGBT people
- Older people and their carers
- People with a learning disability and their carers
- People with a mental health condition and their carers
- People with a physical disability and / or visual impairment and their carers
- Young care leavers
- Young vulnerable people

Focus groups were tasked with identifying key housing issues and challenges; considering housing related priorities / outcomes; proposing a range of actions to meet those outcomes and contributing towards developing the strategic vision for the LHS. Feedback obtained was also used to inform an Equalities Impact Assessment (EQIA), available at Appendix 5 of this document as part of the Equalities Statement.

### **2.3 Research and Data Analysis**

Undertaking data analysis and carrying out research on specific projects is critical to developing the LHS. It ensures the LHS has been developed on the basis of robust and credible evidence, complementing qualitative feedback received through consultation. The following areas of research have been undertaken to inform the LHS 2018-23.

**South East Scotland Housing Need and Demand Assessment 2 (SESplan HNDA2), Sandford Consulting (2015):** Analyses key housing market drivers in order to estimate future demand for housing. It provides a shared evidence base for the LHS and Local Development Plan.

**Housing Need and Demand Assessment of Particular Needs Groups / Specialist Provision, East Lothian Council (2017):** Provides estimates of need and demand for specialist provision for a range of particular needs groups. It provides a clear evidence based link between the needs of equality groups set out in SESplan HNDA2 and the outcomes identified in the LHS.

**Local Housing Systems Analysis (LHSA), East Lothian Council (2017):** Analyses key elements of the housing system within the wider housing strategy landscape and economic and demographic context. It highlights key emerging trends, projections, issues and challenges, providing a detailed understanding of the local housing system and to what extent it is working well or 'in balance'.

**Researching the Demand and Need for Alternative Tenures in East Lothian, Rettie & Co / North Star Consulting & Research (2015):** Provides a full evidence base of the need and demand for specific intermediate tenures across East Lothian and at local levels.

### 3. National and Local Strategic and Policy Context

#### 3.1 National Strategic Planning Framework

The Government's Programme for Scotland 2017-18 'A Nation with Ambition' sets out key priorities for housing as follows:

- Introduce a Warm Homes Bill to set a statutory fuel poverty target
- Introduce new energy efficiency standards for the private rented sector
- Set out a clear national objective to eradicate rough sleeping
- Create a 'Ending Homelessness Together' fund to support anti-homelessness initiatives and pilot solutions to drive faster change

The vision of the Scottish Government for housing to 2020 is that *'all people in Scotland live in high quality sustainable homes that they can afford and that meets their needs'*. This vision and the actions to realise that vision are set out in the policy document 'Homes Fit for the 21<sup>st</sup> Century'<sup>2</sup>. Key actions from this are taken forward via a five-year Joint Delivery Plan for Scotland<sup>3</sup>. An update on progress in relation to key areas of housing policy is available at the following link: <http://www.gov.scot/Resource/0043/00435351.xlsx>

The Scottish Government considers that having more quality homes that meet people's needs is critical to building a sustainable, fair and more prosperous Scotland. There are three key elements to the overarching 'More Homes Scotland' approach:

**More investment for more housing** - To encourage the development of more homes across all tenures, a commitment of over £3 billion has been given over a five-year period to fund the delivery of 50,000 affordable homes. This is deemed to be 'ambitious, challenging and absolutely necessary'<sup>4</sup>.

**Supporting infrastructure, land and housing delivery** - Recognising that housing is key to overall ambitions for Scotland, the supply of new homes was made a national strategic 'social infrastructure priority' in the 2015 infrastructure investment plan<sup>5</sup>.

**A more effective planning system** – A wide-ranging review of the planning system is ongoing, with a focus on improving the effectiveness of planning processes that support the delivery of good quality housing developments.

The Scottish Government's vision for housing is linked to a wider Housing and Regeneration Outcomes Framework. This sets out a shared understanding of what needs to be achieved for people, homes and communities across Scotland (see Figure 3.1).

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<sup>2</sup> <http://www.scotland.gov.uk/Publications/2011/02/03132933/0>

<sup>3</sup> <http://www.gov.scot/Publications/2015/05/3392>

<sup>4</sup> <http://www.gov.scot/Resource/0052/00524209.pdf>

<sup>5</sup> <http://www.gov.scot/Publications/2015/12/5962>

|   |  |   |                          |
|---|--|---|--------------------------|
| <b>Figure 3.1: Vision for Housing and Wider Housing and Regeneration Outcomes</b>   |  |   |                          |
| <b>Housing Vision: All people in Scotland live in high quality sustainable homes that they can afford and that meets their needs</b>                      |  |   |                          |
| <b>Regeneration Vision: A Scotland where our most disadvantaged communities are supported and where all places are sustainable and promote well-being</b> |  |   |                          |
| <b>National Outcomes</b>  |  |   |                          |
| We live longer healthier lives  | We live in well-designed sustainable places where we are able to access the services and amenities we need | We have strong resilient and supportive communities where people take responsibility for their actions and how they affect others |                          |
| <b>Housing and Regeneration Outcomes</b>  |  |   |                          |
| A well-functioning housing system   | High quality sustainable homes   | Homes that meet people's needs  | Sustainable communities  |
| Availability & choice   | Safe   | Accessing a home  | Economically sustainable |
| Homes people can afford   | Warm   | Keeping a home  | Physically sustainable   |
| Growth of supply  | Resource efficient   | Supporting independent living   | Socially sustainable     |
|   | Promote well-being   |   |                          |

Source: East Lothian Council, 2017

This LHS clearly links with the Housing and Regeneration Vision and Outcomes above, with the three principles underpinning the LHS of 'sustainability', 'wellbeing' and 'equalities', a key focus of the Vision and Outcomes.

### 3.2 Local Strategic and Policy Context

Key links to relevant strategic planning groups / documents have been identified and considered in setting LHS outcomes:

**Community Planning / East Lothian Plan (Local Outcomes Improvement Plan)** - The LHS sits under the wider East Lothian Plan 2017-27, which sets out a statement of intent to "work in partnership to achieve an even more prosperous, safe and sustainable East Lothian, with a dynamic and thriving economy that enables our people and communities to flourish". The Plan has a particular focus on reducing inequalities. The 16 national outcomes of the Scottish Government are met through the East Lothian Plan.

Recognising the important contribution that housing can make to the delivery of wider local priorities and national priorities, the East Lothian Housing Partnership reports to the Community Planning 'Safe and Vibrant Communities Partnership'. This ensures a clear link between the East Lothian Plan priorities and LHS outcomes.

Community Planning partners have formally approved the strategic direction of the LHS and its main priorities. Progress in relation to LHS outcomes will be reported to the Safe and



Vibrant Communities Partnership annually, with the LHS action plan clearly setting out the role of the Community Planning Partnership in delivering LHS outcomes as shared priorities<sup>6</sup>.

**Council Plan** - The key themes and objectives set out in the 2012-2017 Council Plan continue as the key themes and objectives of the new Council Plan 2017-2022, including *'Growing our Communities – to give people a real say in the decisions that matter most and provide communities with the housing, transport links, community facilities and environment that will allow them to flourish'*.

**Integration of Health and Social Care / Strategic Planning** - The East Lothian Housing Partnership formally links to the Health and Social Care 'Housing Theme Group'. The Group plays a key role in driving and co-ordinating the housing priorities of the Health and Social Care Strategic Plan, including outcomes relating to independent living and specialist housing provision. The Group enables wider housing sector involvement in shaping and delivering shared priorities and outcomes that positively contribute to health and wellbeing.

**Strategic Development Planning** - East Lothian sits within the wider South-East Scotland Strategic Development Planning Area (SESplan SDPA). Key East Lothian housing and planning representatives form part of the SESplan Core Housing Market Partnership, established to jointly undertake Housing Need and Demand Assessments (HNDAs). The outputs from HNDAs are the starting point for setting Housing Supply Targets in the LHS and Local Development Plans. This enables the LHS and Local Development Plan to be clearly aligned through the HNDA and Housing Supply Target<sup>7</sup>.

The strategic documents which align with LHS outcomes are summarised in Figure 3.2:

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<sup>6</sup> The East Lothian Community Planning Partnership (CPP) is undergoing a restructure during 2017/18. There is an in-principle agreement that the CPP has agreed to the strategic direction of the LHS and its main priorities and will play a role in delivering the LHS although it unclear how this will work in practice. This will be resolved as an integral element of the CPP restructure, with housing considered a key priority for community planning.

<sup>7</sup> The LHS and LDP should be aligned via the HNDA in accordance with the development planning process. Given this, housing and planning have jointly input to the HNDA process/setting HSTs. The development planning process is lengthy compared with LHS and HNDA timescales however, which both follow a five-yearly cycle and given this, the LDP, LHS and HNDA cycles are currently not aligned. The LDP is informed by SESplan HNDA1 and corresponding HSTs as opposed to HNDA2. To address this in practice, this LHS sets out SESplan HNDA1 figures in comparison with SESplan HNDA2 figures for transparency, although it aims to meet HSTs as per SESplan HNDA2. It is anticipated that during the lifetime of this LHS, key documents will become aligned.

**Figure 3.2: Strategic Documents Aligning with LHS Outcomes, East Lothian**

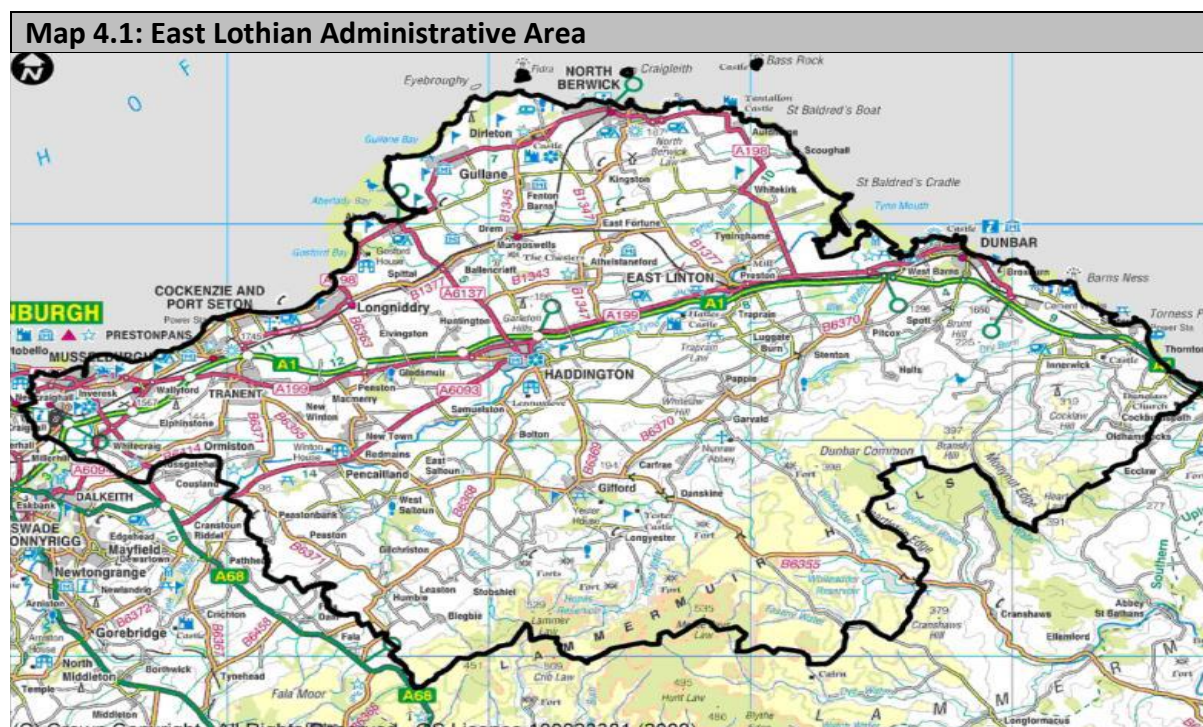
| <b>Strategy / Plan</b>   | <b>Purpose</b>  | <b>Relationship to LHS</b>   |
|--|---|--|
| East Lothian Plan / Single Outcome Agreement (SOA) 2017-27     | Overarching plan for the future of the county, sets out how Community Planning Partners will contribute to the 16 national outcomes; local needs & priorities | Provides strategic direction for LHS & LHS is key driver in delivering Plan / SOA & national outcomes              |
| East Lothian Council Plan 2017-22                              | Supports SOA priorities / sets out how East Lothian Council will deliver local priorities   | Provides strategic direction for LHS   |
| Area Partnership plans   | Present a shared vision for the area, in accordance with the aspirations of local communities   | Informs the LHS  |
| East Lothian Council Equalities Plan 2017-21                   | Sets out how East Lothian Council will ensure that people are not discriminated against   | Provides a strategic framework for equalities for the LHS  |
| South East Scotland Strategic Development Plan 2012-32 (draft) | Facilitates & provides the steer for the future development & growth of the SESplan area  | Provides strategic direction for the LHS   |
| East Lothian Proposed Local Development Plan (LDP) 2016        | Comprises a development strategy for future development of the county to 2024 & beyond  | Aligns with LHS to reflect position in relation to SDP's Housing Land Requirements / need for range of house types |
| Strategic Housing Investment Plan (SHIP) 2018/19 – 2022/23     | Sets out housing investment priorities for a five-year period   | Demonstrates how LHS priorities will be delivered & identifies resources to deliver                                |
| Health & Social Care Strategic Plan 2016-19                    | Sets out changes & improvements in health & social care that the Partnership wants to make  | Provides strategic direction for the LHS   |
| Housing Contribution Statement 2016-19                         | Sets out the role of housing providers to achieve health & social care outcomes   | Provides a bridge between the Strategic Plan & LHS   |
| East Lothian Children & Young People's Plan 2017-20            | Seeks to ensure all children & young people are integrated into the community   | Informs the LHS  |
| Community Justice Local Outcome Improvement Plan 2017-20       | Seeks to deliver improvements in crime reduction  | Informs the LHS  |

Source: East Lothian Council, 2017

## 4. East Lothian Profile

### 4.1 Introduction

East Lothian is part of the Edinburgh city region, located to the east of Edinburgh's suburban edge. It measures approximately 270 square miles in area, and includes 43 miles of coastline.



East Lothian offers an appealing quality of life, with attractive countryside and vibrant towns. Residents enjoy good quality housing and schools and have relatively high levels of health and wellbeing, employment and general affluence compared with the national average. The population is growing, as more people migrate to live in the area and good transport links provide residents with easy access to amenities in Edinburgh.

However, the desirability of East Lothian as a place to live and rapidly growing population, places increasing demands on infrastructure and housing. Significant inequalities exist both within and between communities and pockets of deprivation exist across the county.

### 4.2 Demographic Context

East Lothian has a population of 104,090<sup>8</sup>. There has been a 10.9% increase over the last ten years compared to 5.3% growth across Scotland. This is the second largest increase nationally, behind the City of Edinburgh.

The population is projected to increase further by 17.8% from 2014-39, compared with 6.6% nationally. This is the fourth highest projected population increase nationally<sup>9</sup>.

<sup>8</sup> NRS mid-2016 population estimates

<sup>9</sup> NRS 2014 based population projections

East Lothian has 44,749 households<sup>10</sup>. An additional 11,037 households are projected across the county from 2014-39, equating to an additional 442 households per annum and a 25% increase compared with 14% across Scotland<sup>11</sup>. This is the third highest projected increase nationally. The average household size has stabilised at 2.28 people in recent years, (2.16 nationally), although this is projected to reduce to 2.14 by 2039<sup>12</sup>.

Across Scotland, the number of households containing children is projected to fall by nearly 3% by 2039. In contrast, East Lothian is projected to have one of the highest proportions of households containing children nationally by 2039, at around 27% of all households.

By 2039, seven local authority areas across Scotland are projected to have over half of their households headed by someone aged 60+. East Lothian is projected to have 44% of households headed by a person aged 60+ by 2039. A 94% increase in households age 75+ is projected by 2039 compared with a 79% increase nationally<sup>13</sup>.

### **4.3 Economic Context**

East Lothian is generally considered to be an affluent area compared with other areas in Scotland, although there are significant inequalities both within and between ward areas, with relative prosperity in the East compared to the West of the county.

Since publication of the last LHS, the Council has operated in a very challenging financial environment. Funding levels have reduced and significant difficulties lie ahead, with financial austerity likely to continue for some time.

The Council will face challenges in supporting unprecedented infrastructure requirements associated with the level of growth delivered through the Proposed Local Development Plan. Developing sustainable budgets over the next five years will be critical to accommodate new cost and demand pressures emerging within most service areas.

Despite the current economic climate, the Council Plan sets out an optimistic vision for an even more prosperous East Lothian, with a dynamic and thriving economy that enables our people and communities to flourish.

- **Incomes**

Average incomes have increased. The gross weekly average pay for full time workers has increased from £505.70 in 2012 to £565.40 in 2016. This is higher than both the average weekly pay across Scotland (£536.60) and the UK (£541.00)<sup>14</sup>.

The average income per annum in East Lothian ranges from £36,282 in Musselburgh to £50,029 in North Berwick Coastal<sup>15</sup>.

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<sup>10</sup> NRS mid-2016 population estimates

<sup>11</sup> NRS 2014 based household projections

<sup>12</sup> NRS mid-2016 household estimates

<sup>13</sup> NRS 2014 based household projections

<sup>14</sup> [https://www.nomisweb.co.uk/reports/lmp/la/1946157414/subreports/asher\\_time\\_series/report.aspx](https://www.nomisweb.co.uk/reports/lmp/la/1946157414/subreports/asher_time_series/report.aspx)

<sup>15</sup> CACI data for year 2015/16

- **Employment**

79.5% of people in East Lothian aged 16-64 are in employment or self-employed compared with 76.9% nationally. East Lothian is a low wage economy, with many people commuting out-with the area for employment. Gross weekly earnings for people living in the county are above the Scottish average, however earnings for people that work in East Lothian are lower than average<sup>16</sup>.

13,100 people in the county are economically inactive. 80.0% of the economically inactive population in East Lothian are not seeking work, compared with 75.4% nationally. The main reasons why people are economically inactive and not seeking work are because they are long-term sick, a student or retired<sup>17</sup>. 2.8% of people aged 16-64 in East Lothian are claiming out of work benefits, compared to 2.2% nationally<sup>18</sup>.

- **Welfare Reform**

The Welfare Reform Act (2012) made a series of changes to the benefits system across Scotland, including:

- Disability Living Allowance (DLA) replaced with points based, Personal Independence Payments (PIP)
- Replacing Incapacity Benefit (and related benefits) with Employment and Support Allowance (ESA)
- Withdrawal of Council Tax Benefits and parts of the Social Fund (including community care grants and crisis loans). These were replaced by the Scottish Welfare Fund, delivered by local councils
- The introduction of Universal Credit, replacing a range of in- and –out work benefits incorporating housing costs, and changes to working tax credits
- The creation of new household caps and ‘under-occupancy’ penalties (more commonly known as the bedroom tax).

East Lothian Council is one of the first local authority areas to roll out Universal Credit Full Service, across Scotland. A survey shows that only one quarter of households managed financially while awaiting their first payment. Waiting time for the first initial payment was six to eight weeks for 82% of respondents, with 18% waiting even longer. After three months on Universal Credit only 36% felt they were coping with payments. 46% said their financial situation had worsened and their debts increased, particularly in relation to arrears for rent, council tax, utilities and other services.

- **Poverty**

A report published by campaign group End Child Poverty highlights the extent of child poverty across the UK. The report showed that 4,276 children in East Lothian (20.3%) were living in poverty after housing costs.

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<sup>16</sup> <https://www.nomisweb.co.uk/reports/lmp/la/1946157414/report.aspx>

<sup>17</sup> <https://www.nomisweb.co.uk/reports/lmp/la/1946157414/report.aspx>

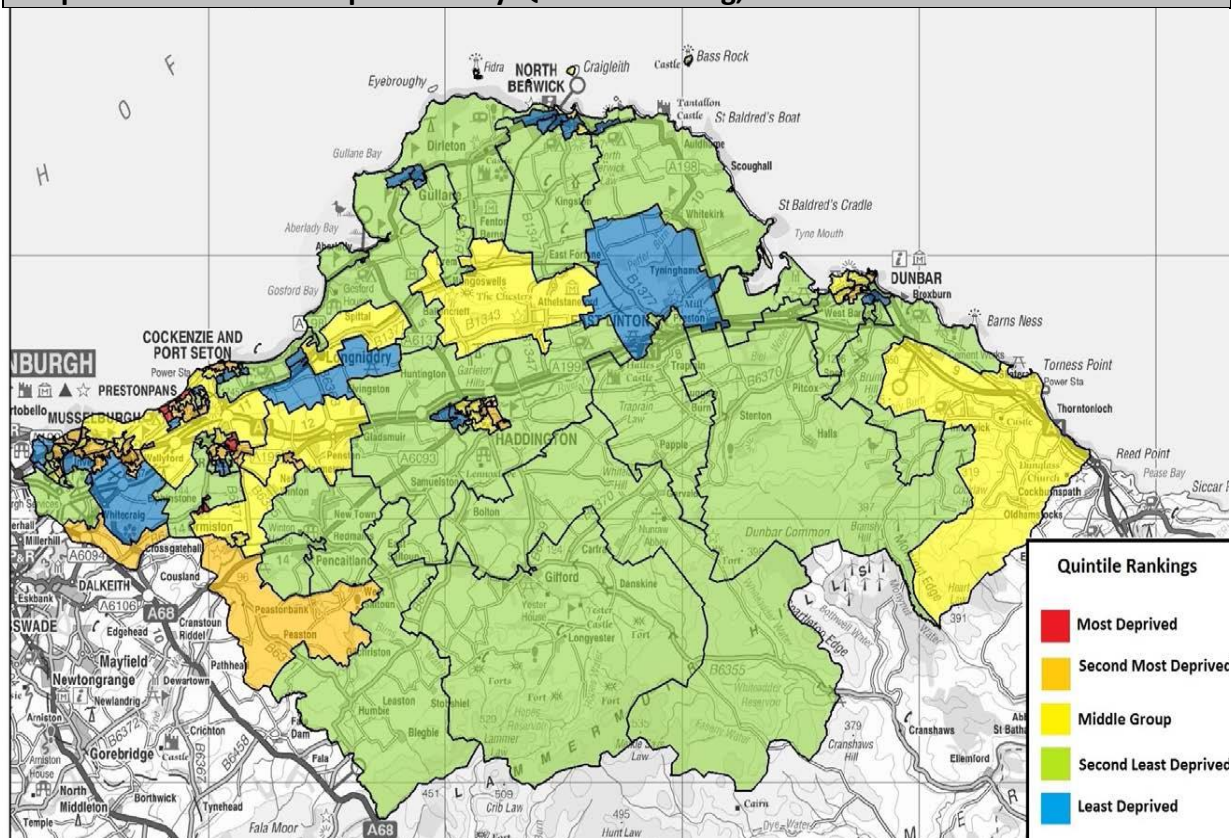
<sup>18</sup> <https://www.nomisweb.co.uk/reports/lmp/la/1946157414/report.aspx?#ls> October 2017 data

During 2015/16, 2,806 people received food bank parcels in East Lothian, with 78.1% of need from the West compared with 21.9% of need from the East of the county. East Lothian Council and its partners have a core objective to reduce inequality within and between our ward areas. This is a key focus of the Council’s Plan and also of work with partners through the East Lothian Partnership. An independent Poverty Commission was established in East Lothian in 2015, to examine poverty across the county and identify actions that organisations can take to help people to move out of poverty or lessen its impact<sup>19</sup>.

- **Deprivation**

The principal measure of deprivation is the Scottish Index of Multiple Deprivation (SIMD). This identifies small area concentrations of multiple deprivation in a consistent way. Map 4.2 shows each data-zone in East Lothian by the quintile they fall into. East Lothian has lower levels of deprivation than most local authority areas in Scotland. However, there are small areas predominantly in the west of the county (Prestonpans, Tranent and Elphinstone) that fall within the most deprived 20% of areas in Scotland. In contrast, eight of North Berwick Coastal ward’s 18 data-zones are among the 20% least deprived.

**Map 4.2: East Lothian Deprivation by Quintile Ranking, 2016**



Source: East Lothian Council, 2017

<sup>19</sup> [http://www.eastlothian.gov.uk/info/591/council\\_and\\_government/1700/east\\_lothian\\_poverty\\_commission](http://www.eastlothian.gov.uk/info/591/council_and_government/1700/east_lothian_poverty_commission)

#### 4.4 Housing Stock

East Lothian has 46,672 residential dwellings, with a 10.7% increase in housing stock over the previous ten-years compared to 6.6% nationally. The majority of dwellings across the county are owner occupied (65.1%), 18.5% are Council owned, 11.3% are privately rented and 4.7% are housing association properties. East Lothian has 870 vacant dwellings (1.9% compared with 3.1% nationally) and 527 second homes (1.1%, similar to 1.0% nationally)<sup>20</sup>.

- **Private housing:**

65.1% of housing is owner occupied, with 30,649 owner occupied homes at end March 2017. In contrast to other areas of Scotland where low house prices have offered a prime opportunity for first time buyers to purchase their first home, high house prices in East Lothian have, in recent years, continued to cause difficulties in relation to the accessibility and availability of mortgage finance<sup>21</sup>. In April 2016, East Lothian was ranked as having the highest house prices nationally<sup>22</sup>. The average house price to earnings ratio in the county is 5.2, ranging from 5.06 to 7.63. House prices are higher in the East of East Lothian, in part due to the greater level of affluence.

11.3% of housing (5,300 homes) is privately rented<sup>23</sup>, although only 47 new properties registered via landlord registration in 2016/17, which indicates a slowdown in this sector.

- **Affordable housing**

There are around 11,000 social rented homes in East Lothian, comprising nearly 24% of the total housing stock. The Council owns the majority of social rented housing (8,649 homes), with housing associations owning the balance (2,215)<sup>24</sup>.

Social rented housing fell across East Lothian from 1998-2010, as was the pattern across Scotland for this period. Since then, social rented housing stock has been increasing, due to significant investment in new social rented housing, combined with the end of the Right to Buy. Social housing has increased by 7.7% over the last decade, representing the fifth highest increase nationally. Within this, RSL stock has increased significantly by 24%<sup>25</sup>.

In recent years, alternative forms of affordable housing to social rent have been developed. There are 199 units of low cost home ownership and 44 units of mid-market rent in East Lothian<sup>26</sup>. An increase in alternative forms of affordable housing is likely in future years.

Over the past five years, a total of 632 new affordable homes (including 370 council homes) have been delivered<sup>27</sup>. Despite investment however, a lack of affordable housing remains a

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<sup>20</sup> NRS mid-2016 household estimates

<sup>21</sup> There has been a decline in the last decade re availability of mortgages with high loan to values. Those seeking competitive mortgages typically require a 10-15% deposit, or upwards of 20-25% for first time buyers.

<sup>22</sup> Your Move Scotland Price Index (April 2016)

<sup>23</sup> East Lothian Council data, March 2017

<sup>24</sup> East Lothian Council data, March 2017

<sup>25</sup> Affordable housing stock has increased from 10,056 in 2006 to 10,834 in 2016. From March 2006 to March 2016, housing association stock increased from 1,772 to 2,205. (East Lothian Council data, 2017)

<sup>26</sup> At March 2017

<sup>27</sup> East Lothian Council, 2017

major issue across the county. The most recent housing need and demand assessment<sup>28</sup> shows a requirement for 370 affordable units each year to 2030.

Housing is likely to continue to grow at a fast pace, with the Scottish Government setting a target to deliver 50,000 new affordable homes by the end of this parliament. The Council will make every effort to meet the need for affordable housing by maximising opportunities to increase the supply of affordable housing.

#### **4.5 Homelessness**

Homeless presentations decreased from almost 1,200 in 2010/11, to under 700 in 2012/13, due in part to significant investment in homelessness prevention activity. However homeless presentations have now levelled off and applications have begun to increase, at just under 800 in 2016/17. Provision of temporary accommodation has increased by around 45% since 2012, ensuring that where homelessness has been unavoidable, temporary accommodation has been provided. However, significant pressures on temporary accommodation remain, due to lack of sufficient supply of affordable housing. The length of time that households wait before being able to access permanent accommodation is increasing. During 2016/17, households spent an average of nearly 400 days in temporary accommodation, awaiting permanent accommodation. Pressures are particularly acute in the West of East Lothian with a shortage of one-bedroom properties.

##### **Key Issues and challenges**

- East Lothian has the fourth highest projected population increase nationally, by 2039
- East Lothian is projected to have one of the highest proportions of households containing children nationally by 2039, at around 27% of all households
- 44% of households are projected to be headed by a person aged 60+ by 2039.
- Average earnings in East Lothian are higher than that of Scotland and the UK, although income inequality is evident across the county.
- 20.3% of children in East Lothian are living in poverty after housing costs.
- Areas of deprivation are predominantly situated in the west of the county, with some small pockets of deprivation in the East.
- Nearly two thirds of stock consists of private, owner-occupied housing.
- A slowdown of growth in the private rented sector is evident during 2016/17, while alternative forms of affordable housing to social rent are increasing.
- House prices are continuing to rise, causing difficulties in relation to the accessibility and availability of mortgage finance.
- The Council continues to face significant challenges in relation to homelessness, with pressures on temporary accommodation in particular.

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<sup>28</sup> SESplan HNDA2 (2015)



## 5. Sustainable and Vibrant Communities

**Priority Outcome 1:** Sustainable and vibrant communities are created and maintained.

### 5.1 National Legislative, Strategic and Policy Context

The Scottish Government's vision is for a Scotland where our most disadvantaged communities are supported and where all places are sustainable and promote well-being. This vision is set out in the **Regeneration Strategy – ‘Achieving a Sustainable Future’ (2011)**<sup>29</sup>. The focus is on building communities which are economically, socially and physically sustainable.

Key to sustainable communities is the concept of ‘place-making’. This is a process involving design, development, renewal and / or regeneration. The outcome should be sustainable, well-designed places and homes which meet people’s needs. In order to achieve this, it is important to understand the distinct characteristics and strengths of an area, to improve quality of life for residents. The Scottish Government’s policy agenda ‘**Creating Places**’<sup>30</sup>, emphasises that quality places are ‘successful’ places. The qualities of successful places are:

- Distinctive
- Safe and pleasant
- Welcoming
- Adaptable
- Resource efficient
- Easy to move around and beyond

*Creating Places* recognises the role that good housing plays in promoting healthy, sustainable lifestyles; delivering our environmental ambitions and providing a sense of belonging, identity and community. The planning system is expected to take every opportunity to create high quality places by taking a design-led approach; direct the right development to the right place and support high quality development.

### 5.2 Local Strategic and Policy Context

Taking the wider place-making agenda into account, the **East Lothian Plan 2017-27** sets out a *Statement of Intent* to: “*Work in partnership to achieve an even more prosperous, safe and sustainable East Lothian, with a dynamic and thriving economy that enables our people and communities to flourish.*” It has a focus on reducing inequalities; tackling poverty and working to prevent problems.

The **East Lothian Proposed Local Development Plan 2016** sets out the vision for the Edinburgh City Region which also applies to East Lothian, being part of the City Region:

*‘By 2032, the Edinburgh City Region is a healthier, more prosperous and sustainable place which continues to be internationally recognised as an outstanding area in which to live, work and do business.’*

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<sup>29</sup> [Regeneration Strategy](#)

<sup>30</sup> [Creating Places](#)

In accordance with this vision, the East Lothian Proposed Local Development Plan sets out an outcome to ‘Help grow the economy, increase housing supply and reduce inequalities’. It includes key aims to:

- Meet economic and housing land requirements in appropriate locations so new housing and opportunities for economic growth and job creation can be delivered
- Promote regeneration and the creation of mixed communities which provide opportunities for employment and housing, including affordable homes, recognising the town centres first principle

### 5.3 Key Areas of East Lothian

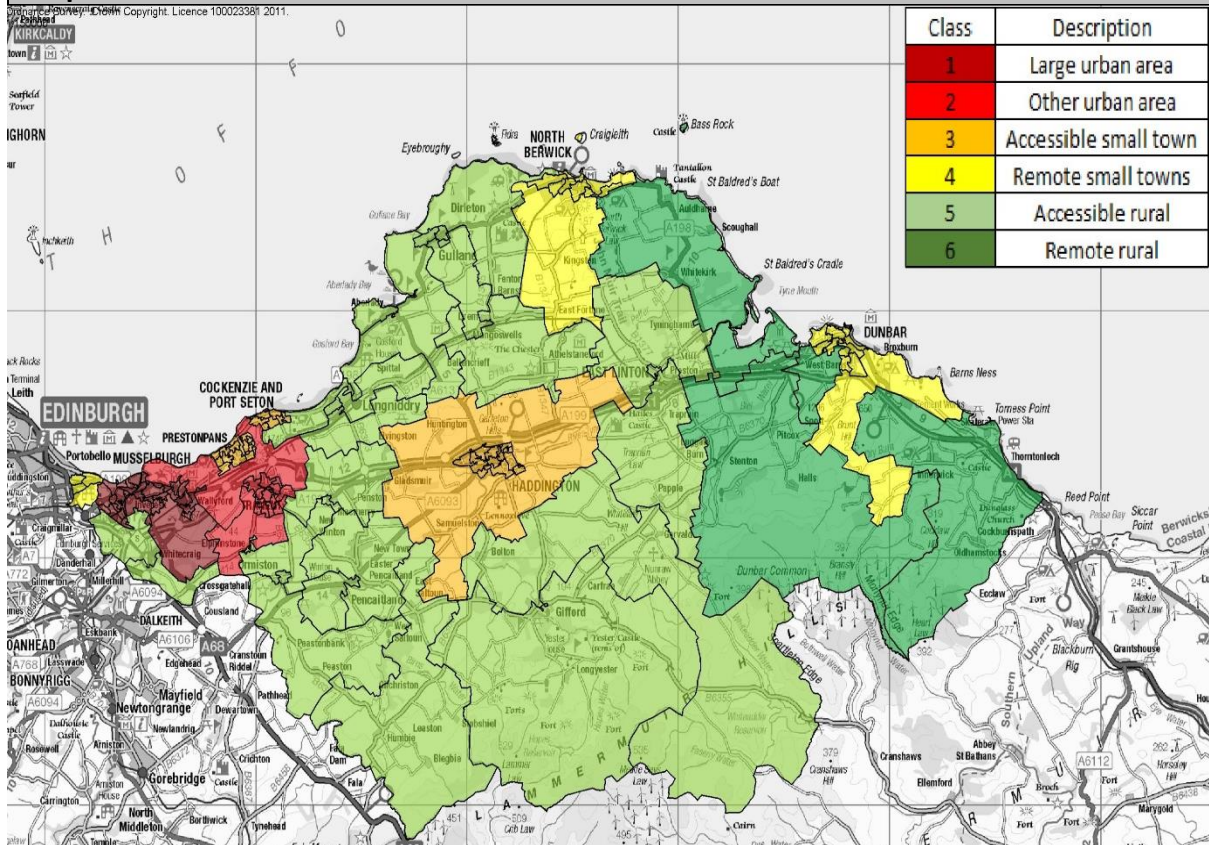
There are six established area partnerships across the county, centred around the six main towns. Profile summaries of the area partnerships and town centres are provided at the end of this Chapter. In addition, the East Lothian Health and Social Care Partnership carries out strategic planning on the basis of two localities, East and West, shown in Table 5.1.

| Area Partnership Area     | Key Town      | Locality Area     |
|---------------------------|---------------|-------------------|
| Fa’side                   | Tranent       | East Lothian West |
| Musselburgh               | Musselburgh   |                   |
| Preston / Seton / Gosford | Prestonpans   |                   |
| Dunbar & East Linton      | Dunbar        | East Lothian East |
| Haddington & Lammermuir   | Haddington    |                   |
| North Berwick Coastal     | North Berwick |                   |

Source: East Lothian Council (2017)

The two localities are of different proportions, with East being a larger area geographically and having a population of around 40,000. West comprises a smaller area geographically and has a significantly larger population of around 60,000. However, the split recognises the broadly differing demographics of the two areas. Higher levels of deprivation are concentrated in the West (around Musselburgh, Wallyford, Tranent and Prestonpans) with smaller pockets of deprivation in the East (around Haddington and Dunbar). Given this, opportunities for regeneration are predominantly in the West. There is also a distinction between the more urban West and more rural East of the county, shown in Map 5.1.

**Map 5.1: East Lothian Urban and Rural Classification**



Source: East Lothian Council 2017

#### 5.4 Sustainable Places

This is the first East Lothian LHS to include an outcome on ‘sustainable communities’. We cannot view housing simply as bricks and mortar, as the quality and characteristics of the neighbourhoods in which housing is located is also important. The communities in which we live can have a significant impact upon people in terms of life chances and outcomes i.e. with regard to health, education, employment and crime.

The spatial strategy element of the Proposed Local Development Plan focuses the majority of new development in the West of the county, which reflects the geography of opportunities for the location of new housing. Sites for housing have been allocated which can be integrated with sustainable transport options that are / will become available locally. This will help minimise the need for car travel, promoting social inclusion and also mitigating climate change. Some sites for new housing have been allocated in the East, although in accessible areas where local service provision and sustainable transport options are available.

New housing developments in East Lothian are increasingly built further away from town centres and established thriving community hubs. Given this, it is critical that new housing developments are well designed, have good vehicle access, walking / cycle routes to town centres and promote healthy lifestyles. Well-designed sustainable places are key to physical and mental wellbeing, healthy environments, social connectedness; recreation; economic opportunities etc. Sustainable places designed around people rather than cars, lend themselves to positive social interaction; vital for the development of children in terms of opportunities for play and important for vulnerable people with particular needs, to avoid

feelings of isolation. Housing has a critical role to play in maintaining and supporting sustainable places and in creating new vibrant communities.

Given the urban West and rural East distinction, residents in the East without access to cars or good public transport links tend to face particular difficulties in relation to accessing employment and services. On the other hand, for those with cars / access to public transport, a high proportion of residents work outside the county with a trend towards travelling longer distances. This can impact upon the sustainability of town centres. Making an important contribution towards meeting local housing need and demand, it is key that our town centres remain viable to support town centre living.

## **5.5 Town Centres**

East Lothian's six main towns have some similarities. They all act as central hubs for the smaller surrounding settlements, being at the core of community life. Most have good quality, mixed high streets, with a high proportion of independent traders. The town centres all face pressure from development, with the exception of Musselburgh, which has limited capacity for further development. Apart from Prestonpans, the town centres are all situated within conservation areas. To varying degrees, they face challenges around access and traffic flow; empty buildings and dilapidated shop fronts and facades.

With regard to housing, similar issues are identified across all of the town centres i.e. disrepair in private housing (particularly in respect of private rented housing and tenements in multiple ownership) and high levels of poor stock condition, poor energy efficiency, fuel poverty and empty homes. North Berwick town centre is slightly different, having a relatively high proportion of second homes and smaller proportion of housing in disrepair.

The historic character of the town centres means that there are few remaining opportunities for new housing. The East Lothian Proposed Local Development Plan (2016) states:

'Consolidating the main settlements and modestly growing appropriate smaller ones will help reinforce the vibrancy and vitality of their town or local centres or mixed use areas, and help ensure continued local access to services and facilities'.

East Lothian Council has signed up to the Town Centre First Principle<sup>31</sup>, which supports continued investment in town centres, to help communities thrive. The principle, developed by Scottish Government and COSLA, is about adopting an approach to decision-making that considers the vibrancy and health of town centres as a starting point.

Notwithstanding the similarities of our town centres, given that they are geographically distinct, each has its own characteristics, unique issues and plays a specific role with regard to meeting housing need and demand.

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<sup>31</sup> <http://www.gov.scot/Topics/Built-Environment/regeneration/town-centres/TheTownCentreFirstPrinciple>

## Haddington

The market town of Haddington is located in the centre of the county. It is the seat of local government and public administration and provides a natural hub for businesses.

**Town Centre Housing** - There is a high proportion of tenements and privately rented homes, characterised by high rates of disrepair, fuel poverty and poor energy efficiency. From 2009-14, Haddington CARS (Conservation and Regeneration Scheme), supported by East Lothian Council and Historic Scotland, focused on tenements in disrepair, where groups of owners could not afford or needed help, organising repairs. The Scheme made lasting repairs, leaving buildings easy to maintain and provided a new colour scheme for some buildings. Despite significant investment, buildings in disrepair remains an issue.

Haddington Community have produced a vision for the town centre. It aims to create a more vibrant town centre, address the dominance of car parking and support the conditions for a busy and thriving economy. Eight key actions have been identified, including the re-use of empty buildings. A number of important buildings in the town are vacant and an Empty Buildings Strategy will be developed in 2018/19, to enable a strategic approach to decision making around conversions, transfer of sales etc. This is likely to provide opportunities for residential use, to support local housing need and demand.



Source: East Lothian Council 2017

## HADDINGTON & LAMMERMUIR AREA PROFILE

### Demographics

Population: 16,965  
(16.5% of EL population)

Older people aged 65+:  
3,506 (20.7% of pop.)

Households: 5,740

Projected household  
change: 2.7% increase  
by 2026

% homeless households  
previously resident:  
14.7%

### Economy

Average income:  
£42,948

Average 2 bed house  
price: £305,201

Deprivation: 1 data-zone  
in 20% most deprived in  
EL

Income deprived: 8.9%

Population on Universal  
Credit: 3.7%

### Housing Stock

Dwellings 7,701 (17% of  
EL stock:

owner occupied 66%  
private rented 12%  
social rented 22%

## Dunbar

Among the oldest of the royal burghs in Scotland, Dunbar is popular with both tourists and residents alike, evidenced by high levels of in-migration in recent years.

**Town Centre Housing** - Dunbar High Street is the hub of the town, with a series of historic closes, wynds and vennels. The town has been rundown at times, but with a swathe of new housing over the last decade, has become increasingly upmarket. New development has led to a distinction between 'old' and 'new' Dunbar, with the new part of town sporting a large supermarket, garden centre, fast-food outlet and hotel / restaurant. However, the old parts of the town centre have continued to suffer from lack of investment.

Dunbar town centre retains many interesting buildings, including residential dwellings, unique shop fronts and facades. The Dunbar Town Heritage Initiative provided grants from 2004-09, restoring many original features to the exterior of buildings, including residential dwellings. This enhanced the townscape and also sought to improve business turnover. A high proportion of housing in the town centre remains in disrepair however, with poor energy efficiency and high levels of fuel poverty, particularly in tenement buildings in multiple ownership. Parts of the backlands suffer from serious disrepair. Some empty properties in the town centre could also potentially provide additional housing for the local community.



Source: East Lothian Council, 2017

## DUNBAR & EAST LINTON AREA PROFILE

### Demographics

Population: 14,041  
(13.3% of EL population)

Older people aged 65+:  
2,766 (19.7% of pop.)

Households: 5,635

Projected household  
change: 11.6% increase  
by 2026

% homeless households  
previously resident:  
10.7%

### Economy

Average income:  
£44,066

Average 2 bed house  
price: £124,269

Deprivation: 0 data-  
zones in 20% most  
derived

Income deprived: 7.4%

Population on Universal  
Credit: 3.2%

### Housing Stock

Dwellings 7,701 (17% of  
EL stock:

Owner-occupied 68%,  
private rented 12% &  
social rented 20%

## North Berwick

The picturesque seaside resort and former royal burgh of North Berwick is a remote town, surrounded by rural villages and settlements.

**Town Centre Housing** – Town centre housing in North Berwick comprises a mix of imposing Victorian villas and predominantly private flats above shops. The town centre is well preserved in comparison with other parts of East Lothian, with the highest concentration of holiday lets and second homes in the county in North Berwick town centre. The area has lower rates of disrepair and fuel poverty than other areas and a lower proportion of empty buildings. However, North Berwick town centre suffers from a chronic lack of affordable housing, further compounding inequalities between relatively affluent families and a small proportion of households on low incomes. In 2016, North Berwick was the most expensive seaside town in Scotland with regard to residential homes. North Berwick also has a pronounced ageing population with the highest proportion of residents aged 85 and over, with corresponding requirements for specialist provision



Source: East Lothian Council, 2017

## NORTH BERWICK COASTAL AREA PROFILE

### Demographics

Population: 13,501  
(13.1% of EL population)

Older people aged 65+:  
3,548 (26.3% of pop.)

Households: 5,581

Projected household  
change: 8.7% increase  
by 2026

% homeless households  
previously resident:  
1.3%

### Economy

Average income:  
£50,029

Average 2bed house  
price: £233,925

Deprivation: 0 data-  
zones in 20% most  
derived in EL

Income deprived: 5.1%

Population on Universal  
Credit: 1.7%

### Housing Stock

Dwellings 6,462 (14% of  
EL stock):

Owner-occupied 76%,  
private rented 12%,  
social rented 12%

## Prestonpans

The former mining town of Prestonpans dates back to the eleventh century. It contains many murals, depicting the towns colourful past.

**Town Centre Housing** - Prestonpans town centre consists of a lengthy High Street in two distinct sections, running parallel to the coast, with smaller surrounding streets. It faces challenges in relation to access, disrepair and declining retail, with a number of empty shops and dilapidated buildings. There are some areas of relatively poor quality mid-twentieth century developments within the town centre, some of which are now in a poor state of repair. The area has high levels of social housing, relative to other town centres across East Lothian. In 2014, a Local Lettings Plan was put in place for Prestonpans High Street, to help reduce levels of anti-social behaviour and increase demand for council housing in the area, particularly from households with low level housing need. The Plan aims to introduce a more balanced profile to the area and promote sustainability.

A strategic approach must be taken with regard to master-planning for the whole area, to consider how best to improve the area with regard to housing, retail and other local amenities. A key priority going forward will be to build local capacity and bid for funding for a charrette. Issues relating to access between the town centre facilities and housing also require to be considered, given that the town 'centre' is situated on the coastal edge of the area.



Source: East Lothian Council 2017

## PRESTON, SETON, GOSFORD AREA PROFILE

### Demographics

Population: 18,111  
(17.6% of EL population)

Older people aged 65+:  
(18.8% of pop.)

Households: 7,221

Projected household  
change: 7.5% increase  
by 2026

% homeless households  
previously resident:  
19.6%

### Economy

Average income:  
£37,895

Average 2 bed house  
price: £120,845

Deprivation: 11 data-  
zones in 20% most  
deprived in EL

Income deprived: 10.1%

Population on Universal  
Credit: 4.8%

### Housing Stock

Dwellings 8,042 (17.4%  
of EL stock:

owner occupied 67%  
private rented 7%  
social rented 26%



## Tranent

The semi-rural, former mining town of Tranent has a good community spirit, a wide range of facilities and offers easy access to both city and countryside, serving as a commuter town for Edinburgh.

**Town Centre Housing** – The town centre contains some empty buildings, which pose potential opportunities for residential use. There is a high level of private rented sector properties in the town centre, many of which are in disrepair. High levels of new housing have been built in the Windygoul area of Tranent in recent years, with the Proposed Local Development Plan supporting the release of further housing land at Windygoul, providing a further 1,350 houses by 2024. There is broad agreement that the town centre could be better connected with new housing in the area.

The Tranent CARS Scheme has improved the fabric of buildings in the town, focusing on private housing and shops. However, the Scheme's overriding success has been around community engagement and 'placemaking'. The Council worked closely with the Children's Parliament, supporting local children to get involved in regenerating their town. 'Streets Ahead' Tranent, saw more than 200 children contribute to a massive mural of their town with the children invited to speak at the UN in Geneva about their experience.

A charrette took place mid-2015 to consider the future of the town centre. A strategy group will be set up to take forward the work of the charrette, to re-create a town centre that attracts people to use it and a place that is desirable to live, supporting local housing need and demand.



Source: East Lothian Council 2015

## FA'SIDE AREA PROFILE

### Demographics

Population: 21,187  
(20.6% of EL population)

Older people aged 65+:  
3,178 (15% of pop.)

Households: 8,561

Projected household  
change: 39.5% increase  
by 2026

% homeless households  
previously resident:  
13.4%

### Economy

Average income:  
£38,048

Average 2 bed house  
price: £102,640

Deprivation: 11 data-  
zones in 20% most  
deprived in EL

Income deprived: 12.9%

Population on Universal  
Credit: 5.3%

### Housing Stock

Dwellings 8,506 (18.4%  
of EL stock:

owner occupied 64%  
private rented 7%  
social rented 30%

## Musselburgh

The old market town of Musselburgh is situated six miles east of Edinburgh. It is the largest town in East Lothian and often considered to be an extension of Edinburgh, given the growing conurbation. With residents having good transport links to the city for work and leisure, this makes for high levels of commuting.

**Town Centre Housing** - The town centre is characterised by high levels of economic activity, although with a significant proportion of rundown shops and buildings. There is a high level of disrepair in relation to private housing stock, with associated issues around energy efficiency and fuel poverty. With limited sites available in the town centre for new housing, a key challenge is effectively linking new-build housing developments on the outskirts of Musselburgh with the town centre, to enable people to remain both socially and physically connected.

Major flood prevention works will commence shortly in the town centre to mitigate potentially high-risk flooding from the River Esk to Musselburgh. For this 'potentially vulnerable area', the highest level of damage is anticipated to residential properties. The proposed work may benefit circa 1,500 homes at risk of flooding and provides an opportunity to consider carrying out remedial work to homes in disrepair in the town centre and beyond, on a large scale.



Source: East Lothian Council, 2017

## MUSSELBURGH AREA PROFILE

### Demographics

Population: 19,404  
(18.8% of EL population)

Older people aged 65+:  
3,570 (18.4% of pop.)

Households: 10,692

Projected household  
change: 12.2% increase  
by 2026

% homeless households  
previously resident:  
14.7%

### Economy

Average income:  
£36,282

Average 2 bed house  
price: £131,504

Deprivation: 6 data-  
zones in 20% most  
deprived in EL

Income deprived: 12%

Population on Universal  
Credit: 7.2%

### Housing Stock

Dwellings 9,535 (21%)

## 5.6 Rural East Lothian

Rural parts of the county although very different, have a distinct set of issues in common in relation to housing. Demand for housing is high across all tenures in East Lothian but there is particularly acute pressure in rural areas, due to a shortage of affordable housing. In part this is due to a loss of properties through the Right to Buy, which impacted significantly upon rural areas. Demand for housing in rural areas keeps house prices high, with evidence suggesting that house prices in rural areas are higher than in the main settlements. Haddington and Tranent villages have particularly high house prices relative to other areas of East Lothian. There is also national evidence that households living in rural areas typically need to spend 10-20% more on everyday requirements than those in urban areas. In East Lothian, generally there are relatively high levels of empty properties in rural areas in comparison with urban areas. Issues are also evident in relation to higher levels of fuel poverty and poor stock performance in relation to energy efficiency.

The Scottish Government undertook research into vibrant rural communities, which completed in 2016<sup>32</sup>. It will be helpful to link to this research to support the maintenance and creation of sustainable and vibrant rural communities across the county. With an ageing population, it is critical that independent living is well supported in rural areas, i.e. in relation to the delivery of care; low level interventions; digital agenda and provision of housing information and advice.

| <b>Table 5.2: Priority Outcome 1 – Key Issues / Challenges and Actions</b>  |
|---|
| <b>Priority Outcome 1: Sustainable and vibrant communities are created and maintained</b>   |
| <b>Key Issues and Challenges</b>  |
| <ul style="list-style-type: none"> <li>• Town centres present broadly similar issues i.e. mainly disrepair in private housing; poor stock condition; poor energy efficiency and high levels of fuel poverty, particularly in private rented housing and tenements in multiple ownership</li> <li>• Most of the town centres contain empty buildings which pose potential opportunities for residential use, although in contrast North Berwick town centre has a relatively high proportion of second homes, with buildings generally in use</li> <li>• The historic character of most town centres means there are limited opportunities for new housing</li> <li>• Building local capacity to regenerate areas is key</li> <li>• Rural areas are characterised by high house prices, high demand for housing and higher levels of household expenditure on essentials</li> <li>• Supporting sustainable and vibrant communities will be critical to enabling independent living for a range of groups i.e. older people, people with a learning disability and people with a mental health condition</li> </ul> |
| <b>Actions</b>  |
| <b>Theme 1: Strategic Approach to Sustainable and Vibrant Communities</b>   |
| <ul style="list-style-type: none"> <li>- Continue to support the town centre first principle</li> <li>- Ensure housing has a key role to play in regenerating town centres</li> </ul>   |

<sup>32</sup> <http://www.knowledgescotland.org/briefings.php?id=310>

- Improve knowledge and understanding of town centre data, i.e. stock condition, energy efficiency, fuel poverty, empty homes etc.
- Ensure housing plays a key role in relation to major proposed flood prevention work i.e. in the Musselburgh area to maximise opportunities for town centre living

### **Theme 2: Delivery of Quality Sustainable Housing in Town Centres / Rural Areas**

- Invest in affordable housing development in town centres via the Affordable Housing Supply Programme (AHSP)
- Bring empty town centre properties back into use for affordable housing
- Increase the supply of affordable housing in rural areas
- Bring empty rural properties back into use for affordable housing
- Explore opportunities in relation to community land ownership and community led housing including custom build and self-build housing
- Ensure housing plays a key role in the planned regeneration of Civic Square, Tranent in the Fa'side area, to maximise opportunities for town centre living
- Maximise opportunities to restore historic buildings including residential homes i.e. through Town Heritage Initiative funding

### **Theme 3: Supporting People and Communities**

- Support community led activity that seeks to improve town centres / rural areas
- Improve digital infrastructure to support independent living for vulnerable groups via telecare / telehealth

## 6. Supply of Housing and Access to Housing

**Priority Outcome 2:** The supply of housing is increased and access to housing improved across all tenures.

### 6.1 National Legislative, Strategic and Policy Context

*Homes Fit for the 21<sup>st</sup> Century* sets out the Scottish Government's strategy and action plan for housing for the period 2011-20. It identifies a need to build new high quality affordable homes (including social housing) to meet need and demand from a growing and ageing population, including households on lower incomes.

Halfway through the decade it was considered appropriate to reaffirm Scotland's shared public and private commitment to this vision. A Housing Policy Advisory Group was established and a **Joint Housing Delivery Plan for Scotland** published to ensure delivery of the policy objectives of *Homes Fit for the 21<sup>st</sup> century*.

The Scottish Government subsequently set a target of building 50,000 affordable homes by 2020 (35,000 of which are to be social rent) in a £3 billion investment programme, to increase the supply of affordable housing nationally by 67%. It is anticipated this housing investment will help to sustain 20,000 jobs, bring over £10 billion into the economy and be key to tackling poverty.

The only official definition of affordable housing comes from Scottish Planning Policy which defines affordable housing as 'housing of reasonable quality that is affordable to people on modest incomes'<sup>33</sup>. The term 'affordable housing' can be controversial and an emotive subject for many as what may be affordable for some people, may not be for others.

The ***More Homes Scotland*** approach was launched in 2016 which complements previous investment by:

- Increasing subsidy levels for affordable housing
- Establishing a Rural Housing Fund
- Providing support for City Deals
- Inviting proposals for the expansion of mid-market rent housing
- Market testing a private rented sector rental income guarantee scheme
- Investing £160 million to support affordable home ownership

### 6.2 Local Strategic and Policy Context

East Lothian Council has produced a Strategic Housing Investment Plan (SHIP) for the period 2018/19 to 2022/23. The SHIP sets out East Lothian's strategic housing investment priorities for the next five years. It contributes towards achieving the outcomes set out in the Local Housing Strategy and demonstrates how investment in affordable housing will be targeted to meet these objectives. It is also the key document for identifying strategic housing projects, which will assist the delivery of the Scottish Government's target of 50,000 affordable houses by 2020/21.

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<sup>33</sup> Source – Scottish Planning Policy 2014

Delivering affordable housing is a significant challenge in East Lothian as set out in the Council Plan, which includes an action as follows:

*“Increase the supply of affordable housing as identified through the Local Development Plan which, over the lifetime of the Plan aims to deliver a total of 2,500 new affordable homes including 2,000 Council or housing association homes for rent”.*

The previous Local Housing Strategy 2012-17 noted that 456 new homes needed to be built per annum to meet anticipated demand and 164 of these should be affordable. However, over the past five years, due to economic conditions, only 632 new affordable homes (including 378 council homes) were built.

### **6.3 Housing Need and Demand**

The Housing (Scotland) Act 2001<sup>34</sup> places a duty on local authorities to prepare an LHS supported by an assessment of housing provision. A housing need and demand assessment (HNDA) is a key part of the evidence base for the LHS. As East Lothian is part of the South-East Scotland housing market area, HNDAs are prepared to cover the South-East Scotland Strategic Development Planning Area or ‘SESplan’ area.

The production of a HNDA is an important first step in providing a comprehensive evidence base on housing need and demand to support the Strategic Development Plan, to enable a long-term strategic approach to planning for housing. The first Strategic Development Plan (SDP1) covering the period 2009-27, determined the scale of housing development across South East Scotland, including East Lothian. The spatial strategy guides the implementation of the Strategic Development Plan at local level, i.e. allocating land in suitable locations to enable development needs to be met and the phasing of housing development to ensure the delivery of supporting infrastructure. A second Strategic Development Plan (SDP2) covering the period 2018-37 is being prepared. This LHS will span the timeframes of SDP1 and SDP2.

At local authority level, HNDAs should inform individual Local Development Plans and LHSs. The purpose of the LHS is to provide strategic direction to tackle housing need and demand (as identified through the HNDA) and inform future investment in housing and related services across a local authority area. Two SESplan HNDAs have been undertaken. The HNDAs were carried out using different methodologies (both approved as robust and credible by the Scottish Government)<sup>35</sup> and provided different results, set out as follows:

The first SESplan HNDA (SESplan HNDA1) provided an estimate of housing need by calculating current and future housing need. Estimated supply from stock turnover is then deducted to provide net housing need. Table 6.1 shows an estimated **232** households are projected to require affordable housing in East Lothian per annum, net of existing turnover.

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<sup>34</sup> <http://www.legislation.gov.uk/asp/2001/10/contents>

<sup>35</sup> SESplan HNDA1 was approved as robust and credible in 2011 and SESplan HNDA2 approved as robust and credible in March 2015 by the Scottish Government’s Centre for Housing Market Analysis.

| <b>Table 6.1: SESplan HNDA1: East Lothian Total Household Need for Affordable Housing (Net of Turnover) – Average Applying Over Next 10 Years (per annum)</b> |                     |                |                |
|---|---------------------|----------------|----------------|
|   | <b>East Lothian</b> | <b>Lothian</b> | <b>SESplan</b> |
| <b>Housing Need</b>   |                     |                |                |
| <b>Existing Need</b>  | 138                 | 1,306          | 1,908          |
| <b>Future Need</b>  | 408                 | 4,074          | 6,116          |
| <b>Total Housing Need</b>   | 547                 | 5,380          | 8,025          |
| <b>Housing Supply</b>   |                     |                |                |
| <b>Supply from Turnover</b>   | 314                 | 3,009          | 5,265          |
| <b>Net Housing Need</b>   |                     |                |                |
| <b>Housing Need – Net of Turnover</b>   | 232                 | 2,383          | 2,807          |

Source: SESplan HNDA: Final Report, 2011

SESplan HNDA1 also provided an estimate of demand for market housing, with demand for new houses net of turnover from East Lothian as 11,770 from 2009-32 shown in Table 6.2. The Table sets out the % split in relation to need and demand for market and affordable housing. It is clear that from 2009-32, there was a 33% requirement for affordable housing. In the short term up to 2019, it demonstrated that affordable housing need was more acute, with a 41% requirement.

| <b>Table 6.2: SESplan HNDA1: East Lothian Demand for New Houses Net of Turnover 2009-32 (per annum)</b> |                          |    |                            |    |                              |    |                                       |                              |    |                                     |    |
|---|--------------------------|----|----------------------------|----|------------------------------|----|---------------------------------------|------------------------------|----|-------------------------------------|----|
|   | <b>Yrs 1-5 (2009-14)</b> |    | <b>Yrs 6 -10 (2015-19)</b> |    | <b>Yrs 11 - 15 (2020-24)</b> |    | <b>Total Housing Demand (2009-24)</b> | <b>Yrs 16 - 20 (2025-29)</b> |    | <b>Total Housing Demand 2009-32</b> |    |
|   | No.                      | %  | No.                        | %  | No.                          | %  | No.                                   | No.                          | %  | No.                                 | %  |
| <b>Affordable</b>   | 197                      | 41 | 232                        | 41 | 143                          | 26 | 2,860                                 | 122                          | 25 | 3,844                               | 33 |
| <b>Market</b>   | 282                      | 59 | 331                        | 59 | 405                          | 74 | 5,090                                 | 360                          | 75 | 7,926                               | 67 |
| <b>TOTAL</b>  | 479                      |    | 563                        |    | 548                          |    | 7,950                                 | 482                          |    | 11,770                              |    |

Source: SESplan Housing Technical Note, 2011

As the housing market area is taken to be the SESplan area, for strategic planning purposes the SESplan partner authorities used the findings of SESplan HNDA1 to agree how to best meet housing need and demand across the entire SESplan area. This means that identified housing need does not necessarily have to be met within the local authority area where it is perceived to have originated.

It was assessed that there was a requirement for 6,835 units in East Lothian between 2009 and 2024, including 6,085 to be delivered through existing land supply and windfall development. This is shown in Table 6.3.

| <b>Table 6.3: SESplan HNDA1: Existing Land Supply and Land Requirement, East Lothian, 2009-32</b> |                |                |                |                                      |                                  |
|---|----------------|----------------|----------------|--------------------------------------|----------------------------------|
|   | <b>2009-19</b> | <b>2020-24</b> | <b>2009-24</b> | <b>2024-32</b>                       | <b>2009-32</b>                   |
| <b>Effective Housing Land Supply</b>  | 5,064          | 498            | 5,562          | 792                                  | 6,354                            |
| <b>Constrained Land Supply</b>  | 0              | 0              | 0              | 0                                    | 0                                |
| <b>Windfall Development</b>   | 220            | 110            | 330            | 110                                  | 440                              |
| <b>Completions</b>  | 193            | 0              | 193            | 0                                    | 193                              |
| <b>Demolitions</b>  | 0              | 0              | 0              | 0                                    | 0                                |
| <b>Total</b>  | 5,477          | 608            | 6,085          | 902                                  | 6,987                            |
| <b>Housing Land Requirement</b>   | 0              | 750            | 750            | 23,950 <sup>36</sup><br>(across SDP) | 750 (+share of SDP allocation)   |
| <b>Total</b>  | 5,477          | 1,358          | 6,835          | 902 (+share of SDP allocation)       | 7,737 (+share of SDP allocation) |

Source: Adapted from SESplan Housing Technical Note, 2011

Following an examination of SESplan SDP1, Scottish Ministers requested two changes to the Plan. An increase in the overall housing requirement to be met in the SESplan area and preparation of Supplementary Guidance to show the distribution of the increase among the six local authority areas to 2019 and from 2019-24. The Supplementary Guidance set out a land requirement for East Lothian for 10,050 homes from 2009-24. This comprises of 6,250 homes up to 2019 and 3,800 homes from 2019-24. The Guidance was approved in April 2014.

- **Housing Need and Demand Assessment 2 (HNDA2)**

The second SESplan HNDA (SESplan HNDA2) uses a different methodology compared with HNDA1. It uses the Scottish Government HNDA tool to model potential alternative futures for the area, underpinned by variables set out in the tool. Three alternative futures are modelled:

- **Steady recovery:** Describes a slow steady upturn in the economy, characterised by positive economic activity in some areas and some reduction in housing development constraints, limited increases in GVA, productivity and employment growth, with public sector cuts and welfare reform continuing to impact. Migration to the area is low in comparison with other alternative futures.
- **Wealth Distribution:** Portrays a wide distribution of wealth within the region, creating more high and low skilled jobs and increasing economic activity throughout the working age population. Whilst helping to reduce economic inequalities, bringing more people back into work in lower skilled employment lowers GVA.
- **Strong Economic Growth:** Characterised by major increases in wealth, productivity and high levels of employment, the SESplan area becomes one of the fastest growing

<sup>36</sup> The identified housing land requirement from 2024-2032 is 23,950 across the SESplan area. This has not been broken down to a local authority area level.



regions of the UK in population terms, drawing in workers from other parts of the country.

East Lothian HNDA2 figures are as follows:

| <b>Table 6.4: SESplan HNDA2: East Lothian Current and Future Housing Need (2012 based), 2012-32</b> |                    |                          |            |                       |              |
|---|--------------------|--------------------------|------------|-----------------------|--------------|
| <b>Alternative Futures</b>  | <b>Social rent</b> | <b>Below market rent</b> | <b>PRS</b> | <b>Owner occupied</b> | <b>Total</b> |
| <b>Steady Recovery</b>  | 5,541              | 1,316                    | 1,202      | 2,557                 | 10,617       |
| <b>Wealth Distribution</b>  | 5,901              | 1,671                    | 1,058      | 2,801                 | 11,431       |
| <b>Strong Economic Growth</b>   | 6,391              | 1,387                    | 1,634      | 3,082                 | 12,494       |

Source: SESplan HNDA2, March 2015

HNDA2 figures set out in Table 6.5<sup>37</sup>, show a need for 553 additional units of housing per annum in East Lothian. This equates to 67% affordable housing and 33% market housing.

| <b>Table 6.5: SESplan HNDA2 Housing Need and Demand Estimates per annum 2012-32</b> |               |                   |              |
|---|---------------|-------------------|--------------|
|   | <b>Market</b> | <b>Affordable</b> | <b>Total</b> |
| <b>City of Edinburgh</b>  | 1,496         | 2,412             | 3,908        |
| <b>East Lothian</b>   | 183           | 370               | 553          |
| <b>Fife</b>   | 347           | 457               | 804          |
| <b>Midlothian</b>   | 117           | 325               | 442          |
| <b>Scottish Borders</b>   | 113           | 165               | 278          |
| <b>West Lothian</b>   | 250           | 380               | 630          |
| <b>Total</b>  | 2,506         | 4,109             | 6,615        |
| <b>%</b>  | 37.9          | 62.1              | -            |

Source: SESplan HNDA2, March 2015

- **Comparing HNDA1 findings with HNDA2 findings**

As stated previously, HNDA1 and HNDA2 were carried out using different data and unique methodologies for different timeframes, within distinct economic and demographic circumstances. Given this, they are not directly comparable. However, Table 6.6 highlights key figures, as it can be helpful to put the two sets of figures side by side to see the differences.

| <b>Table 6.6: SESplan HNDA1 and HNDA2 Estimates, East Lothian, per annum</b> |               |                   |              |
|--|---------------|-------------------|--------------|
|  | <b>Market</b> | <b>Affordable</b> | <b>Total</b> |
| <b>HNDA1 estimates 2009-32</b>   | 167           | 345               | 512          |
| <b>HNDA2 estimates 2012-30</b>   | 183           | 370               | 553          |

Source: SESplan HNDA1 and SESplan HNDA2, adapted by East Lothian Council, 2017

<sup>37</sup> Using an average of figures in accordance with steady recovery and wealth distribution alternative futures as agreed with SESplan authorities

## 6.4 Setting Housing Supply Targets

To set Housing Supply Targets (HSTs) in accordance with LHS Guidance (2014), HNDA2 figures are taken as a starting point and full consideration given to those factors which may have a material impact on the pace and scale of housing delivery including:

- Economic factors which may impact upon demand and supply
- Capacity within the construction sector
- The potential interdependency between delivery of market and affordable housing
- Availability of resources
- Likely pace and scale of delivery based on recent development levels
- Planned demolitions
- Planned new and replacement housing and housing brought back into effective use

The SESplan core Housing Market Partnership was tasked with setting HSTs, considering how housing need and demand can best be met over the whole housing market area and across all tenures. Using a step by step and consistent approach, a transparent process was undertaken to show how the HNDA undertaken at housing market area level translates into the HST at local authority level. In setting the HST, the SESplan core Housing Market Partnership considered the contribution made by new housing supply, replacement housing, empty properties brought back into use and conversions. An affordable housing supply target of 189 units per annum (36%) and a market housing supply target of 330 (64%) were determined for East Lothian in partnership with SESplan authorities, leading to a combined target of 519 units, for the period 2018-30<sup>38</sup>. These targets set out in Table 6.7, inform the Housing Land Requirement in the Proposed SESplan Strategic Development Plan 2, to ensure a generous supply of land for housing.

|                          | <b>Market</b> | <b>Affordable</b> | <b>Total</b> |
|--------------------------|---------------|-------------------|--------------|
| <b>City of Edinburgh</b> | 1,220         | 1,200             | 2,420        |
| <b>East Lothian</b>      | 330           | 189               | 519          |
| <b>Fife</b>              | 605           | 262               | 867          |
| <b>Midlothian</b>        | 369           | 165               | 534          |
| <b>Scottish Borders</b>  | 220           | 128               | 248          |
| <b>West Lothian</b>      | 333           | 300               | 633          |
| <b>Total</b>             | 3,077         | 2,244             | 5,321        |

Source: SESplan, unpublished 2016

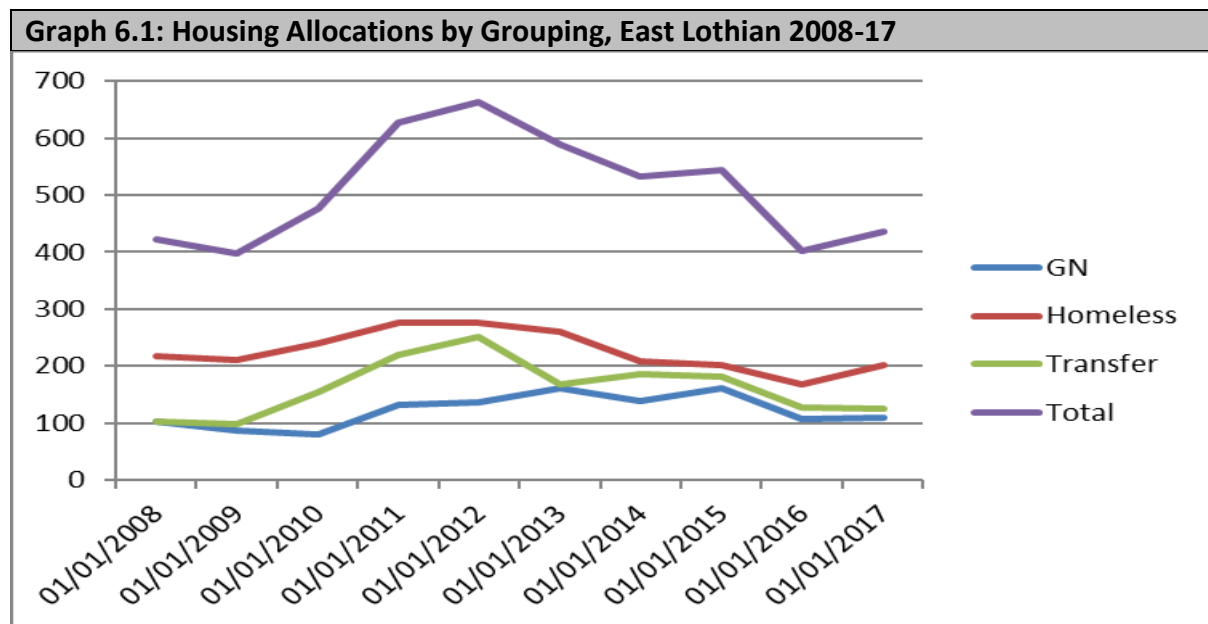
The LHS and Local Development Plan require to be aligned through the HNDA in accordance with the development planning process. Given this, housing and planning have jointly input to the HNDA process. However the development planning process is lengthy in comparison with LHS and HNDA timescales, which both follow a five-yearly cycle and given this, the Local Development Plan, LHS and HNDA cycles are currently not aligned. The Proposed Local Development Plan accords with Strategic Development Plan 1 (SDP1) and is informed by SESplan HNDA1 and corresponding Housing Supply Targets as opposed to HNDA2. HNDA2 and corresponding Housing Supply Targets have been prepared for SDP2, which is anticipated to be approved and replace SDP1 in mid-2018.

<sup>38</sup> Formally approved by East Lothian Council on 23 August 2017

To address issues of alignment in practice, with this LHS spanning the timeframes of both SDP1 and SDP2, the LHS sets out key SESplan HNDA1 figures in comparison with key SESplan HNDA2 figures for transparency, although it aims to meet Housing Supply Targets derived from SESplan HNDA2. SESplan HNDA2 was prepared using a more robust methodology, in accordance with most recent Guidance and is supported by more recent and credible data. It is anticipated that during the lifetime of this LHS, key documents will become aligned, with SDP2 to be approved in mid-2018.

### 6.5 Local Evidence of Need and Demand

While the number of households on the Council’s housing list has been falling, there are still around 3,700 households on the housing list. The number of Council homes becoming available to let has been declining generally since a peak of 664 in 2012, despite significant new build activity and other policy interventions. 403 allocations were made in 2016, the lowest number of allocations since 2009. Graph 6.1 shows the total number of allocations made each year and highlights the proportion of these made to general needs households, homeless households and transfers. A comprehensive review of the Council’s allocations policy will be undertaken in 2018.



Source: East Lothian Council, 2017

It is clear from local data as well as HNDA evidence that need and demand for housing far exceeds available supply. However, while the scale of need is evident across the county, it is critical that investment responds to local need and circumstances at town and village level. The key challenge is to ensure there is a sufficient number of homes of the right types in appropriate locations, to accommodate anticipated growth in the number of households living across the county. A key action for this LHS will be to produce a Local Investment Framework (LIF), to identify need at local level, within the context of local circumstances and ensure investment in the right places.

## 6.6 Delivery of New Affordable Housing

There is no standard definition of affordable housing however it is generally accepted that it is not affordable for a household to spend more than 25% of their income on housing costs.

- **Mid-Market Housing**

Mid-market renting is a form of affordable housing. It enables people to pay below normal private rent levels in their area although rents are typically higher than in Council housing. Mid-market rent can help households who are struggling to afford or cannot find private rented housing and cannot afford home ownership, but are unlikely to be given priority on the Council's housing list.

- **Low Cost Initiatives for First Time Buyers (LIFT)**

The Scottish Government has a range of initiatives in place for first time buyers known as LIFT. LIFT is aimed at broadening the range of financial products and other forms of assistance available to help people achieve and sustain home ownership.

- **Open Market Shared Equity (OMSE)**

OMSE assists households to purchase on the open market by taking an equity stake of between 10% and 40%<sup>39</sup>

- **New Supply Shared Equity (NSSE)**

New Supply Shared Equity assists people on low to moderate incomes to become home owners where ownership is expected to be affordable for them over the long term. Through this scheme, the Scottish Government keeps a financial stake in the property, which is secured by a standard security on the property.

- **New Supply Shared Ownership:**

Shared Ownership aims to help people on low to moderate incomes to purchase a property where it is affordable over the long term. Through a shared ownership scheme, it is possible to buy a 25%, 50% or 75% share in a house or flat owned by a housing association.

- **Discounted Sale**

East Lothian Council approved its own model for discounted sale in 2015. This discounted housing for sale model helps to deliver the Affordable Housing Policy's 'Unsubsidised Low-Cost Home Ownership' tenure. The model is administered by the Council and the Section 75 agreements that secure the provision of affordable housing, secure properties at a discounted price below the open market value. This tenure is offered to first time buyers and those on modest incomes. The percentage difference between the discounted price and the open market value price is secured by a standard security in favour of the Council. The purpose of the standard security is to ensure that the property can remain affordable to future first time buyers, with conditions attached to the property. The standard security will be ranked after any granted by the mortgage provider.

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<sup>39</sup> The equity range for the purchase has been 60% to 80% and 70% to 90% at various points but it is currently 60% to 90%.

Over the last five years, 632 units of affordable housing have been developed in East Lothian shown in Table 6.8. This comprises 515 units of social rented housing; 43 units of mid-market housing and 74 units of low cost home ownership. The primary requirement in relation to affordable housing is for social rented housing, although it is recognised that other affordable housing models are required to meet need.

| <b>Table 6.8: New Affordable Housing in East Lothian. 2012/13 – 2016/17</b> |                           |                       |                        |                                |              |
|---|---------------------------|-----------------------|------------------------|--------------------------------|--------------|
| <b>Year</b>   | <b>Area</b>               | <b>Social Rent</b>    | <b>Mid-market Rent</b> | <b>Low Cost Home Ownership</b> | <b>Total</b> |
| <b>2012/13</b>  | Fa'side                   | 44 (CRE)<br>24 (ELC)  | -                      | 9 (Lothian Homes)              | 77           |
|   | Haddington & Lammermuir   | 14 (ELHA)             | -                      | -                              | 14           |
|   | Musselburgh               | 14 (ELC)              | -                      | -                              | 14           |
|   | Preston / Seton / Gosford | 8 (ELC)               | 5 (DCHA)               | 3 (DCHA)                       | 16           |
|   | <b>Annual Total</b>       | <b>104</b>            | <b>5</b>               | <b>12</b>                      | <b>121</b>   |
| <b>2013/14</b>  | Musselburgh               | 50 (ELC)<br>31 (DCHA) | -                      | -                              | 81           |
|   | North Berwick Coastal     | 42 (ELC)              | -                      | -                              | 42           |
|   | Preston / Seton / Gosford | 33 (ELC)              | -                      | -                              | 33           |
|   | <b>Annual Total</b>       | <b>156</b>            | <b>-</b>               | <b>-</b>                       | <b>156</b>   |
| <b>2014/15</b>  | Haddington & Lammermuir   | 20 (ELC)              | -                      | -                              | 20           |
|   | Musselburgh               | 41 (ELC)              | -                      | -                              | 41           |
|   | <b>Annual Total</b>       | <b>61</b>             | <b>-</b>               | <b>-</b>                       | <b>61</b>    |
| <b>2015/16</b>  | Dunbar & East Linton      | 16 (ELC)<br>13 (ELHA) | -                      | -                              | 29           |
|   | Haddington & Lammermuir   | 4 (ELHA)              | -                      | -                              | 4            |
|   | Musselburgh               | 32 (ELC)              | 12 (LAR)               | -                              | 44           |
|   | North Berwick Coastal     | 7 (CRE)               | -                      | -                              | 7            |
|   | <b>Annual Total</b>       | <b>72</b>             | <b>12</b>              | <b>-</b>                       | <b>84</b>    |
| <b>2016/17</b>  | Dunbar & East Linton      | 70 (ELC)<br>24 (CRE)  | 18 (CRE)               | 18 (CRE)                       | 130          |
|   | Haddington & Lammermuir   | 8 (CRE)               |                        | 13 (Persimmon)<br>5 (Avant)    | 26           |
|   | Musselburgh               | 12 (ELC)              |                        | 12 (Persimmon)                 | 24           |
|   | North Berwick             | 8 (ELC)               | 8 (ELC / LOW)          | 10 (Crudens)<br>4 (Cala)       | 30           |
|   | <b>Annual Total</b>       | <b>122</b>            | <b>26</b>              | <b>62</b>                      | <b>210</b>   |
|   | <b>Total</b>              | <b>515</b>            | <b>43</b>              | <b>74</b>                      | <b>632</b>   |

Source: East Lothian Council, 2017

The focus for the SHIP 2018/19 to 2022/23 is the delivery of social rented housing, however it also includes a range of other affordable tenures i.e. homes for mid-market rent and

different forms of low cost home ownership. The SHIP shows potential site starts of 845 new affordable homes with 852 completions across East Lothian over the period of the Plan (excluding completions of 150 unsubsidised units). It projects £45.07m of subsidy will be required to deliver the programme for those high priority projects, with a further £26.088m to deliver a total of 1,322 completed units across all potential projects (excluding 150 unsubsidised).

The Scottish Government, East Lothian Council and its partners will collectively consider those projects that can deliver over this period and allocate resources in the best way to maximise delivery and funding.

### **6.7 Constraints on Housing Delivery**

The availability of land that can be developed for affordable housing is a key resource issue and there are concerns regarding the impact that this has on the delivery of programmes and the Council's strategic objectives. The Council owns very little land and the majority of sites are in private ownership. The Council is dependent on its land use planning policy for affordable housing to deliver land.

Challenges also exist in East Lothian with regard to infrastructure costs, as the majority of new housing development requires associated infrastructure investment. This is predominantly funded through Section 75 developer contributions i.e. for Education.

Welfare Reform and the roll out of Universal Credit from 2016 is of concern as the impact on the Council's income has been significant.

### **6.8 Delivery of Affordable Housing in Rural Areas**

Demand for social housing is high across the county, however there are significant pressures in relation to housing need in rural areas, with a particular shortage of affordable homes and high house prices.

The delivery of affordable housing in rural areas can be challenging. Many of the recent land opportunities that have been made available through the affordable housing policy have come through small sites, typically in the form of steading conversions with little opportunity for new build. Construction costs in rural parts of the county are usually higher as economies of scale are harder to achieve on smaller rural developments. Costs can also be higher as these types of developments usually involve conversions of existing buildings. In addition, many do not qualify for subsidy as they fail to meet the relevant design criteria due to existing footprint constraints. House prices are typically higher in rural areas too which makes the delivery of intermediate tenures difficult and integration of social rent difficult for the developer.

Some areas are also isolated from public transport and local amenities which result in residents typically needing to spend 10-20% more on everyday requirements than those in urban areas.

To date the only rural developments where affordable housing has been successful is where there has been an element of new build and these developments have had to receive some additional funding to help the financial viability of the affordable units.

New build housing development in the countryside will be supported in the Local Development Plan where there is no existing house or no appropriate existing building suitable for conversion to a house is available in the locality which may result in some new opportunities in the future.

### 6.9 Delivery of Private Housing

65.1% of housing is owner occupied, with 30,649 owner occupied homes at end March 2017 in East Lothian.

- **New Supply**

Table 6.9 shows that new-build market completions in recent years are sitting at around 50% of 2006/07 levels, prior to the recession, when completions were around 800 per annum. Despite reduced levels of activity since 2006/07, the East Lothian housing market has grown over the last two years and the wider Lothian housing market has continued to remain at the forefront of housing market activity in Scotland in recent years.

| Year    | Gross Market Completions | Demolitions | Net Market Completions |
|---------|--------------------------|-------------|------------------------|
| 2016/17 | 404                      | TBC         | TBC                    |
| 2015/16 | 404                      | TBC         | TBC                    |
| 2014/15 | 220                      | 1           | 219                    |
| 2013/14 | 248                      | 2           | 246                    |
| 2012/13 | 184                      | 1           | 183                    |
| 2011/12 | 210                      | 2           | 208                    |
| 2010/11 | 233                      | 1           | 232                    |
| 2009/10 | 189                      | 2           | 187                    |
| 2008/09 | 240                      | 1           | 239                    |
| 2007/08 | 420                      | 2           | 418                    |
| 2006/07 | 802                      | 1           | 801                    |

Source: East Lothian Council, 2017

- **Volume of Sales and House Prices**

Nationally, the residential property market experienced a relatively stable year in 2016, particularly compared with 2015, which saw the introduction of the Land and Buildings Transaction Tax. The volume of sales rose by 3.3% across Scotland to 99,860 although the average residential house price declined by 1.9%<sup>40</sup>.

House prices in East Lothian remain relatively high compared with other local authorities across Scotland. At April 2016, East Lothian was first place in the ranking of areas by property

<sup>40</sup> <https://www.ros.gov.uk/property-data/property-statistics/calendar-year-reports>

value, nationally, knocking Edinburgh into second place<sup>41</sup>. East Lothian experienced a 1.7% growth in house prices from 2016 to 2017 compared with 2.1% nationally.

| <b>Table 6.10: Average Residential Property Prices, East Lothian, 2016-17</b> |                       |                       |                        |
|---|-----------------------|-----------------------|------------------------|
|   | <b>Jan – Mar 2017</b> | <b>Jan – Mar 2016</b> | <b>Annual % Change</b> |
| <b>East Lothian</b>   | 211,418               | 207,950               | 1.7                    |
| <b>Scotland</b>   | 162,374               | 159,043               | 2.1                    |

Source: Registers of Scotland, quarterly house price statistics, April 2017

There was a 14.4% increase in the volume of sales in East Lothian (well exceeding the Scottish average of 3.4%) from 2016 to 2017.

| <b>Table 6.11: Volume of Residential Sales, East Lothian, 2016-17</b> |                       |                       |                        |
|---|-----------------------|-----------------------|------------------------|
|   | <b>Jan – Mar 2017</b> | <b>Jan – Mar 2016</b> | <b>Annual % Change</b> |
| <b>East Lothian</b>   | 414                   | 362                   | 14.4                   |
| <b>Scotland</b>   | 20,090                | 19,438                | 3.4                    |

Source: Registers of Scotland, quarterly house price statistics, April 2017

- **Affordability**

Expensive private housing in East Lothian, combined with limitations on borrowing, can make it difficult to access owner occupation, particularly for first time buyers. It is useful to consider the extent to which housing in East Lothian is affordable in comparison with other areas. Comparing the ratio of house prices with income levels across the South-East Scotland (SESplan) area provides a key indicator of the relative affordability of owner-occupation. Comparing the ratio of lower quartile house prices to lower quartile earnings enables consideration of whether households with the lowest incomes can afford lower cost housing. The lower quartile ratio across the SESplan area is 7.50 compared with 6.72 nationally. Lower quartile ratios are higher in East Lothian (8.64), followed by City of Edinburgh (8.34) and lowest in Fife (5.70). This means that the average house price paid by a first-time buyer would be much more affordable for a person on a low to average income in Fife than in East Lothian.

| <b>Table 6.12: Ratio of House Prices to Income, SESplan Authority Areas (£000), 2013</b> |                       |                                    |               |                       |
|--|-----------------------|------------------------------------|---------------|-----------------------|
|  | <b>Lower quartile</b> | <b>Lower quartile house prices</b> | <b>Median</b> | <b>Upper quartile</b> |
| <b>East Lothian</b>  | 8.64                  | 123,000                            | 5.76          | 4.92                  |
| <b>City of Edinburgh</b>   | 8.34                  | 127,314                            | 5.90          | 5.30                  |
| <b>Fife<sup>42</sup></b>   | 5.70                  | 76,250                             | 4.48          | 3.79                  |
| <b>Midlothian</b>  | 8.28                  | 115,000                            | 5.34          | 4.41                  |
| <b>Scottish Borders</b>  | 7.61                  | 97,500                             | 5.98          | 5.06                  |
| <b>West Lothian</b>  | 6.40                  | 92,500                             | 4.26          | 3.65                  |
| <b>SESplan</b>   | 7.50                  | 105,261                            | 5.29          | 4.52                  |
| <b>Scotland</b>  | 6.72                  | 90,000                             | 5.12          | 4.33                  |

Source: SESplan HNDA2, 2015

<sup>41</sup> Your Move Scotland Price Index (April 2016)

<sup>42</sup> For SESplan purposes in accordance with defined boundaries, 'Fife' refers to the southern part of the administrative area of Fife.



Independent analysis of house prices and income levels has also been undertaken at East Lothian area partnership level. Findings evidenced that the East of East Lothian was generally more affluent than the West of the county, having obvious implications for house prices. House prices are higher in the East of East Lothian in part due to the greater level of affluence. However, in some areas, house price to earnings ratios exceed the East Lothian average (5.52). While house price to incomes ratios are generally below this figure in the West of the county, in the east it is typically above it, notably in North Berwick (7.63). This means the North Berwick Coastal housing market is more pressured than other parts of the county<sup>43</sup>.

| Area                      | Mean Income | Average House Price | House Price to Earnings Ratio |
|---------------------------|-------------|---------------------|-------------------------------|
| Dunbar & East Linton      | 37,294      | 208,318             | 5.59                          |
| Fa'side                   | 33,321      | 168,494             | 5.06                          |
| Haddington & Lammermuir   | 38,640      | 224,579             | 5.81                          |
| Musselburgh               | 33,674      | 152,282             | 4.52                          |
| North Berwick Coastal     | 41,830      | 318,970             | 7.63                          |
| Preston / Seton / Gosford | 32,638      | 173,597             | 5.32                          |
| East Lothian              | 36,233      | 199,998             | 5.52                          |

Source: Retties, June 2015 (using Registers of Scotland and CACI data)

## 6.10 Private Rented Sector

- **Extent of the Sector**

The private rented sector has grown from a mostly temporary short-term housing option with circa 2,000 units at end 2002, to a more transitional housing option with circa 4,000 units mid-2011. By March 2016 the sector had grown to 5,300 homes, comprising 11.3% of East Lothian's housing stock, with the majority of stock in the West of the county<sup>44</sup>. However only 47 new properties registered via landlord registration in 2016/17, which indicates a slowdown in this sector. Landlords with one or two properties provide most lets. 44% of accommodation available for rent consists of two-bedroom properties. There is a shortage of one-bedroom properties in particular, with demand far outstripping supply. With major difficulties in accessing mortgage finance & shortages in affordable housing, the sector has become a semi-permanent option for low income households who cannot afford to buy & cannot access social rented housing over the medium to longer term.

The Scottish Government's National Strategy for the Private Rented Sector (2013), recognises that it plays a key role in for low income households and for potentially vulnerable groups i.e. young people; families with children; households containing older and disabled people; people at risk of homelessness and newly formed households as a result of relationship breakdown. While there is a lack of data at local level, anecdotal evidence suggests this is likely to the case in East Lothian.

<sup>43</sup> Source: Retties analysis (2015), using Registers of Scotland data and CACI data (2014).

<sup>44</sup> East Lothian Council data, March 2017

- **Affordability**

It is difficult to estimate how affordable the private rented sector is, although some figures can provide an indication. Table 6.14 shows that the median rent for a one-bed private rented property is £505 per month. Using an assumption that paying more than 25% of household income on housing costs does not represent 'affordable' housing, a household would require an income of £24,236 per annum to afford a median rent one- bed property. Using the same calculation, a household in a two-bed property would require an income of £30,250 per annum to be able to afford a median monthly rent of £630.

| <b>Table 6.14: Affordability of Private Rented Sector, East Lothian</b> |                                |   |
|---|--------------------------------|---|
| <b>Property Size</b>  | <b>Monthly Median Rent (£)</b> | <b>Household Annual Income Required (£)</b> |
| <b>1 bed shared</b>   | 296                            | 14,200                                      |
| <b>1 bed</b>  | 505                            | 24,236                                      |
| <b>2 bed</b>  | 630                            | 30,250                                      |
| <b>3 bed</b>  | 808                            | 38,800                                      |
| <b>4 bed</b>  | 1,200                          | 57,600                                      |

Source: East Lothian Council, 2017

With significant numbers of households in the private rented sector, either through choice or constraint, this has implications for poverty across the county. Changes to Local Housing Allowance and Universal Credit, provide additional challenges for those in the private rented sector.

Local authorities can apply to Scottish Ministers to have an area designated as a rent pressure zone from December 2017, if it can be evidenced that rents are rising significantly, causing hardship for tenants and the local authority is under pressure to provide housing as a result. East Lothian Council will consider applying to Scottish Ministers for the designation of a 'rent pressure zone' during 2018.

### **6.11 Community Land Ownership**

The Scottish Government has set an ambitious target of having one million acres of land under community ownership by 2020. To assist in meeting this target, the right to buy abandoned, neglected or detrimental land will come into force in 2018. This will provide communities with more opportunities to take ownership of land.

Community land ownership enables local people to focus on the needs of their own communities, reinvigorate their areas and improve prospects for future generations to come. It may focus on refurbishment of existing buildings, bringing empty homes back into use, or building homes outright.

The Council will explore opportunities to effectively support community land ownership and community led housing.

### **6.12 Self-Build and Custom Build**

Self-build refers to housing built by individuals or a group of individuals, for their own use. It may take the form of building from scratch or involve the conversion or regeneration of a

derelict building. Self-build typically involves commissioning the construction of a property or multiple properties from a builder although can include individuals physically building their own home. It can include community-led housing projects where community groups are co-operatives, community land trusts, co-housing groups etc. In contrast, custom build typically refers to an individual working with a specialist developer to help build a home to specific requirements.

The Council will consider how to effectively support self and custom build, with a new £4million self-build loan fund anticipated to become available during 2018 across Scotland. This is backed by a Challenge Fund to support pilot projects that will help to expand the self and custom build sector.

Self-build and custom build is supported through the Proposed Local Development Plan's Supplementary Guidance HOU4: Affordable Housing Tenure Mix, although there is no specific local approach or policy at present on self-build or custom build.

### 6.13 Empty Homes, Second Homes and Short-term Lets

East Lothian has a lower number of vacant dwellings (1.9%) compared to the national average of 3.1% in 2016. East Lothian's stock comprises of 1.1% second homes, just above the national average of 1.1% in 2016, shown in Table 6.15.

| <b>Table 6.15: Snapshot of Occupied, Vacant Dwellings and Second Homes, East Lothian, Selected Years</b> |                               |                           |                         |                     |                               |                             |                         |
|--|-------------------------------|---------------------------|-------------------------|---------------------|-------------------------------|-----------------------------|-------------------------|
| <b>Area/Dwelling Characteristic</b>  | <b>Total No. Of Dwellings</b> | <b>Occupied Dwellings</b> | <b>Vacant Dwellings</b> | <b>Second Homes</b> | <b>Occupied Dwellings (%)</b> | <b>Vacant Dwellings (%)</b> | <b>Second Homes (%)</b> |
| <b>2016</b>  |                               |                           |                         |                     |                               |                             |                         |
| <b>East Lothian</b>  | 46,672                        | 45,275                    | 870                     | 527                 | 97.0                          | 1.9                         | 1.1                     |
| <b>Scotland</b>  | 2,575,667                     | 2,470,475                 | 79,052                  | 26,140              | 95.9                          | 3.1                         | 1.0                     |
| <b>2015</b>  |                               |                           |                         |                     |                               |                             |                         |
| <b>East Lothian</b>  | 46,332                        | 44,921                    | 868                     | 543                 | 97                            | 1.9                         | 1.2                     |
| <b>Scotland</b>  | 2,557,582                     | 2,451,790                 | 78,475                  | 27,317              | 95.9                          | 3.1                         | 1.1                     |
| <b>2011</b>  |                               |                           |                         |                     |                               |                             |                         |
| <b>East Lothian</b>  | 44,967                        | 43,518                    | 920                     | 529                 | 97                            | 2.0                         | 1.2                     |
| <b>Scotland</b>  | 2,500,849                     | 2,393,066                 | 70,995                  | 36,788              | 96                            | 2.8                         | 1.5                     |

Source: NRS, 2017

East Lothian Council participated in the Empty Homes project with Shelter; Fife Council; Scottish Borders Council and West Lothian Council until 2014/15. Since the project ended, East Lothian Council has continued to work with homeowners to help bring empty homes back into use. Income from second homes Council Tax is used to fund new-build housing to boost housing supply levels.

Prior to the removal of Council Tax second homes discount for 2017/18, there were 513 second homes in East Lothian. The majority of these second homes constitute longer-term private lets, with only a small proportion used as short-term lets and holiday homes. Analysis of online listings found that at 1<sup>st</sup> June 2017 there were circa 120 properties available for short

term letting and holiday homes in East Lothian. This equates to 0.25% of total stock across the county.

Around 65% of those properties available for short-term letting and holiday homes are situated in North Berwick / Gullane, which are aimed at the golf market and families with children. A further 15% are available in the Dunbar and East Linton area, aimed at a similar target market.

Short-term lets are generally not perceived as being problematic in East Lothian. There is a major shortage of affordable housing across all parts of the county, however the regulation of such a small proportion of short-term lets and holiday homes is likely to have limited impact if any, on the housing system in East Lothian.

A small proportion of short-term lets and holiday homes is considered to make a positive contribution to the economy, which has seen a steady increase in tourism in recent years.

| <b>Table 6.16: Priority Outcome 2 – Key Issues / Challenges and Actions</b>   |
|---|
| <b>Priority Outcome 2: The supply of housing is increased and access to housing improved across all tenures</b>   |
| <b>Key Issues and challenges</b>  |
| <ul style="list-style-type: none"> <li>• There are significant levels of need for housing of all tenures</li> <li>• The HNDA is carried out at a regional level, however more detailed intelligence is required at a local level to ensure local need and demand is met and to promote sustainable and balanced communities</li> <li>• Private housing is expensive and combined with limitations on borrowing, can make it difficult to access owner occupation, particularly for first-time buyers</li> <li>• Legislative change in relation to homeless households and temporary accommodation puts increased pressure on affordable housing</li> <li>• Rural areas face particular difficulties in relation to the delivery of affordable housing provision</li> <li>• Infrastructure constraints exist around education and transportation</li> <li>• The availability of land within the control of those delivering affordable housing, is a significant constraint in relation to increasing the supply of affordable housing</li> <li>• House prices in rural areas can be higher than in the main settlements, exacerbated by households typically spending more on everyday requirements.</li> <li>• House prices in the North Berwick Coastal area are significantly higher than other parts of the county. This impacts upon ability to purchase on the open market</li> <li>• Legislative change, resulting in an increasingly regulated private rented sector may put pressure on the supply of private rented housing stock</li> <li>• There are currently only a small number of mid-market rent properties in East Lothian, with increasing demand for this type of housing</li> <li>• Supplementary Planning Guidance on Affordable Housing has yet to be adopted as part of the Local Development Plan. This will provide more clarity for developers to enable the delivery of affordable housing</li> </ul> |
| <b>Actions</b>  |
| <b>Theme 1: Clear strategic direction for housing investment</b>  |

- Prepare a revised Housing Need & Demand Assessment (SESplan HNDA3) for the South-East Scotland (SESplan) area
- Agree Housing Supply Targets for SESplan HNDA3
- Develop a Local Investment Framework to improve knowledge & understanding of local areas. This information will be used to ensure a balance of affordable tenures / house types is delivered on all new proposed developments
- Complete Supplementary Planning Guidance for Affordable Housing
- Improve knowledge of housing need & demand in rural areas

### **Theme 2: Increase Housing Supply**

- Deliver 189 units of affordable housing per annum as per Housing Supply Target
- Maximise opportunities to accelerate affordable housing
- Work with RSL partners to deliver affordable housing
- Develop a construction framework to help accelerate delivery on secured sites
- Explore alternative / innovative financial models
- Deliver the Councils own new build programme
- Take a strategic approach to bringing empty properties back into use including consideration of CPOs
- Explore opportunities for the effective support of community-led housing / self-build / custom build
- Ensure mainstream accommodation is future proofed as far as possible, built to a standard to accommodate wheelchair users & capable of being adapted to suit a range of needs

### **Theme 3: Improve access to housing**

- Consider applying to Scottish Ministers for the designation of a 'rent pressure zone'
- Explore opportunities for increasing mid-market rent and other intermediate tenures
- Review existing Council allocations policy

## 7. Homelessness

**Priority Outcome 3:** Homelessness is prevented as far as possible, with appropriate support in place to promote positive health outcomes and tenancy sustainment.

### 7.1 National Legislative, Strategic and Policy Context

Plans are set out in the Programme for Government (September 2017) to renew the mission to tackle homelessness and rough sleeping in Scotland, with three key commitments:

- Set a clear national objective to eradicate rough sleeping, recognising this requires more than just the provision of housing
- Establish a Homelessness and Rough Sleeping Action Group to lead change and improvement and transform the use of temporary accommodation
- Create an 'Ending Homelessness Together' fund of £50 million over a five-year period to support anti-homelessness initiatives and pilot solutions to drive faster change

The Scottish Government recognises that a joined-up approach is required across homelessness, housing and health, to transform the system and ensure everyone can achieve settled accommodation. Progress must build on the renewed focus on prevention and 2012 legislation, which places a responsibility on local authorities to provide temporary and permanent accommodation for additional groups. East Lothian Council is dedicated to working with the Scottish Government to meet national targets and commitments on homelessness.

### 7.2 Local Strategic and Policy Context

Homelessness challenges have been significant in East Lothian for many years, largely due to a lack of affordable housing, with the Council having lost around 50% of stock to Right to Buy sales. The homelessness challenge is particularly acute when applicants require smaller sized properties which are limited in supply and is further compounded by geographic pressures, with greater demand for the West of the county.

The Council and its partners have taken various actions to ensure legal responsibilities are met and services are improved for homeless households. The Council's Homelessness Service comprises of three distinct areas, a Homelessness Prevention Service, Homelessness Response Service and Temporary Accommodation Service. Key achievements of the Homelessness Service in recent years are as follows:

- A range of accommodation options are available, including supported accommodation for younger homeless people and those with complex needs.
- The homelessness prevention approach continues to provide services including multi-tenure tenancy support to around 425 applicants per annum, with a 90% success rate in preventing homelessness.
- There has been a reduction in homeless presentations of around 35% since changes to homelessness legislation in 2012.
- The Council has increased the provision of temporary accommodation by around 45% since 2012, ensuring that where homelessness has been unavoidable, temporary accommodation has been provided in accordance with statutory duties.

Despite these achievements, the Council continues to face significant challenges, set out in the following section.

### 7.3 Profile of Homelessness

#### Demand for Homelessness Services

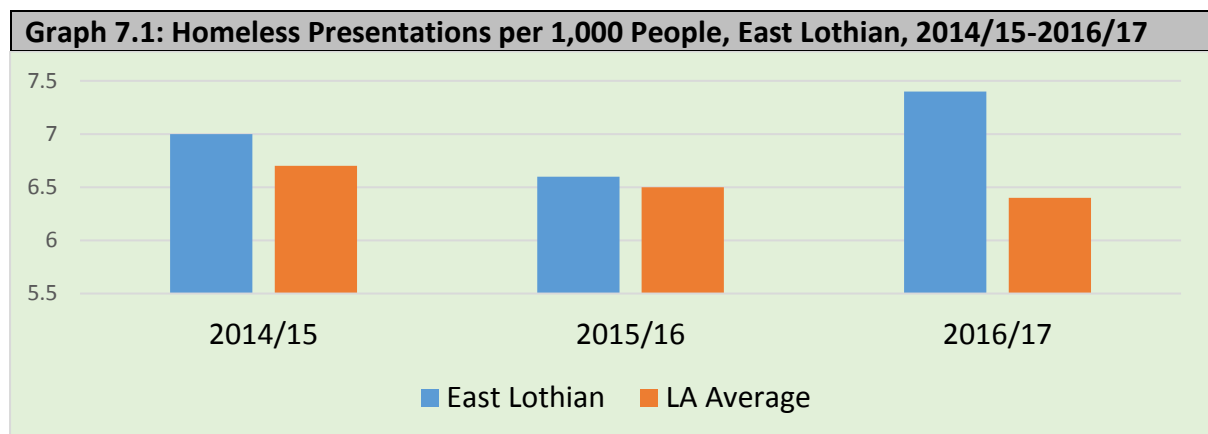
The demand for homelessness services is set out in Table 7.1.

| Table 7.1: Demand for Homelessness Services, East Lothian 2009-17 |       |       |       |       |       |       |       |       |
|---|-------|-------|-------|-------|-------|-------|-------|-------|
| Year  | 09/10 | 10/11 | 11/12 | 12/13 | 13/14 | 14/15 | 15/16 | 16/17 |
| Total homelessness demand   | 1501  | 1615  | 1606  | 1573  | 1566  | 1356  | 1364  | 1354  |
| HL1 assessed homelessness cases                                   | 1196  | 1193  | 774   | 674   | 683   | 720   | 682   | 770   |
| Housing options cases   | 0     | 0     | 603   | 550   | 521   | 437   | 367   | 200   |
| Prevention / resettlement cases                                   | 305   | 447   | 262   | 484   | 506   | 342   | 458   | 489   |

Source: East Lothian Council 2017

#### Homeless Presentations

The decline in homeless presentations has levelled off and would appear to be moving into a position where applications are increasing.



Source: Scotland's Housing Network, 2017

#### Profile of Homeless Households

The profile of homeless households has remained consistent in recent years. Single people aged over 16 account for 80% of all homeless households in East Lothian. Single parents are the second largest household group (14%), followed by couples with children (5.3%).

#### Reasons for Homelessness

Reasons for homelessness have also remained consistent and similar to the national picture. 'Being asked to leave' (39.2%) is the most common reason for homelessness. 'Other action by landlord' (17.9%); 'dispute with household/relationship breakdown (non-violent)' (11.7%)

and 'violent or abusive dispute with household' (12.1%), all account for a high proportion of applications.

#### 7.4 Temporary Accommodation

The supply of temporary accommodation has increased in East Lothian from 216 units in 2010 to 365 units in April 2017. The number of households living in temporary accommodation across the county has increased since 2013, with a 12% increase between 2015 and 2016. The majority of households in temporary accommodation are living in social rented housing (78%), with 13.9% in bed and breakfast (B&B) accommodation and 6.6% in hostels.

Turnover within temporary housing has slowed down in recent years as increasing numbers of homeless households await an offer of permanent housing. The average length of time that households are homeless and without permanent accommodation has increased by 56% over the period 2012/13 to 2015/16, shown in Table 7.2. This is an indicator of the pressures within the system i.e. a lack of affordable move-on accommodation, low levels of allocations generally and difficulties in relation to accessing the private rented sector. The upwards trend also reflects the changing legislative context, with the Council being unable to discharge its legal duty until settled housing has been secured, for an increasing number of homeless people assessed as being unintentionally homeless.

| <b>Table 7.2: Length of Time in Temporary Accommodation, East Lothian (Days)</b> |              |              |              |              |              |              |              |
|--|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
| <b>Year</b>  | <b>10/11</b> | <b>11/12</b> | <b>12/13</b> | <b>13/14</b> | <b>14/15</b> | <b>15/16</b> | <b>16/17</b> |
| <b>Total Applications</b>  | 1193         | 774          | 674          | 683          | 720          | 661          | 770          |
| <b>Average stay</b>  | 199          | 212          | 176          | 255          | 260          | 334          | 374          |

Source: East Lothian Council 2017

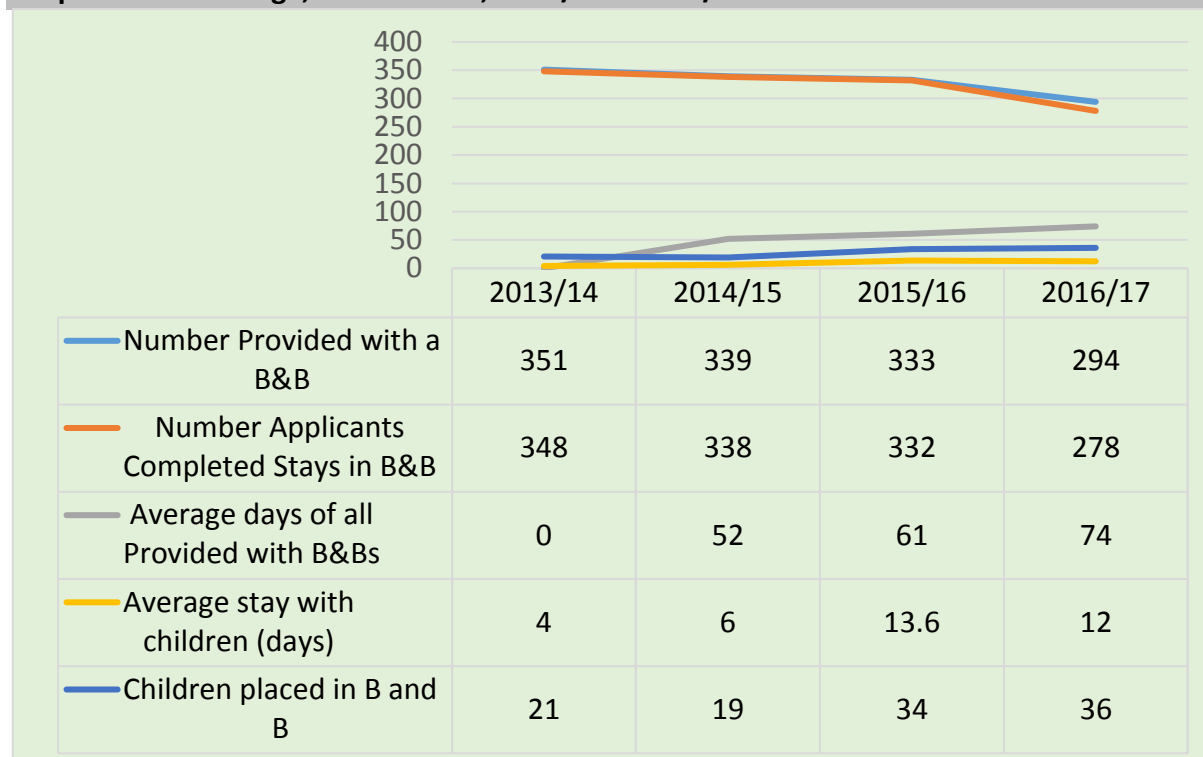
A further concern is the number of children placed in temporary accommodation. A 36% increase was apparent with 135 in 2015 increasing to 184 in 2016. In total, 140 households with children were living in temporary accommodation in 2016.

Growing pressures have resulted in increasing reliance on use of B&B's outwith the county and 7 breaches of the Unsuited Accommodation Order (Scotland) 2004. The Order sets out timescales that households subject to the Order (households with children or a pregnant applicant) can remain in B&B accommodation. Currently, the Order specifies that such households must not be placed in B&B accommodation for more than 14 nights. The Scottish Government intends to reduce timescales in B&B from 14 to 7 days. This will place additional pressure on the Council, with regard to moving households on quickly from B&B accommodation and increase the risk of continued breaches of the Order.

Until recently, the Council has ensured that over 90% of families subject to the Order were accommodated directly into furnished accommodation. However, the last 18 months has seen an increase in both the number of families with children approaching the service and those having to access emergency B&B accommodation. This has impacted upon the ability of the Council to meet the needs of families within the 14-day target. It is clear that unless action is taken to improve throughput in relation to temporary accommodation, it is unlikely the Council will be able to meet its legal responsibility of moving families from B&B within 7 days. Graph 7.2 sets out key figures in relation to B&B use in recent years.



**Graph 7.2: B&B Usage, East Lothian, 2013/14 – 2016/17**



Source: East Lothian Council 2017

East Lothian Council aims to turn around temporary accommodation units as quickly as possible. The average time for a void in temporary accommodation is 16 days, although this increased to 18.5 days during 2016/17. Quick void turnaround times are also important for moving households from temporary into mainstream accommodation and voids are currently being addressed as a matter of priority.

### 7.5 Homelessness Demand on the Housing Register

In accordance with the pressures outlined above, there is increasing demand on the housing register from homeless applicants. Table 7.3 sets out demand from homeless households on the housing register, with the Council having a full rehousing duty to all of these households.

| <b>Table 7.3: Demand on Housing Register from Homeless Households, East Lothian, March 2017</b> |                                      |   |                 |  |
|---|--------------------------------------|---|-----------------|--|
|   | <b>Total allocations<br/>2016/17</b> | <b>Homeless<br/>applicants on<br/>priority list</b> | <b>% Demand</b> | <b>Average Days<br/>on priority list</b> |
| <b>1-2apt</b>   | 88                                   | 340   | 386             | 486                                      |
| <b>1-2apt<br/>sheltered /<br/>amenity</b>   | 54                                   | 7   | 13              | 294                                      |
| <b>3apt</b>   | 221                                  | 222   | 100             | 325                                      |
| <b>4-5apt</b>   | 73                                   | 84  | 115             | 317                                      |
| <b>Total</b>  | 436                                  | 653   | 150             | 424                                      |

Source: East Lothian Council, 2017

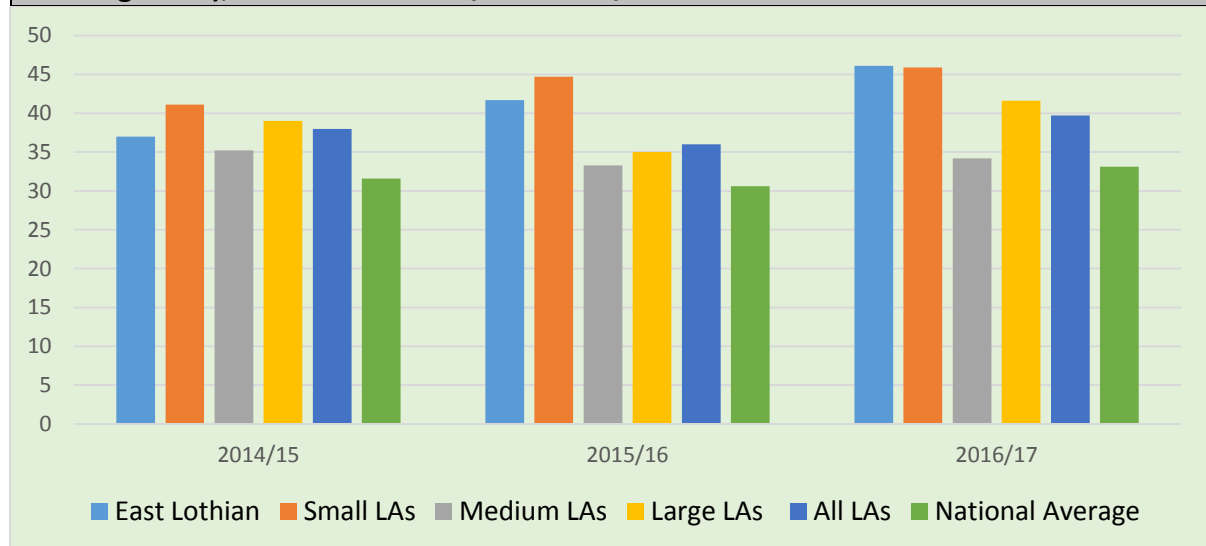
## 7.6 Housing Allocations to Homeless Households

A consistently high percentage of general needs housing allocations to tenants assessed as statutory homeless is evident in recent years, at 42% during 2016/17 compared to 29% Scotland-wide. The proportion of housing allocations made to homeless households has increased as a result of changes to allocations targets agreed by the Council in 2016. In addition, RSL's in East Lothian allocate around 50% of their general needs properties to homeless households. Graph 7.3 shows the relationship between households leaving temporary accommodation and re-housing activity.

Insert Graph 7.3

It is clear that the principal means of households leaving temporary accommodation is the allocation of social housing. However, despite high levels of allocations to homeless households in comparison with the national average, waiting times for re-housing continue to increase significantly and as a result the length of time spent in temporary accommodation is increasing for all client groups.

**Graph 7.4: Housing Allocations to Households Assessed as Statutorily Homeless (% of Housing Stock), East Lothian 2014/15 – 2016/17**



Source: Scotland's Housing Network, 2017

East Lothian Council's housing allocations policy will be reviewed to reflect a number of changes arising from the Housing (Scotland) Act 2014. While there is general consensus that a comprehensive review is not required, some modifications are clearly necessary to help address homelessness pressures.

## 7.7 Increasing Temporary Accommodation Stock

A range of measures have been put in place in recent years to build up the supply of temporary accommodation, with stock increasing by around 45% since 2012. Measures have included an increase from the Council's own stock, a rise in the numbers of Private Sector Leasing properties and targeted open market acquisitions in the West of the county. The Council operates a rent deposit guarantee scheme to secure tenancies for individuals facing

homelessness, however its use has been sharply declining since 2013/14 due to a lack of willing and available landlords in the private sector, as a result of Welfare Reform.

### **7.8 Impact of Welfare Reform**

Welfare Reform has brought additional challenges and uncertainty about the future funding of temporary accommodation. Universal Credit has resulted in increased rent arrears in both mainstream tenancies (across Council and RSL stock) and temporary accommodation, due to delayed payments to claimants. When payments are made, this money is not always prioritised towards paying rent.

The roll out of Universal Credit has also had a significant financial impact upon the collection of income from homeless households, particularly in relation to B&B and other forms of 'short-term' accommodation. For example, the management fees for private sector leasing are not covered by Universal Credit, leaving a significant shortfall. Along with the increasing use of B&B, this is impacting adversely on the Council's general service budget which funds homelessness services.

Musselburgh Job Centre in the West of the county was one of the first pilots for full service roll out of Universal Credit in Scotland. At the end of 2016, 612 of the 710 tenants on Universal Credit were in rent arrears. The impact of the roll out of full service Universal Credit has also significantly reduced housing options for homeless households. As more households migrate into the Universal Credit system, it is likely the range of options for many homeless households will be reduced further. Limited options also apply to certain single people under the age of 35, who may be subject to the 'shared accommodation rate'.

### **7.9 Prevention of Homelessness and Housing Options Approach**

- **Housing Options**

The Council's Homelessness Service introduced a housing options approach in 2011 to complement the prevention approach delivered since 2006. The housing options approach aims to:

1. Address the housing circumstances of applicants and identify solutions to any difficulties where possible without employing the traditional homelessness route;
2. Address the perceived culture that homelessness is a re-housing route rather than a reaction to a client circumstances; and
3. Ensure that the services being offered are genuine housing options and not a means of reducing demand on the homelessness service.

The development of a regional HUB network, supported by the Scottish Government over the last four years, has encouraged sharing of good practice and collaborative working across local authorities and has been viewed positively. This will help in co-ordinating the roll-out of the new Housing Options training toolkit across local authorities during 2018, a key action of this LHS.

- **Homelessness Prevention**

There has been an increase in the number of households seeking prevention work since 2014/15, with a 7.7% increase between 2015/16 and 2016/17. The most recent statistics show<sup>45</sup>:

- Demand for the service is maintained at the expected level
- Activities undertaken in prevention cover a range of areas, predominantly the provision of advice, assistance to secure accommodation and assessing support needs
- Mortgage advice and assistance continues to be a significant area in terms of prevention activities
- The rent deposit scheme has reduced to a low level mainly due to concerns from landlords about Universal Credit issues, although also to an extent due to a decline in available property
- With regard to outcomes, 17% of closed prevention cases were closed on the basis of a referral to the Response Team
- 83% of cases closed on the basis that homelessness was avoided and the applicant remained in existing accommodation or found alternative secure accommodation

The Council provides a range of prevention activities for households at risk of homelessness. Typically, these are delivered in circumstances where individuals are two months away from becoming statutorily homeless. Examples of prevention projects include:

- **East Lothian's SLAB project** - Supports East Lothian Council to employ two tenancy support workers, to provide support to social housing tenants with regard to welfare reform issues
- **Bridges Project** – Provides direct services to disadvantaged and / or at risk young people
- **Recycling First** – assists families in receipt of benefits to access necessary furniture items and collects second-hand furniture to distribute to disadvantaged household
- **Edinburgh Cyrenians, Asked to Leave / Conflict Resolution** – Supports families where a young person has been asked to leave the home due to relationship breakdown

The recording of prevention work has been developed by the Scottish Government, with a national recording system (Prevent 1) becoming operations in April 2014. It was anticipated this would provide a benchmarking system similar to the HL1 system, however this has not proven to be the case due to a range of factors. The main issues are:

- The referral rate into the homeless assessment service has declined although an expectation remains that it will be around 20-25%
- The numbers of lost contact cases have been reduced
- 30% of cases lead to the person being able to remain in their current accommodation
- The ongoing decline in 'ask to leave' cases into the 'housing options' service is mirrored by increases in the HL1 assessment process

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<sup>45</sup> Homelessness Statistics, Quarter 2, 2017/18

## 7.10 Housing Support and Resettlement

Supported housing can help people to live independently in the community. It is different to general needs social housing, providing accommodation for people with support needs and usually requiring higher levels of revenue funding as a result. In recent years there has been a growing crisis in supported housing to which reduced revenue funding, challenging commissioning and the wider housing crisis all contribute. The availability of specialist and supported housing is failing to keep up with existing and future demand, leaving vulnerable groups in accommodation that is not best suited to their needs.

In September 2016 the Government announced that housing benefit in supported housing for current and future tenants would be limited to Local Housing Allowance (LHA) cap rates, with additional ring-fenced cash distributed to councils. Following this announcement, in November 2016 the Department for Communities and Local Government launched a consultation seeking views on the Government's plans for a new housing costs funding model for supported housing, the results of which are expected to be announced in the near future.

The provision of housing support to homeless households is a requirement as per the Housing Support Duty 2013. Local authorities have a legal duty to provide housing support to those assessed as unintentionally homeless and in need of support. While the Housing Support Duty is legally only applicable to homeless households, the intention is to assist with homelessness prevention, therefore where possible, housing support and prevention activities are aimed at all households approaching the Council's housing service. It is clear from Table 7.4 that the provision of support is a key component of the Homelessness Prevention Service.

| <b>Prevention Type</b>                                  | <b>No. Provided</b> |
|---|---------------------|
| Assessment of Support Needs                             | 71                  |
| Assistance Alternative Accommodations                   | 60                  |
| Assistance Claiming Benefits                            | 47                  |
| Assistance Finding Employment Education Training        | 3                   |
| Assistance with Any Addictions                          | 2                   |
| Assistance with Costs Essential Goods                   | 7                   |
| Assistance with Landlords Mortgage Providers            | 34                  |
| Basic Housing Support                                   | 13                  |
| Direct Financial Assistance                             | 3                   |
| Involvement Social Work Care Services                   | 8                   |
| Other Services  | 2                   |
| Provision of Independent Financial/Legal Housing Advice | 65                  |
| Use of Rent Deposit Guarantee Scheme                    | 19                  |

Source: East Lothian Council 2017

East Lothian Council also provides resettlement support. Between 2015/16 and 2016/17, there was a 93% increase in the number of individuals requiring resettlement assistance. In addition, a range of supported accommodation is provided for young vulnerable people at

risk of homelessness and for older people with complex needs, through providers such as Action for Children and Blue Triangle Housing Association.

### 7.11 Homelessness Outcomes

The Housing (Scotland) Act 2010 requires Scottish Ministers to set out standards and outcomes which social landlords should aim to achieve and publish these in a Scottish Social Housing Charter. Individual landlords are responsible for meeting these outcomes and standards. The outcomes of the Scottish Social Housing Charter are key to the approach to homelessness in East Lothian.

| <b>Table 7.5: Scottish Social Housing Charter Outcomes, Homelessness, East Lothian</b> |   |  |
|--|---|--|
| <b>Outcome</b>   | <b>Description</b>  | <b>Approach in East Lothian</b>  |
| <b>Access to Housing and Housing Support</b>   | <p>Social landlords work together to ensure that people looking for housing get information that helps them make informed choices and decisions about the range of housing options available to them</p> <p>Tenants and people on housing lists can review their housing options.</p> <p>Social landlords ensure that people at risk of losing their homes get advice on preventing homelessness.</p> | <p>The three largest RSL's use the shared system 'Homehunt' to allocate properties</p> <p>Housing Options provides scope for a review</p> <p>Housing Options advice is available</p>   |
| <b>Tenancy Sustainment</b>   | <p>Social landlords ensure that tenants get the information they need on how to obtain support to remain in their home; and ensure suitable support is available, including services provided directly by the landlord and by other organisations.</p>  | <p>Landlords help tenants who need support to maintain their tenancy through the provision of housing advice and housing support. This includes tenants who may be at risk of falling into arrears with their rent and tenants who may need their home adapted to cope with age, disability, or caring Responsibilities i.e. via Care and Repair East Lothian.</p> |
| <b>Homeless People</b>   | <p>Local councils perform their duties on homelessness so that homeless people get prompt and easy access to help and advice; are provided with suitable, good-quality temporary or emergency accommodation when this is needed; and are offered continuing support to help them get / keep their home.</p>   | <p>Homeless people receive Housing Options advice, quality temporary accommodation and housing support as necessary</p>  |

Source: Scottish Social Housing Charter / East Lothian Council 2017

East Lothian Council provides an Annual Return on the Charter (ARC) to evidence performance. There are three main indicators used in relation to homelessness:

- **Indicator 25: Average length of time (days) in temporary or emergency accommodation by type** – It is clear from Table 9.6 that the average length of time is increasing with regard to all types of temporary accommodation with the exception of RSL dwellings.
- **Indicator 26: % of households requiring temporary or emergency accommodation to whom an offer was made** – It is clear from Table 9.6 that all households requiring temporary or emergency accommodation have received an offer.
- **Indicator 27: % of temporary or emergency accommodation offers refused in the last year** – it is clear from Table 7.6 that offers refused have reduced from 2015/16 to 2016/17.

| <b>Table 7.6: ARC Return Performance, Homelessness and Temporary Accommodation, East Lothian</b> |                |                |                 |
|--|----------------|----------------|-----------------|
|  | <b>2015/16</b> | <b>2016/17</b> | <b>Movement</b> |
| <b>Indicator 25</b>  |                |                |                 |
| <b>Local Authority Dwelling</b>  | 300            | 351            | +51             |
| <b>RSL Dwelling</b>  | 384            | 329            | -55             |
| <b>Hostel</b>  | 122            | 132            | +10             |
| <b>B&amp;B</b>   | 56             | 61             | +5              |
| <b>Women's Refuge</b>  | 0              | 0              | 0               |
| <b>Private Sector Leasing</b>  | 351            | 411            | +60             |
| <b>Other</b>   | 0              | 76             | +76             |
| <b>Indicator 26</b>  |                |                |                 |
|  | 99.50          | 100.00         | 0.50            |
| <b>Indicator 27</b>  |                |                |                 |
|  | 3.84           | 1.37           | -2.47           |

Source: East Lothian Council ARC Indicators 2017

| <b>Table 7.7: Priority Outcome 5 – Key Issues / Challenges and Actions</b>   |
|--|
| <b>Priority Outcome 3: Homelessness is prevented as far as possible, with appropriate support in place to promote positive health outcomes and tenancy sustainment</b>   |
| <b>Key Issues and Challenges</b>   |
| <ul style="list-style-type: none"> <li>• The decline in homeless presentations from 2010 has levelled off and appears to be moving into a position where applications are increasing.</li> <li>• The level of demand for temporary accommodation is such that the Council remains dependent on B&amp;B for temporary accommodation, with increasing use of such accommodation and households staying in B&amp;B for longer periods.</li> <li>• Despite high levels of housing allocations to homeless households, waiting times for re-housing are increasing significantly and as a result, the length of time spent in temporary accommodation is increasing.</li> </ul> |

- The Scottish Government's Unsuitable Accommodation Order is being amended to reduce the time that households subject to the Order (households with children or a pregnant family member) can remain in B&B accommodation from 14 to 7 days. This places greater pressure on the Council to ensure that families are moved on quickly from B&B accommodation
- The turnover in temporary accommodation has slowed down as homeless households await an offer of permanent housing
- The impact of the roll out of full service Universal Credit has significantly reduced housing opportunities for homeless households.

## **Actions**

### **Theme 1 – Homelessness Prevention**

- Deliver housing options training toolkit
- Create a media campaign around the benefits of Housing Options
- Increase prevention work, ensuring homeless households are targeted through joint working
- Conduct a scoping exercise to consider effective use of the private rented sector in preventing and alleviating homelessness, to include a review of rent deposit scheme and private sector leasing
- Continue monitoring the effects of Welfare Reform and Universal Credit, introducing mitigating measures where possible to ensure no-one becomes homeless as a result.
- Review protocol arrangements for young people leaving care
- Implement a homelessness awareness / training programme

### **Theme 2 – Support for Homeless Households**

- Provide pre-tenancy checks to identify where applicants require additional support
- Maximise support available to homeless households living in temporary accommodation including assistance for Universal Credit claimants.
- Explore opportunities to link with local churches i.e. development of starter pack scheme
- Strengthen links between education and employability services for homeless people
- Explore opportunities for collaborative working with public health / East Lothian Health & Social Care Partnership

### **Theme 3 – Temporary Accommodation**

- Carry out a whole-systems review of temporary accommodation (to include the efficiency and effectiveness of temporary accommodation useage and processes), exploring innovative / alternative forms of accommodation (including hostel provision) and prepare a temporary accommodation strategy
- Re-designate additional units of mainstream housing to be used as temporary accommodation via a combination of re-designation and open market acquisitions
- Explore opportunities for increasing temporary accommodation stock with RSL's
- Increase supply of larger family sized temporary accommodation units
- Closely monitor & evaluate demand & supply of temporary accommodation to avoid breaches of the Unsuitable Accommodation Order



**Theme 4 – Permanent Accommodation / Tenancy Sustainment**

- Explore 'Housing First' model to ensure appropriate specialist support is available for homeless people with complex needs
- Explore flat-share opportunities for young single people living in temporary accommodation
- Focus the allocations review on homelessness pressures i.e. removal of temporary accommodation points, review choice options (areas, house types) & review the proportion of allocations to homeless applicants to ensure targets appropriately reflect demand and support balanced communities

## 8. Specialist Provision and Independent Living

**Priority Outcome 4:** A wider range of specialist housing is provided to enable independent living where appropriate.

### 8.1 National Legislative, Strategic and Policy Context

The Public Bodies (Joint Working) (Scotland) Act 2014 sets out a legal framework for integrating health and social care services. It requires health boards and local authorities to delegate some of their functions to an Integration Authority. Successful integration will shift the balance of care from acute hospital settings to community based settings. It will enable more people to be cared for at home or in a homely setting. Given this, it is critical that housing is joined up with health and social care. However, the challenge ahead is greater than achieving the outcome of independent living. It is also about preventing admissions to hospital; alleviating delayed discharge and tackling health inequalities generally.

The Integration Authority must prepare a three-year Strategic Plan to show how delegated functions will be delivered and how national and local health and well-being outcomes can be achieved. The Strategic Plan is informed by a Joint Strategic Needs Assessment (JSNA), in much the same way as the HNDA informs the LHS. The JSNA provides the evidence base for the underlying demographics and health and care needs of the population. It sets out information on health and wellbeing drivers, showing how many people have care and support needs and the types of services they might require.

It is clear that there must be co-ordination between the Strategic Plan and the LHS. A Housing Contribution Statement is a key part of the Strategic Plan, acting as a bridge between the Strategic Plan and LHS. Connections are also evident between the HNDA and Joint Strategic Needs Assessment. The evidence base within both assessments must be closely aligned to enable a better understanding of how services can be restructured, to support the shared objective of providing care in people's homes and promote independent living where appropriate. The timescale to align these needs assessments will be over the next two years, linked to preparation of the next Strategic Plan in 2019.

### 8.2 Local Strategic and Policy Context

The East Lothian Health and Social Care Partnership was established as a separate legal entity governed by an Integration Joint Board (IJB), in 2015. Two housing representatives are involved in the IJB's Strategic Planning Group. The IJB has a responsibility to prepare the Strategic Plan, outlining its vision for health and social care services, strategic priorities and the commissioning outcomes to be achieved.

The East Lothian Housing Contribution Statement (2015) sets out:

- The role of Housing in the governance arrangements for integrating Health and Social Care
- Shared outcomes and service priorities linking the Strategic Plan and LHS and the resources required to deliver these

The expectation is that a seamless strategic process develops that is focused on shared outcomes, priorities and investment decisions that positively contribute to health and well-being. The Statement is available at the following link:

[https://eastlothianconsultations.co.uk/policy-partnerships/strategic-plan-for-health-and-social-care-a-second/supporting\\_documents/East%20Lothian%20Housing%20Contribution%20Statement%20%20December%202015.pdf](https://eastlothianconsultations.co.uk/policy-partnerships/strategic-plan-for-health-and-social-care-a-second/supporting_documents/East%20Lothian%20Housing%20Contribution%20Statement%20%20December%202015.pdf)

To assist with the alignment of the JSNA and HNDA, a *Housing Need and Demand Assessment for Specialist Provision for Particular Needs Groups in East Lothian* has been prepared. It analyses the scale, nature and location of need and demand for specialist housing and housing related services for particular needs groups across the county and the potential capacity of the housing system to contribute to improving outcomes. This shared evidence base is critical to informing strategic planning for the delivery of future specialist housing provision and supports the wider integration of health, social care and housing.

### **8.3 Older People**

#### **National and Local Strategic and Policy Context**

The integration of health and social care agenda puts more emphasis on enabling people to stay in their own homes or a more 'homely' setting. This builds on more than a decade of Scottish Government policy aiming to 'shift the balance of care' from hospital and institutional settings, to care in the home and community. In particular, it enhances the Scottish Government *Reshaping Care for Older People* initiative<sup>46</sup>, seeking to shift care towards anticipatory care and prevention. A requirement for integrated budgets enables this agenda to be taken forward in a more meaningful way.

Improving care for older people in East Lothian is a longstanding area of policy focus. There is a commitment to developing a radically re-balanced model of care to deliver better outcomes for older people, reflected in key policy and strategy documents. There is a commitment to shift the balance of care by maintaining provision of care home and NHS continuing care places and increasing intensive home support. The aim is to shift the balance of intensive care to 50% by 2020.

#### **Changing Demographic Profile**

Scotland's population is ageing, as the increase in the population of older age groups has been higher than younger age groups over the last 20 years. The largest increase has been in the age 75+ group (+31%), compared with the 0-15 age group, which shows the most significant decrease (-10%). 18% of the national population is aged 65+, compared with 20% in East Lothian<sup>47</sup>.

The number of people of pensionable age is projected to increase in all council areas across Scotland, with the second largest increase projected in East Lothian at 42% from 2014-39<sup>48</sup>.

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<sup>46</sup> <http://www.gov.scot/Topics/Health/Support-Social-Care/Support/Older-People/ReshapingCare>

<sup>47</sup> NRS mid-2016 population estimates

<sup>48</sup> NRS 2014-based household projections

|                     | All ages | Age 0-15 | Working age | Pensionable age and over |
|---------------------|----------|----------|-------------|--------------------------|
| <b>East Lothian</b> | 17.8     | 12.3     | 11.2        | 41.9                     |
| <b>Scotland</b>     | 6.6      | 1.4      | 1.2         | 28.3                     |

Source: NRS 2014-based Population Projections

## Housing Profile, Issues and Challenges

**Household Change** - By 2039, seven local authority areas across Scotland are projected to have over half of their households headed by someone aged 60+. East Lothian is projected to have 44% of households headed by a person aged 60+ by 2039. A 94% increase in households age 75+ is projected by 2039 in East Lothian compared with a 79% increase nationally<sup>49</sup>. There is variation across the county with four distinct patterns emerging:

- **High Numbers and Steady Growth:** Musselburgh currently has the highest number of people aged 65+ and this is projected to grow at a steady rate. The area is projected to have the highest numbers of older people in the county. While this is a substantial increase in numbers, it represents a low % increase compared to other areas.
- **High Numbers, Substantive Growth and Significant % Change:** Fa'side is projected to experience the most substantive change across the county, with the largest increase in numbers of older people and high % increases for all groups of older people. Preston / Seton / Gosford shows a similar pattern although to a lesser extent.
- **Low Numbers and Significant % Change:** Dunbar & East Linton and Haddington & Lammermuir are both characterised by relatively low numbers of older people aged 65+. While each of these areas is projected to experience significant % increases in older people aged 65 and over, numbers of older people are projected to remain relatively low compared to other parts of the county.
- **High Numbers, Low Growth (High % Growth for 85+):** North Berwick Coastal currently has the second highest number of older people aged 65 and over, although is generally projected to have the lowest projected % increase across the county. The exception to this is for older people aged 85 and over, with North Berwick Coastal projected to have the highest increase in numbers.

|                   | 2014    | 2039    | Average annual change | Overall change 2014-39 |    |
|-------------------|---------|---------|-----------------------|------------------------|----|
|                   |         |         |                       | No.                    | %  |
| <b>E. Lothian</b> | 10,232  | 12,584  | 94                    | 2,353                  | 23 |
| <b>Scotland</b>   | 536,483 | 593,713 | 2,289                 | 57,230                 | 11 |

Source: NRS 2014-based Household Projections

<sup>49</sup> NRS 2014-based household projections

| Table 8.3: Household Projections for Households Headed by Someone Aged 75+, 2014-39 |          |         |                       |                        |    |
|---|----------|---------|-----------------------|------------------------|----|
|   | 2014     | 2039    | Average annual change | Overall change 2014-39 |    |
|   |          |         |                       | No.                    | %  |
| <b>E. Lothian</b>   | 6,286    | 12,169  | 235                   | 5,883                  | 94 |
| <b>Scotland</b>   | 311,1183 | 556,107 | 9,797                 | 244,924                | 79 |

Source: NRS 2014-based Household Projections

There are currently more single adult households aged 65+ than two-person households across East Lothian and the projected growth in single person households is substantial. However, with projected increases of 29.0% for older single person households and 39.6% for older two-person households from 2012 to 2026, this gap is likely to begin to close across all area partnership geographies to 2026 and 2037. This will mean there are substantive numbers of couple households wishing to remain together for longer in different types of housing.

**Healthy Life Expectancy** - It is clear that there is a significant growth in older people projected in future years, particularly for households headed by someone aged 75 and over. This will mean increased demand for health, housing and social care services. However, it is important to acknowledge that:

*“Age alone is not a sufficient indicator of likely need or demand for services. In fact, figures on healthy life expectancy demonstrate that the areas with the longest life expectancy (usually also those with the highest numbers / proportions of older people) also have the longest healthy life expectancy and therefore the shortest time in need of health services”<sup>50</sup>.*

Life expectancy (LE) is an estimate of how many years a person might be expected to live, whereas healthy life expectancy (HLE) is an estimate of how many years they might live in a healthy state (free of chronic or debilitating disease). HLE is a key measure of a population’s health and a critical component to consider within the context of projecting likely pressures on housing and related services from an ageing population.

*“The extent to which demand will rise in line with the growth in the older population is dependent on a number of factors including the extent to which increases in life expectancy will be associated with increased time spent in good health or illness, an issue that remains unclear”<sup>51</sup>.*

**Rural Living** - a settlement as ‘a group of high density postcodes whose combined population rounds to 500 people or more’. Analysis of settlement areas highlights that at mid-2012, around 2,000 people aged 65+ were living out-with settlement areas. This is a significant number of older people living in rural / semi-rural areas, where the combined population

<sup>50</sup> NHS Greater Glasgow and Clyde

<http://www.parliament.scot/parliamentarybusiness/CurrentCommittees/59613.aspx# ftn25>

<sup>51</sup> The Scottish Social Service Council

<http://www.parliament.scot/parliamentarybusiness/CurrentCommittees/59613.aspx# ftn24>

rounds to 499 people or less and is likely to impact upon the delivery of housing related services, housing support services and the provision of care.

**Housing Need** - A comprehensive needs assessment has noted significant levels of housing need for older people in East Lothian, for when independent living is no longer an option. Circa 600 units of specialist accommodation for older people are estimated to be required to meet existing need and projected demand over a ten-year period to 2026. This could include care homes, extra care housing or sheltered housing, which could be purpose built or remodelled from existing provision and developed by the public or private sector. A requirement for a 52% / 48% split is identified across West / East in terms of the proportion of units. Taking account of current pressures around the delivery of care, it is recommended that where practicable, additional accommodation should first be concentrated in the East to meet existing need and subsequently rolled out to the West, to meet future projected demand.

**Table 8.4: Priority Outcome 4 - A wider range of specialist housing is provided to enable independent living where appropriate, Older People – Key Issues / Challenges and Actions**

**Key Issues and challenges**

- There is a lack of consistent data collection which needs to be improved for strategic planning purposes
- The population of older people (pensionable age and over) is projected to increase by 41.9% by 2039
- The North Berwick Coastal area is projected to have significantly higher levels of older people aged 85+ relative to other areas
- For those older people for whom it is not appropriate to remain living in their own homes, it is evident that current levels of specialist accommodation are inadequate to meet existing needs
- There is a shift towards higher, more complex needs in sheltered housing, with some very frail older people with higher needs in sheltered developments
- A significant proportion of older people live in owner-occupied housing, which is often not future proofed, not built to a standard to accommodate wheelchair users and not always capable of being adapted to suit a range of needs
- Providing care to older people living in remote rural areas particularly in the East of the county poses issues in enabling people to live independently in the community (care force predominantly resides in the west with transport being an added complication)
- There is a growing need for adaptations for older people across all tenures. In 2015/16, £1.2 million was spent on council and private sector adaptations and with an ageing population, the demand is likely to continue to increase.
- Circa 2,000 older people aged 65+ are living in smaller rural villages across the county
- There are currently no specialist housing advice services targeted specifically at older people.
- It is recognised there is a need to reduce reliance on acute hospital provision, prevent unplanned hospital admissions and reduce delayed discharge.

### Actions

- Develop 300 units of specialist accommodation for older people over a five-year period to 2023 (60 units per annum). This could include care homes, extra care housing or sheltered housing, which could be purpose built or remodelled from existing provision & developed by the public or private sector.
- Carry out a comprehensive review of sheltered housing
- Explore potential models of rural care provision to enable more effective delivery of care
- Investigate the implications of significant projected numbers of older couple households for specialist housing
- Ensure mainstream accommodation is future proofed as far as possible, built to a standard to accommodate wheelchair users & capable of being adapted to suit a range of needs
- Embed a culture change in relation to a more proactive, preventative approach to adaptations i.e. early identification of aids required to prevent delayed discharge.
- Target the provision of housing information and advice at younger older people, with housing health checks carried out from age 55 across all tenures
- Target resources more effectively in relation to the provision of practical assistance & low-level interventions / support
- Increase capacity building within communities to support older people to remain in their own homes for longer & live independently i.e. community health; day activities; befriending services; respite care & support for carers.

## 8.4 People with a Mental Health Condition

### National and Local Strategic and Policy Context

Alongside publication of a *Strategy for Mental Health 2017-27*, the Scottish Government has committed to spend £300m on tackling mental health over the next five years. The guiding principal of the Strategy is early intervention and a drive to ensure mental health conditions are addressed with the same commitment that currently exists for physical health.

### Changing Demographic Profile

Obtaining an accurate picture of the numbers of people with a mental health condition is difficult for a variety of reasons<sup>52</sup>. Scotland's Census recorded 3,826 people with a long-term mental health condition in East Lothian (3.8%), compared with 4.4% nationally. The Quality Outcomes Framework (QOF) register measures mental health in a different way, estimating there are 750 people in East Lothian with a mental health condition<sup>53</sup> and a further 5,005 people with depression and anxiety. In both cases the crude rate per 100 cases is lower in East Lothian than nationally.

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<sup>52</sup> Firstly, mental health is harder to measure than physical health. Secondly, there is considerable under-reporting due to people who do not seek treatment and difficulties in recording them in a non-acute setting. Thirdly, people making an approach to the Social Work Team are classified in relation to the most relevant presenting issue perceived at the time. In practice this means if someone is over age 65, they are typically categorised as 'older people'. Similarly, people with a learning disability with a mental health condition would typically be placed in the learning disability category. This means that there is significant crossover with this group that can be difficult to quantify.

<sup>53</sup> The definition of mental health includes bipolar disorder, schizophrenia and other psychoses

| <b>Table 8.5: Prevalence of Mental Health Conditions and Depression Diagnoses, East Lothian, Crude Rate per 100 Patients, 2013/14</b> |                            |   |                                       |
|---|----------------------------|---|---------------------------------------|
|   | <b>East Lothian Number</b> | <b>East Lothian Rate per 100 Patients</b> | <b>Scotland Rate per 100 Patients</b> |
| <b>Mental Health</b>  | 750                        | 0.74                                      | 0.88                                  |
| <b>Depression</b>   | 5,005                      | 5.21                                      | 5.81                                  |

Source: ISD, 2016

There are circa 70 people with a mental health condition in receipt of care at home in East Lothian<sup>54</sup>, who have high level needs. This is in part due to hospital re-provisioning, which sees small numbers of people with high level complex needs requiring housing in the county.

### **Housing Profile, Issues and Challenges**

Evidence shows a strong link between poor mental health, housing problems and homelessness. Poor mental health can make it difficult to cope with housing problems, while poor housing can exacerbate mental health. Having safe, secure housing and living in a positive environment is important for wellbeing. However, housing alone cannot always address the needs of people with a mental health condition. Support is critical to enabling independent living.

There is supported accommodation for 8 people with a mental health condition in East Lothian, with continual demand for places. A shortage of one-bedroom affordable housing locally however, means that people with a mental health condition often stay in supported accommodation or in hospital for longer than necessary. This causes blockages in the system, resulting in increasing demand for community resources (Community Mental Health Team, Rehab and Care at Home). However, due to difficulties in encouraging the engagement of people with a mental health condition with care, numbers of care packages are relatively low compared with other client groups.

A comprehensive needs assessment shows circa 2-3 people with a mental health condition require specialist housing per annum. People with a severe mental health condition may require care that promotes safety and security. Core and cluster housing with a staff presence is considered an ideal model for this. Given the crossover with learning disabilities / autism and small numbers involved, it is considered the housing needs of people with a mental health condition can be addressed via core and cluster housing. This is recognised as being an appropriate model for people with a learning disability and people with autism.

| <b>Table 8.6: Priority Outcome 4 - A wider range of specialist housing is provided to enable independent living where appropriate, Mental Health – Key Issues / Challenges and Actions</b>  |
|---|
| <b>Key Issues and Challenges</b>  |
| <ul style="list-style-type: none"> <li>• A lack of one-bedroom affordable housing is impacting upon people with a mental health condition, causing blockages in supported accommodation</li> <li>• Difficulties are evident in encouraging people to engage with care packages</li> </ul> |

<sup>54</sup> Source: East Lothian HSCP data, 2016/17



- A very small number of challenging & complex hospital discharges present challenges for community living
- Circa 10 units are required over a 5-year period to meet existing need & projected demand in the form of small-scale core & cluster accommodation

#### **Actions**

- Make available 8 units of core & cluster housing per annum primarily for people with a learning disability, to also accommodate people with a mental health condition / people with autism where appropriate
- Link core & cluster housing to place-making on a small scale i.e. promoting health & well-being, resilience & employability

## **8.5 People with Autism**

### **National and Local Strategic and Policy Context**

The Scottish Strategy for Autism (2011) emphasises that people with autism each have a unique set of conditions which will not necessarily fall within the categories of learning disabilities or mental health. It states people must be supported by a range of services i.e. social care, education, housing, employment & other community based services, with a joined-up approach necessary. The East Lothian Autism Strategy (2015) aims to ensure people can live safely and be as independent as they want to be.

### **Changing Demographic Profile**

There are circa 850 people with autism identified in East Lothian<sup>55</sup>. 73% of people are male, reflecting the national picture. There is a higher incidence of people aged 18-34 compared with other age groups, accounting for 74% of all cases. There has been an increase in prevalence rates for autism in recent years<sup>56</sup>.

### **Housing Profile, Issues and Challenges**

The majority of people with autism live in mainstream housing with support although particular difficulties can arise with both securing and maintaining appropriate housing.

The health requirements of people with autism should be taken into consideration when assessing housing needs. Lack of awareness of personal safety, heightened sensory perceptions and the high vulnerability risk of people with autism means that place and environment is particularly important for health and wellbeing. Epilepsy occurs in a high proportion of adults with autism. Sleep problems are also common, which can cause issues with regard to sharing bedrooms. People with autism may find it difficult to cope without routine, feel fear and frustration in daily activities and experience loneliness.

Parents of children with autism express common themes in relation to their housing experiences. The ability of adult children with autism to cope living independently is a source of major anxiety for many parents. Limited availability of affordable housing means many people will spend a considerable amount of their adult life living at home. Private rented housing may be the only option in the short-term for some families, however parents

<sup>55</sup> It is likely this figure is higher

<sup>56</sup> Potential reasons include an increase in the incidence of autistic spectrum disorders; more awareness of autistic spectrum disorders, leading to increasing numbers of people diagnosed and the spectrum has been refined.

generally do not consider this to be a suitable option, due to lack of security and difficulties in making a property adaptable. Some children with autism have limited awareness of safety which may go beyond the typical requirements for childproofing a house<sup>57</sup>. It can also be difficult for people to share accommodation as expectations tend to be different. Living in a social environment is important however, as autism is an isolating disorder which correctly situated housing and community cohesion can help tackle.

A comprehensive needs assessment acknowledges that a high proportion of people with autism also have a learning disability. It is considered that the specialist housing needs of people with autism generally fall within the requirements of people with a learning disability. The preference is for core and cluster housing, to support independent living.

**Table 8.7: Priority Outcome 4 - A wider range of specialist housing is provided to enable independent living where appropriate, Autism – Key Issues / Challenges and Actions**

| <b>Key Issues and Challenges</b>   |
|--|
| <ul style="list-style-type: none"> <li>• Anxiety exists around young adults with autism being able to live independently</li> <li>• Place-making and the environment is critical to positive housing outcomes</li> <li>• Small-scale core &amp; cluster accommodation is required to meet high level needs</li> </ul>  |
| <b>Actions</b>   |
| <ul style="list-style-type: none"> <li>-Make available 8 units of core &amp; cluster housing per annum primarily for people with a learning disability, to also accommodate people with a mental health condition / people with autism where appropriate</li> <li>-Develop a practical guide to housing needs of people with autism for housing providers</li> <li>-Establish a flagging system within the Council’s Housing unit to alert staff to people with autism, link to a health impact assessment &amp; enable reasonable adjustments to be made</li> </ul> |

## 8.6 People with a Learning Disability

### National and Local Strategic and Policy Context

*The Same as You*<sup>58</sup> identified a requirement for a thorough understanding and analysis of the housing needs of people with a learning disability. Accordingly, The Keys to Life states: “LHS’s should demonstrate the actual and anticipated contribution of all housing sectors to meeting the needs of people with learning disabilities... together with the services which may be required to support independent living and who is best placed to provide these”<sup>59</sup>.

East Lothian’s Learning Disability Strategy 2013-18 sets out how East Lothian Council and its partners will deliver health and social care services to people with a learning disability.

### Changing Demographic Profile

There are 740 adults with a learning disability across the county<sup>60</sup>. This equates to 8.8 adults per 1,000 population and represents the fourth highest rate nationally<sup>61</sup>. There has been an increase of 120 adults with a learning disability in East Lothian over a five-year period.

<sup>57</sup> Source: Views provided at autism focus group as part of LHS consultation

<sup>58</sup> The Same as You? 2000-12 Consultation Report

<sup>59</sup> The Keys to Life, Improving Quality of Life for People with Learning Disabilities, The Scottish Government (2013) Recommendation 29

<sup>60</sup> Source: SCLD – adults known to East Lothian Council

<sup>61</sup> Average rate of 6.1 adults per 1,000 population across Scotland

The profile of people with a learning disability is changing. While adults with a learning disability have historically been a relatively young population in East Lothian, significant numbers aged 45-64 provide an indication of a new emerging generation. Older generations of adults with a learning disability are likely to be increasingly common in future years. This will have significant implications for housing and housing support, given a direct correlation between old age, learning disabilities, complex needs and dementia i.e. people with a learning disability are five times more likely to develop dementia as they age compared to the general population<sup>62</sup>. There is currently a lack of service provision for older people with a learning disability and complex needs in East Lothian. A marked increase is also evident in recent years in relation to young people with a learning disability and complex needs.

There are a small number of challenging and complex hospital discharges trickling through the system, mainly in response to hospital re-modelling. The majority of people have been discharged during early stages of re-modelling and only those with extremely complex needs / challenging behaviour remain, who require re-housing. Given lengthy stays in institutional care, this poses significant challenges in relation to community living. People with the most complex needs typically require specialist housing with associated 1:1 or 2:1 support requirements. These are the most difficult needs to meet within existing provision.

### **Housing Profile, Issues and Challenges**

73% of adults with a learning disability live in mainstream accommodation in East Lothian compared with 61% nationally. Of those in mainstream housing, 54% live in social housing. 20% live in supported accommodation (compared with 17% nationally) and 4% live in care homes (7% nationally).

Adults living in mainstream accommodation with limited or no support typically comprise of people whose needs do not qualify for a formal Social Work service. However, a mild learning disability could be further compounded with a significant learning difficulty and / or other difficulties. This group can face challenges with regard to independent living, particularly around navigating and understanding systems and processes. This is made worse where there is limited recognition of people's additional support needs.

31% of people with a learning disability (circa 230 people) are currently living in the family home with a relative carer<sup>63</sup>. Many have or are considering independent living, but feel daunted at the prospect of doing so. For parents to care for their now adult child for often three or more decades, the decision to move an adult child into their own tenancy can be frightening for all concerned. It may be unclear whether a move will be a positive or negative step, or whether the timing is 'right'. The opportunity to trial independent living, build the necessary skills and increase resilience is key to achieving positive long-term outcomes.

For people living in private owner-occupied housing, discussions with people with a learning disability and their carers showed neighbour disputes are of key concern, in situations where private housing is in close proximity to social housing. In private rented housing, it is acknowledged that some tenants find it difficult to remember to pay their rent on time. There

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<sup>62</sup> [http://www.improvinghealthandlives.org.uk/uploads/news/vid\\_19037\\_RA%20Dementia1908Final%20LD%20edit%20docxPHE-2013179.pdf](http://www.improvinghealthandlives.org.uk/uploads/news/vid_19037_RA%20Dementia1908Final%20LD%20edit%20docxPHE-2013179.pdf)

<sup>63</sup> Source: SCLD data, 2015

are strong views that some private landlords would prefer not to accept people with a learning disability, based on the (often incorrect) assumption that people with a learning disability will have challenging behaviour, resulting in possible damage to property<sup>64</sup>. It is clear that user friendly information, advice and support would be beneficial to support independent living in private rented housing for both tenants and landlords.

Key issues for people in social housing include the impact of Welfare Reform, poverty and the costs of day to day independent living. A further critical issue relates to the ageing population of parent carers living in social housing with adult children. Many parents are concerned as to whether their child will be legally / financially able to remain in the family home following their death and the extent to which they would be supported to do so. In addition, accessing social housing can be a daunting experience for people with a learning disability, with processes perceived as complex and a lack of understanding in relation to allocations policies.

It is clear that some people with a learning disability may feel powerless and their rights unclear with regard to their housing experience. It can be difficult to co-ordinate housing and support, while also understanding the benefits system and welfare reform. However, despite the challenges faced, it is also recognised that people with a learning disability are generally keen to take control; be listened to; have more choice and make decisions<sup>65</sup>.

Currently, housing for people with a learning disability is provided to individuals on a case by case basis, responding to needs as they arise. A comprehensive needs assessment estimates circa 8 units per annum are required to meet existing need and projected demand. Core and cluster housing with support is the preferred model, with flexibility built in to meet changing needs. This would enable people requiring 1:1 or 2:1 support to live alongside people with a mild learning disability, who could access on-site support when necessary. This model is also considered to work well for people with autism and people with a mental health condition<sup>66</sup>.

**Table 8.8: Priority Outcome 4 - A wider range of specialist housing is provided to enable independent living where appropriate, Learning Disabilities – Key Issues / Challenges and Actions**

| <b>Key Issues and Challenges</b>  |
|---|
| <ul style="list-style-type: none"> <li>• Numbers of adults with a learning disability are increasing at a faster rate than the population overall</li> <li>• Increasing numbers of older adults with a learning disability &amp; a marked increase in young people with a learning disability &amp; very complex needs are evident</li> <li>• A very small number of challenging &amp; complex hospital discharges present significant challenges for community living</li> <li>• Anxiety exists around adults with a learning disability being cared for at home by ageing parents &amp; their inability to cope as they become increasingly old &amp; frail</li> <li>• Limited housing choices &amp; difficulties navigating the housing system can be intensified for people with a learning disability</li> </ul> |

<sup>64</sup> Source: A wide range of formal discussions and focus groups with people with a learning disability and their carers and meetings with service providers held during 2016 and 2017.

<sup>65</sup> This is based on qualitative evidence obtained via initial consultation on the LHS, through meetings, focus groups, events etc.

<sup>66</sup> The estimated 40 units for people with a learning disability is considered to provide adequate scope to also meet the identified levels of housing need and demand in relation to autism and mental health.

- Considering a move out of the parental home can be stressful without the facility to initially trial independent living
- There is an ageing generation of carers & lack of strategic planning around this area
- Circa 40 units are required over a 5-year period to meet existing need & projected demand in the form of small-scale core & cluster accommodation

#### **Actions**

- Establish a strategic approach to planning for housing for people with a learning disability to include developing procedures & protocols
- Prepare a housing information & advice handbook covering all tenures for people with a learning disability and / or autism
- Carry out a detailed health impact assessment on existing housing policies where appropriate
- Investigate the feasibility of developing short-stay accommodation to enable people with a learning disability to gain independent living skills
- Make available 8 units of core & cluster housing per annum for people with a learning disability (to also cover people with autism & mental health conditions where appropriate)
- Link core & cluster housing to place-making on a small scale i.e. promoting health & well-being, resilience & employability

## **8.7 People at Risk of or Experiencing Domestic Violence**

### **National and Local Strategic and Policy Context**

COSLA and Scottish Women's Aid developed *Good Practice in Commissioning Specialist Domestic Abuse Services (2016)* to support good practice. The Guidance recognises that where local authorities must make reductions in funding, they can still ensure they make best use of the strategic commissioning approaches available to them. It recognises the principles of *Equally Safe: Scotland's Strategy for Preventing and Eradicating Violence Against Women and Girls*, Scottish Government and COSLA (2014), which is predicated on a gendered analysis of violence against women and girls, acknowledging that women and girls are disproportionately affected by particular forms of violence.

The East Lothian and Midlothian Public Protection Committee (EMPPC) is the key strategic group dealing with public protection matters across East and Midlothian and includes representatives from key partners including the East Lothian Health and Social Care Partnership, Housing, Police Scotland, Education and the third sector. It delivers leadership, expertise and support to improve the safety of people at risk of harm across East and Midlothian. Domestic violence is high on the agenda of the EMPPC, with around 950 incidents of domestic abuse recorded by the Police in East Lothian per annum since 2014.

### **Housing Profile, Issues and Challenges**

As a member of EMPPC, East Lothian Council is committed to working with East and Midlothian Women's Aid to ensure women are not at risk of homelessness due to domestic abuse, by ensuring refuge capacity meets identified levels of need. The East and Midlothian Violence Against Women and Girls Improvement Plan 2015-18 sets out a priority action to increase existing refuge accommodation from 6 to 14 units, to meet identified need, to comprise a mix of fixed and floating sites. As an outstanding commitment that has not yet been met, this action is considered in the Plan to be a high-risk priority action requiring immediate attention. Given this, increasing refuge accommodation is a key priority of the LHS.

**Table 8.9: Priority Outcome 4 - A wider range of specialist housing is provided to enable independent living where appropriate, People at risk of or experiencing domestic violence – Key Issues / Challenges and Actions**

|  |
|--|
| <b>Key Issues and Challenges</b>   |
| <ul style="list-style-type: none"> <li>• Existing refuge accommodation is insufficient to meet need</li> </ul> |
| <b>Actions</b>   |
| <ul style="list-style-type: none"> <li>- Provide an additional 8 units of refuge accommodation</li> </ul>      |

## 8.8 People with a Conviction

### National and Local Strategic and Policy Context

Community Justice Scotland is an agency established under the Community Justice (Scotland) Bill 2016, seeking to promote joint-working and improvements for people involved in the criminal justice process. Central to its remit and recommendations is the provision of housing in promoting desistance and better life chances. As a local response to the new agency, East Lothian Council developed a Community Justice Improvement Plan 2017-19 and set up a Reducing Re-offending Group.

The National Strategy for Community Justice outlines specific aims around reducing re-offending: increasing positive citizenship; increasing public safety and reassurance; reducing costs; & reducing stigma. It states housing providers must consider the housing needs of all people that apply to them, including those in receipt of community sentences / in custody.

### Changing Demographic Profile

In East Lothian, 94% of offenders currently in custody are male and 6% female, with the county having very low numbers of young offenders (3%). With an ageing population, Scotland has witnessed an increase in the number of older people in prison over the past ten years.<sup>67</sup> Anecdotal information suggests that this trend is also applicable to East Lothian<sup>68</sup>. With an increase in prosecution of past sex offences across the county, a proportion of this group are sex offenders who face specific housing restrictions as a result of their conviction<sup>69</sup>. Many older people who have served a prison sentence will have the same types of housing and support needs as other older members of the population i.e. accessibility and dementia; while at the same time facing similar issues to those who have been in custody i.e. social isolation and institutionalism.<sup>70</sup>

There are currently circa 70 individuals serving a sentence with SPS with a home address in East Lothian and around half of those anticipated to leave prison over the next five years. A comprehensive needs assessment estimates circa 12 individuals will leave prison, return to East Lothian and have a housing need over the next five years. While this represents relatively small numbers compared with other particular needs groups, the individuals who do present

<sup>67</sup> Scottish Government (2016) Equality Statement: Scottish Draft Budget 2017-18, p32

<sup>68</sup> Source: This statement is not substantiated by statistical data, although supported through informal discussions with stakeholders via LHS consultation.

<sup>69</sup> Bows and Westmarland (2015) 'Older Sex Offenders – managing risk in the community from a policing perspective', Policing and Society, p1.

<sup>70</sup> Reid Howie Associates (2015) Housing and Re-offending: Supporting People who serve short-term sentences to secure and sustain stable accommodation on liberation, p48

are increasingly vulnerable, often with complex needs i.e. physical and mental health issues; learning difficulties; substance misuse; poor education / employment and social deprivation.

### **Housing Profile, Issues and Challenges**

The housing experience of people with a conviction differs, depending on the length of sentence, type of offence and particular needs of the individual (i.e. young people, women or people with learning difficulties, all have specific needs). What does not change is that housing is critical to all people with a conviction. It has the ability to both positively and negatively affect a range of factors i.e. mental health, physical health, employment and wellbeing. The key role that stable housing can play in helping to improve wider outcomes for people with a conviction is therefore not surprising

Unsuitable accommodation, unstable accommodation and homelessness, can have a multitude of negative impacts on an individual's opportunities and personal wellbeing. An absence of a stable address can limit access to services and increase barriers to meeting social, educational and employability needs. There is clear evidence that poor housing is implicated in rates of reoffending, due to the negative impact such circumstances can have on maintaining stability and positive social and familial interactions.

The risk of becoming homeless increases considerably with a custodial sentence. The population of prison leavers who become homeless in Scotland is 25%, much higher than in the general population where homeless presentations average 0.8%. Nationally, 66% of ex-prisoners who become homeless upon liberation from prison will reoffend.

Meeting the housing and housing support needs of people with a conviction can be challenging, particularly within the wider context of a shortage of affordable housing and temporary accommodation. There is no specific housing in East Lothian for people with a conviction, rather individuals are placed in temporary accommodation in response to need. Accommodating people with a conviction can present difficulties with regard to meeting the needs of other client groups; i.e. young homeless people & families cannot be placed in the same B&B as sex offenders and it may not be conducive to place more than one offender in the same accommodation without adequate support. Resource limitations and the stigma which attaches itself to the Criminal Justice system, place additional challenges on those in the system. Furthermore, external factors i.e. Welfare Reform, impact on people with a conviction. The housing system must focus on reducing the vulnerabilities these can produce.

Currently, a lack of independent advocacy, combined with East Lothian Council policy to present as homeless on release from prison, can result in an inhospitable environment for people with a conviction. For people who become homeless on release, the ability to plan and make arrangements at an early stage would enable smooth transitions.

During a focus group with people subject to Community Payback Orders (CPOs), many spoke about the lack of household furniture and material possessions they had. It was expressed that this could make a tenancy inhospitable, affecting an individual's mood and their sense of self-worth. Given strong links between unstable housing and chaotic lifestyles, which can lead to re-offending, combined with potentially lengthy periods of time in temporary

accommodation, it is important to provide appropriate support to prevent re-offending and enable tenancy sustainment in the longer term.

A strategic approach to planning for housing for people with a conviction should comprise a two-pronged approach. This must ensure that complex processes do not perpetuate the vulnerability of people with a conviction, alongside the provision of appropriate support.

| <b>Table 8.10: Priority Outcome 4 - A wider range of specialist housing is provided to enable independent living where appropriate, People with a Conviction – Key Issues / Challenges and Actions</b>  |
|---|
| <p style="text-align: center;"><b>Key Issues and Challenges</b></p> <ul style="list-style-type: none"> <li>• Unstable accommodation following release, can contribute to chaotic lifestyles, which may lead to an individual committing further offences</li> <li>• There is a lack of temporary accommodation provision across the county</li> <li>• Accommodating people with a conviction can present challenges with regard to meeting the needs of other client groups</li> <li>• The current protocol for an individual leaving custody to present as homeless on release presents a lack of continuity &amp; potential route into repeat homelessness</li> <li>• Where there is a lack of household furniture &amp; material possessions, this can make a tenancy inhospitable, affecting long-term tenancy sustainment</li> </ul> |
| <p style="text-align: center;"><b>Actions</b></p> <ul style="list-style-type: none"> <li>-Establish formal joint working arrangements &amp; develop a housing protocol with the Scottish Prison Service (SPS) to ensure smooth transitions from custody to release</li> <li>-Extend the Tenancy Support Service to temporary accommodation for people with a conviction</li> </ul>  |

## **8.9 Refugees and Asylum Seekers**

### **National and Local Strategic and Policy Context**

The Strategy ‘New Scots: Integrating Refugees in Scotland’s Communities 2014-17’ seeks to co-ordinate support provided to refugees and asylum seekers across Scotland. East Lothian has a proud tradition of welcoming and supporting individuals and families who are fleeing conflict, helping to resettle Bosnian and Kosovan refugees in the 1990’s. Recent conflict in Syria has led to millions of people being forced to flee their homes to other countries, with East Lothian again playing a role in resettlement.

### **Housing Profile, Issues and Challenges**

East Lothian Council has committed to resettle five to seven Syrian refugee families per annum, including the provision of housing and related services, over five-years. This forms part of the Scottish Government’s commitment to receive 2,000 Syrian refugees over five years. East Lothian Council and its partners aim to support refugees where appropriate, providing assistance to integrate refugees and help them to make East Lothian their new home. This requires input from housing, education, health and social care and a range of other agencies, necessitating significant time commitments. It will be important to link to voluntary agencies where possible, to support a planned and co-ordinated approach.



**Table 8.11: Priority Outcome 4 - A wider range of specialist housing is provided to enable independent living where appropriate, People with a Refugees and Asylum Seekers – Key Issues / Challenges and Actions**

|  |
|--|
| <b>Key Issues and Challenges</b>   |
| <ul style="list-style-type: none"> <li>• Ensuring housing, education, health &amp; social care, befriending etc. is co-ordinated effectively to enable positive experiences and outcomes for refugees</li> </ul> |
| <b>Actions</b>   |
| <ul style="list-style-type: none"> <li>- Explore options around the third sector assisting with the integration and support of refugees</li> </ul>   |

## 8.10 Gypsy Travellers

### National Strategic and Policy Context

Guidance for Local Authorities on Managing Unauthorised Camping by Gypsy Travellers in Scotland (2017) suggests creating or revising a policy on managing unauthorised camping. It promotes taking a whole systems approach is taken and ensuring adequate data is gathered to help the local authority assess requirements for future provision.

Guidance on Minimum Site Standards and Site Tenants' Core Rights & Responsibilities (2015) sets out standards that must be adhered to by all social landlords managing Gypsy Traveller Sites by 2018. It covers two broad areas; physical facilities and services provided by the site provider / treatment of tenants.

### Local Strategic and Policy Context

East Lothian Council and its partners have a history of positive engagement with Gypsy Travellers, spanning many years. Following a comprehensive accommodation needs assessment (2007) and subsequent assessments, a number of positive actions have been implemented. Physical improvements to the site were made in 2012/13, including upgrading amenity blocks and providing a play area. An independent Liaison Officer Post was created to provide advice and support; policies and protocols developed; Gypsy Traveller handbooks prepared and an independent assessment undertaken to assess alternative / additional sites.

### Changing Demographic Profile

Gypsy Travellers<sup>71</sup> are a distinct ethnic group and included as such for the first time in the 2011 Census. Of the 4,200 individuals identifying as Gypsy Travellers in Scotland, 85 were living in East / Midlothian<sup>72</sup>. Notwithstanding the size of this relatively small community, which fluctuates with the seasons, formally assessing and subsequently addressing the accommodation needs of Gypsy Travellers remains important.

### Housing Profile, Issues and Challenges

**Local Authority Site Provision** - East Lothian Council manages a Gypsy Traveller site on behalf of East and Midlothian Councils, covering the administrative areas of East and Midlothian. It has a total of 20 pitches, 16 of which are in a habitable condition. Since 2010, site occupancy

<sup>71</sup> Gypsy/Travellers are not a homogenous group. This report will use the Scottish Governments definition. The term 'Gypsy/Travellers' refers to distinct groups – such as Romany Gypsies, Scottish and Irish Travellers – who regard the travelling lifestyle as being part of their ethnic identity. There are also other types of Traveller, such as Occupational Travellers, Show-people and New Age Travellers, distinct groups who do not necessarily regard themselves as Gypsy/Travellers.

<sup>72</sup> It is widely acknowledged that numbers of Gypsy Travellers are under-reported due to an unwillingness to engage with the settled community; seasonal travel patterns and literacy issues.

has reduced, with no more than five families living on the site at any one time in recent years. SESplan HNDA2 also noted lower demand for the East / Midlothian site compared with other areas in South East Scotland. There have been no households on the site waiting list for many years. Given this, it is considered there is no requirement for additional local authority pitches / sites in East Lothian over the next five years.

With regard to site standards, SESplan HNDA2 (2015) recommended carrying out improvements to existing sites across South East Scotland. While improvements were carried out in 2012/13, the physical fabric of the site has since declined and the play park removed due to vandalism. Low demand is not deemed to reflect the physical standards of the site, rather this is attributable to conflict between Gypsy Traveller families, resulting in a general fear of living on authorised sites. However it is considered improvements to site safety and security i.e. CCTV, may help to increase demand for pitches. An assessment was carried out in 2017 to identify key priorities in relation to upgrading the site and ensuring it meets *Minimum Site Standards*<sup>73</sup> by 2018. Priorities agreed with Gypsy Travellers include improvements to energy efficiency; facilities and amenities and site safety / security.

**Private Site Provision** - In the same way as a diversification of housing provision is considered appropriate for the settled community, having one Gypsy Traveller local authority site raises questions around choice / housing options. Research indicates a preference for private sites among Gypsy Travellers, given a desire for self-sufficiency and independence. Private sites provide a higher level of safety and security to residents compared with local authority sites, enabling conflict to be avoided. Private sites will also enable future generations to have their own accommodation when forming their own families<sup>74</sup>.

There is currently one small private site in East Lothian. Given the reasons for low demand at the local authority site, additional small private sites may present a viable alternative to local authority provision for some Gypsy / Travellers.

**Unauthorised Encampments** - Despite a decreasing trend between 2013 and 2015 with regard to unauthorised encampments (32 unauthorised encampments reducing to 14), 2016 saw an increase in almost 10 reported unauthorised encampments. A number of challenges arose as a result of this increase i.e. health hazards; fly tipping; damage to surrounding areas; pollution into water courses and disturbance to public areas and wildlife. It is recognised that more could be done across the county to help to improve the quality of life for Gypsy Travellers on unauthorised encampments, in relation to housing, health; wellbeing; education etc. A strategic approach to unauthorised encampments should also enable cost savings, both financially with regard to clean ups and mitigating environmental costs.

**Health and Housing** - Gypsy Travellers experience the lowest life expectancy of any group in the UK and high infant mortality rates. As a group, their health is poorer than that of the

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<sup>73</sup> Improving Gypsy/Traveller Sites: Guidance on Minimum Site Standards, & Site Tenants' Core Rights & Responsibilities (2015)

<sup>74</sup> <http://www.pas.org.uk/wp-content/uploads/2015/03/GypsyTravellers-and-the-Scottish-Planning-System-A-Guide-for-Local-Aut....pdf>

general population and poorer than that of non-Gypsy Travellers in deprived areas. In common with other sections of society, there is a clear relationship between quality of housing and quality of health, but given the specific accommodation experiences of Gypsy Travellers, this relationship is intensified. Environmental factors i.e. access to running water, maintaining dry and adequately heated homes and living near pollutants such as traffic or industry all impact on health. This is compounded by wider impacts on mental and physical health caused by insecurity of tenure, limited access to services, harassment and distance from extended family<sup>75</sup>. The proposed site improvements will promote improved health outcomes, supporting the Health and Social Care Strategic Plan 2016-19.

Similarly, proposals for a play area are critical to ensure the social needs and health and wellbeing of Gypsy Traveller children are addressed. This links to East Lothian’s Play Policy 2017-20 which states *‘All children and young people will have access to a range of opportunities to play in the built and natural environment and their right to play will be recognised and supported by adults’*.

**Table 8.12: Priority Outcome 4 - A wider range of specialist housing is provided to enable independent living where appropriate, Gypsy Travellers – Key Issues / Challenges and Actions**

| <b>Key Issues and Challenges</b>  |
|---|
| <ul style="list-style-type: none"> <li>• There is no full-time staff presence at the Gypsy / Traveller site &amp; security is minimal, with residents expressing safety concerns</li> <li>• The site is in need of physical improvement i.e. amenity blocks, which should meet an energy efficiency rating of band E or higher &amp; fly tipping is common</li> <li>• There is no protocol for unauthorised encampments</li> <li>• Information &amp; advice handbooks require updating</li> </ul> |
| <b>Actions</b>  |
| <ul style="list-style-type: none"> <li>- Carry out agreed physical improvements to the existing Gypsy Traveller site to meet minimum standards</li> <li>-Review the provision of information and advice and make recommended changes</li> <li>-Develop a protocol for unauthorised encampments, which reflects Scottish Government Guidance for Local Authorities</li> </ul>  |

### **8.11 Travelling Show-people**

Travelling Show-people are defined by their occupation, which centres around travelling to provide fairground rides and amusements throughout the summer months and settling on a permanent residential base in winter months. They are self-employed business people who have lived this lifestyle for generations. Travelling Show-people are not an ethnic minority, nor do they seek ethnic minority status, although they are defined as a distinct group with different cultural needs, lifestyle and accommodation requirements. Their identity is built on their tradition of bringing entertainment to local communities.

Nationally, it is recognised that the number of potential sites available for Travelling Show-people has reduced, as a result of land being allocated for other purposes. However, notwithstanding this, SESplan HNDA2 considered the housing needs of Travelling Show-

<sup>75</sup> Gypsy Travellers in Scotland: A resource for the media (2013), Equality and Human Rights, p21

people across the SESplan area and did not identify any current or future requirement for sites in East Lothian.

There is no permanent site in East Lothian for Travelling Show-people and it is difficult to assess housing need for this group. Travelling Show-people tend to pass through East Lothian providing fairs, predominantly in the summer months and applications for site accommodation and fair provision are dealt with on an individual basis. Typically, no more than ten applications are received per annum. One site in the east of the county is no longer considered suitable for fairgrounds due to changes to car parking, although other than this, no further issues have been noted with regard to site availability. It is considered that there are no accommodation needs which cannot be addressed via existing arrangements for temporary accommodation for Travelling Show-people in East Lothian.

## **8.12 Young Care Leavers**

### **National Strategic and Policy Context**

Historically, young people have tended to leave care between 16 and 18 years of age across Scotland, although the average age for leaving home is 25. It is considered that too many young care leavers have been expected to cope, regardless as to whether or not they are ready for independence, simply because they have reached an age where they are expected to move on<sup>76</sup>. Recent legislation has provided a clear message that young people should not be forced to leave care.

In Scotland, The Children and Young People (Scotland) Act 2014 stipulates that from 2015, local authorities as corporate parents, have a duty to prepare young people for ceasing to be 'looked after' and to provide advice, guidance and assistance up to the age of nineteen.

The Continuing Care (Scotland) Order 2015 and three subsequent amendments entitles young people to remain in an existing care placement up to their twenty-first birthday. This is due to come into force in April 2018.

*Housing Protocol Options for Care Leavers (2013)* seeks to promote a change in culture around leaving care. It emphasises that accommodation for care leavers is about more than simply providing a place to stay.

### **Local Strategic and Policy Context**

East Lothian Council and its partner agencies, including NHS Lothian, Police Scotland and Who Cares? Scotland promote corporate parenting across East Lothian, with East Lothian Council signing up to the '*pledge to listen*' campaign in 2013<sup>77</sup>.

### **Changing Demographic Profile**

The number of 'looked after' children in East Lothian is at an all-time high at 234, although this is still below the national average as a rate per 1,000<sup>78</sup>.

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<sup>76</sup> <https://www.celcis.org/our-work/key-areas/throughcare-and-aftercare/our-throughcare-and-aftercare-work/>

<sup>77</sup> <http://www.whocaresscotland.org/pledge/>

<sup>78</sup> East Lothian Council statistics, mid-2017

|                  | <b>No.</b> | <b>Monthly change</b> | <b>Annual Change</b> | <b>East Lothian rate per 1,000</b> | <b>Scotland rate per 1,000</b> |
|------------------|------------|-----------------------|----------------------|------------------------------------|--------------------------------|
| Home supervision | 66         | 2                     | -5                   | 3.1                                | 3.8                            |
| Foster care      | 93         | -1                    | 1                    | 4.4                                | 5.6                            |
| Formal kin care  | 49         | 3                     | 3                    | 2.3                                | 4.0                            |
| Residential care | 26         | 2                     | 6                    | 1.2                                | 1.5                            |
| <b>Total</b>     | <b>234</b> | <b>6</b>              | <b>5</b>             | <b>11.0</b>                        | <b>15.1</b>                    |

Source: East Lothian Council, 2017

There were 896 children and young people who were allocated to Children’s Services mid-2017, equating to one in twenty-six of the 0-18 population. It is evident from Table 8.14 that referrals are higher from the West, compared to the East of the county.

| <b>Cluster area</b>   | <b>Referrals</b> | <b>Cumulative</b> |
|-----------------------|------------------|-------------------|
| <b>Dunbar</b>         | 17               | 86                |
| <b>Haddington</b>     | 28               | 107               |
| <b>Musselburgh</b>    | 43               | 249               |
| <b>North Berwick</b>  | 6                | 46                |
| <b>Prestonpans</b>    | 39               | 157               |
| <b>Tranent</b>        | 45               | 220               |
| <b>Non-Disclosure</b> | 8                | 31                |
| <b>Total</b>          | <b>186</b>       | <b>896</b>        |

Source: East Lothian Council statistics, mid 2017

### **Housing Profile, Issues and Challenges**

A stable and secure home with adequate support is essential to the wellbeing of young people both in and leaving care, as young people in care generally experience poorer outcomes in relation to housing. A housing needs assessment of vulnerable groups across East Lothian recognises a requirement for increased provision of accommodation for looked after children. This includes temporary accommodation for use in emergencies if a placement breaks down, which could resemble a community hosting model i.e. ‘*Nightstop*’ or Supported Lodgings. Also recommended is the provision of permanent accommodation and housing support to ensure suitable homes for young people in the Council’s care. Further data analysis is required to identify levels of additional housing required.

|   |
|---|
| <b>Key Issues and Challenges</b>  |
| <ul style="list-style-type: none"> <li>• Knowledge and understanding of the scale of the housing needs of looked after children requires to be improved.</li> </ul> |
| <b>Actions</b>  |
| <ul style="list-style-type: none"> <li>- Carry out a housing needs assessment of looked after young people</li> </ul>   |

- Review existing housing protocols for looked after young people
- Ensure appropriate accommodation is available for looked after young people

### **8.13 People with a Physical Disability**

#### **National Strategic and Policy Context**

*A Fairer Scotland for Disabled People: Delivery Plan to 2021 for the United National Convention on the Rights of Persons with Disabilities* sets out the Scottish Government's approach to policy for disabled people. The plan is built around five ambitions which are underpinned by 93 actions. There is a focus on independent living and fully accessible housing to enable people with a physical disability to participate as full and equal citizens.

*Planning Ahead: Living at Home: A Short Paper from the Adaptations Working Group (2013)* set out recommendations in relation to adapting for change and planning ahead and living at home. The Adaptations Working Group was set up in 2011 with a remit to explore ways to achieve the best possible outcomes for older people and disabled people from investment in housing adaptations.

*The Housing Scotland Act (2006)* requires local authorities to provide assistance with reinstatement of any property which has previously been adapted.

#### **Local Strategic and Policy Context**

*Opportunity and Independence: East Lothian's Joint Strategy for Physical Disability or Hearing or Sight Loss 2013-2020* recognises the importance of 'accessing quality housing'. Actions include;

- A review of good practice in new build housing for people with particular needs
- The development of housing support services with a focus on preventative support i.e. telecare and aids and adaptations
- Developing initiatives to address current and future housing and housing support needs
- Explore and develop social enterprise initiatives to provide assistance with moving home decorating etc.
- Provide households with information and advice with maximises choice and is tailored to meet the preferences of individuals

#### **Changing Demographic Profile**

East Lothian's Joint Strategy for Physical Disability or Hearing or Sight Loss 2013-2020 reports that the prevalence of disability increases with age. The Strategy estimates that in East Lothian, there are over 7,000 people age 65+ with a physical disability. Given the significant proportion of individuals in these age groups with a disability, it is essential that strategic and operational developments for older people are developed with issues of physical disability as a fundamental consideration<sup>79</sup>.

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<sup>79</sup> [http://www.eastlothian.gov.uk/downloads/file/7466/opportunity\\_and\\_independence\\_strategy\\_full\\_version](http://www.eastlothian.gov.uk/downloads/file/7466/opportunity_and_independence_strategy_full_version)

|                  | <b>East Lothian Population</b> | <b>Scotland Population</b> | <b>Estimated People age 65+ in East Lothian with a Physical Disability</b> |
|------------------|--------------------------------|----------------------------|--|
| <b>Age 65-74</b> | 9,238 (9.5%)                   | 464,800 (9%)               | 3,002  |
| <b>Age 75+</b>   | 8,029 (8.3)                    | 401,940 (7.7%)             | 4,014  |

Source: Opportunity and Independence: East Lothian's Joint Strategy for Physical Disability or Hearing or Sight Loss 2013-2020

Table 8.17 shows the number of adults with a physical disability receiving services from East Lothian Council's Adult Wellbeing Service, having been assessed as having critical or substantive levels of need.

|              | <b>Total no. 2010</b> | <b>% 2010</b> | <b>Total no. 2011</b> | <b>% 2011</b> |
|--------------|-----------------------|---------------|-----------------------|---------------|
| <b>16-24</b> | 89                    | 4.6           | 97                    | 4.9           |
| <b>25-34</b> | 104                   | 5.3           | 106                   | 5.4           |
| <b>35-44</b> | 286                   | 14.6          | 263                   | 13.4          |
| <b>45-54</b> | 545                   | 27.9          | 546                   | 27.8          |
| <b>55-64</b> | 931                   | 47.6          | 954                   | 48.5          |
| <b>Total</b> | 1,955                 | 100.0         | 1,966                 | 100.0         |

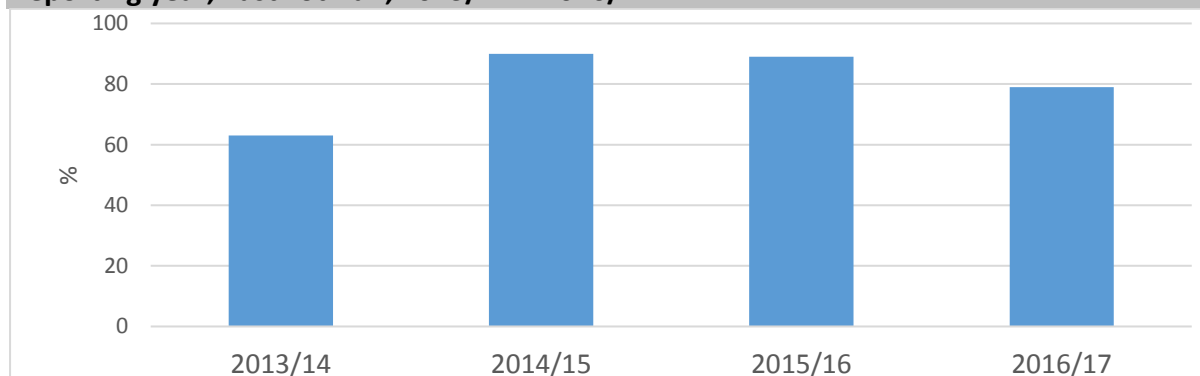
Source: East Lothian Council statistics, 2012

### **Housing Profile, Issues and challenges**

A range of initiatives support independent living and promote the prevention agenda, enabling people to leave hospital and return home as early as possible:

- Major Adaptations** – Adaptations play a key role in enabling people to remain living at home for as long as possible and making best use of existing stock. They can reduce dependence on people-based services such as home care, supporting a more flexible lifestyle. East Lothian Council has a dedicated team to co-ordinate adaptations in Council properties. Graph 8.1 shows that around 80 adaptations are carried out each year, depending on assessed need, with adaptations funded through the Council's Housing Revenue Account. The vast majority of adaptations are wet floor showers.

**Graph 8.1: % of Approved Applications for Medical Adaptations Completed during the Reporting year, East Lothian, 2013/14 – 2016/17**



Source: ARC Return, 2017

An Equipment and Adaptations Partnership Agreement was formally agreed in 2012 to improve joint working in relation to the provision of equipment and adaptations and to streamline the process for individuals.

- **Care and Repair** - Care & Repair East Lothian offers a service to older people and disabled people who are home owners or private tenants who need help and advice on financing and carrying out housing improvements, repairs and maintenance, and/or adaptations such as wet floor showers, stair lifts and ramps. There is a minimum 80% grant available for people whose needs have been assessed as meeting criteria for the adaptation. In 2015, 15% of individuals using the adaptations and repairs service had a physical disability and 48% had mobility issues.
- **Health and Independent Living with Daily Activities (HILDA)** – The HILDA website provides users with information regarding adaptive equipment that they can buy or borrow to help them maintain and improve mobility and other health and social care services. It offers an easy to follow online self-assessment to help pinpoint what kind of support would be useful and puts people in touch with activities, exercise and advice, to keep moving and enjoying life.
- **ELSIE (East Lothian Service for Integrated Care for the Elderly)** - There has been a 20% increase in the capacity of ELSIE to improve its effectiveness in avoiding admission and supporting the return home of patients. ELSIE includes the ‘Hospital to Home’ service to support patients’ care needs if these alter once home from hospital, to avoid unnecessary admissions. This works on a re-ablement model that leads to a reduction in the need for care through time. It maximises, maintains and can improve on a person’s independence by empowering them to manage daily living activities. ELSIE also includes the ‘Hospital at Home’ service which seeks to avoid unnecessary hospital admissions and support the prompt discharge of patients from hospital back to their home in the community. ELSIE has been cited as a model of national good practice<sup>80</sup>.
- **Technology Enabled Care (TEC)** – The focus of TEC is currently on supporting service redesign to ensure TEC is embedded at all key points in the integrated care pathway; encouraging a shift from the technology itself to care supported by technology and trialling new digital equipment to prepare for the transition from analogue to digital technology.

### **Welfare Reform**

Welfare Reform has impacted significantly upon the financial situation of many households containing a family member with a disability and on carers who look after people with a disability. When the Welfare Reform Act (2012) replaced previous benefits and introduced new charges and a tougher sanctions regime, it was estimated that at least half of the benefits cuts (circa £1 billion) would fall on disabled people and their families in Scotland<sup>81</sup>. The Centre

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<sup>80</sup> Changing Models of Health and Social Care, Audit Scotland (2016) a good practice example of ‘overcoming workforce challenges to providing new care models’

<sup>81</sup> Inclusion Scotland (2015)....., p3



for Welfare Reform also argued that the cuts have been ‘targeted’ with disabled people being hit nine times more than non-disabled people<sup>82</sup>.

At the end of April 2017, there were 2,365 claims in payment to individuals in East Lothian. Of these, 48.6% (1,150) were previously claiming Disability Living Allowance and were reassessed as eligible for Personal Independence Payment (PIP) and 51.5% (1,218) were new claimants. The majority of individuals were receiving PIP for a physical condition or disability (64.6%), compared to 35.4% claiming for a psychiatric condition.

**Table 8.18: Priority Outcome 4: A wider range of specialist housing is provided to enable independent living where appropriate, People with a Physical Disability – Key Issues / Challenges and Actions**

| <b>Key Issues and Challenges</b>  |
|---|
| <ul style="list-style-type: none"> <li>• Existing levels of adaptations are insufficient to meet need and demand</li> <li>• Behaviour change in relation to early consideration of health and housing requirements can be challenging</li> </ul>  |
| <b>Actions</b>  |
| <ul style="list-style-type: none"> <li>- Ensure mainstream accommodation is future proofed as far as possible, built to a standard to accommodate wheelchair users and capable of being adapted to suit a range of needs.</li> <li>- Increase levels of adaptations across all tenures</li> <li>- Improve information and advice in relation to early consideration of aids and adaptations among homeowners</li> <li>- Review existing adaptations processes to ensure they are efficient and effective</li> </ul> |

<sup>82</sup> Duffy, Simon (2013) Briefing on How Cuts are Targeted, [www.centreforwelfarereform.org/library/by-date/briefing-on-how-cuts-are-targeted.html](http://www.centreforwelfarereform.org/library/by-date/briefing-on-how-cuts-are-targeted.html)

## 9. Condition, Energy Efficiency and Management of Existing Stock

**Priority Outcome 5: The condition, energy efficiency and where appropriate the management of existing stock is improved.**

### 9.1 National Legislative, Strategic and Policy Context

- **Energy Efficiency**

The Scottish Government has designated energy efficiency as a national infrastructure priority, with the Scottish Energy Efficiency Programme (SEEP) at the cornerstone of this. SEEP will help local authorities to pilot new and innovative approaches to energy efficiency, helping to reduce costs and improve warmth in a range of buildings, including residential homes. Through SEEP, the aim is to transform the energy efficiency and heating of our buildings so that where possible, buildings are near zero carbon by 2035. Minimum standards will play a key role in meeting the ambitions of SEEP.

In 2017, the Scottish Government consulted on proposals to improve the energy efficiency of the worst performing private rented housing and amend the repairing standard to increase condition standards in the sector. Draft regulations will be laid in Parliament in 2018, with a lead in time of five years for changes to the repairing standard, alongside enforcement routes for the proposed new measures. Similarly, the Scottish Government is planning to consult on the role of incentives and standards to help improve owner-occupied homes in 2018.

The Energy Efficiency Standard for Social Housing (EESH) sets out the minimum energy efficiency ratings that social landlords are expected to meet across their housing stock by December 2020. EESH follows on from the Scottish Housing Quality Standard (SHQS), which prior to EESH, was the Scottish Government's principal measure of housing quality across the social rented sector nationally. Local authorities and RSL's required to ensure their stock met all aspects of SHQS by April 2015.

- **House Conditions**

The Enhanced Enforcement Areas Scheme (Scotland) Regulations 2015 enable local authorities to apply for additional discretionary powers so that they can target enforcement action at an area characterised by poor conditions in the private rented sector.

The Housing (Scotland) Act 2006 represented a fundamental change to private sector housing policy, with requirements in relation to a Scheme of Assistance, strategy for Below Tolerable Standard (BTS) dwellings and policy for Housing Renewal Areas. The Act set out the Scottish Government's policy vision as follows:

- A cultural change in attitudes to housing quality in the private housing sector;
- Local authorities leading a marked improvement in the quality of private housing, benefiting owners and the communities they live in;
- Private owners becoming more aware of repair and maintenance responsibilities and more proactive in carrying them out; and
- Private owners investing more to ensure their homes have a sustainable future.

- **Housing Management**

The Antisocial Behaviour etc. (Scotland) Act 2004 introduced a national Landlord Registration Scheme to help local authorities monitor private landlords and ensure that they are fit and proper to let residential dwellings. From April 2006, most private landlords and their agents must register with the local authority in the areas in which they let property. It is an offence to let property without having first made a valid application Registration.

Over and above landlord registration, a National Landlord Accreditation Scheme was launched in 2008. This is a voluntary scheme which provides landlords with a mechanism for demonstrating that management practices are above the minimum standard. Landlords can assure tenants that the tenancy arrangement that they have adheres to higher standards as outlined in the Scottish Core Standards for Accredited Landlords.

The Housing (Scotland) Act 2010 Introduced the Scottish Housing Charter which sets 16 standards and outcomes that all social landlords should be meeting. Following on from this, the Housing (Scotland) Act 2014 aims to protect tenant's interests, support improvements to housing quality and secure better outcomes for communities. It provides landlords with additional powers to address antisocial behaviour through Short Scottish Secure Tenancies.

## **9.2 Local Strategic and Policy Context**

In accordance with the Housing (Scotland) Act 2006, the Council prepared a Scheme of Assistance in 2010 (revised in 2013 and reviewed in 2015), Strategy for Below Tolerable Standard dwellings and a Policy for Housing Renewal Areas.

Landlord registration is operating well within East Lothian. The Council places high importance on ensuring that all landlords who let or seek to let a property are registered, with property advertisements routinely checked to ensure compliance. The process of checking whether landlords are registered is assisted by the Council's Revenue and Benefits Team, who request a valid landlord registration number to be supplied with any Local Housing Allowance (LHA) claim, which is not common practice nationally.

## **9.3 Scale and Nature of Private Sector House Condition Issues**

The East Lothian Private Sector Stock Condition Survey 2012<sup>83</sup> represents the most comprehensive assessment of private house conditions carried out in over 20 years. The Survey provides a good understanding of the scale and nature of private sector stock condition issues, providing information on a geographic, tenure and socio-economic basis. The findings provide a comprehensive picture of disrepair, energy efficiency and fuel poverty across East Lothian, as well as information on the attitudes of owners towards repairs and maintenance.

Key findings from the survey include:

- 54.7% of private sector housing fails the SHQS and 9.3% of dwellings require extensive repairs;
- 2.1% of dwellings fall below the tolerable standard (BTS). 39.7% of all households living in BTS housing have a low income;

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<sup>83</sup> <http://www.eastlothian.gov.uk/lhs>

- Disrepair and poor energy efficiency are most prevalent in the private rented sector and 17.4% of private rented properties fail the Repairing Standard<sup>84</sup>;
- Geographically, disrepair is most prevalent in rural areas and in some town centres
- Low income households and households headed by someone aged over 65 are most likely to live in a property which is in need of extensive repair or has low energy efficiency;
- Only 22% of households perceive there is a requirement to repair their property and only 1.6% consider there to be major repairs required.

While the condition and energy efficiency of housing is generally better than the Scottish average, the survey highlights a number of areas where poor condition / poor energy efficiency is a cause for concern, which continue to be the focus for this LHS. A further key action for this Strategy is to update existing knowledge and understanding of private sector stock condition, through small scale surveys, targeting town centres and rural areas.

- **Scheme of Assistance**

The Scheme of Assistance provides owners and landlords with information, advice and practical assistance, tackling private sector disrepair, helping to implement the BTS Strategy and providing adaptations.

|                | <b>Disabled Adaptations</b> | <b>Assistance under Work Notice</b> | <b>Other Households</b> |
|----------------|-----------------------------|-------------------------------------|-------------------------|
| <b>2012-13</b> | 92                          | 7                                   | 3                       |
| <b>2013-14</b> | 79                          | 13                                  | 12                      |
| <b>2014-15</b> | 64                          | 54                                  | 0                       |
| <b>2015-16</b> | 65                          | 20                                  | 0                       |
| <b>2016-17</b> | 69                          | -                                   | -                       |

Source: East Lothian Council

It is recognised that the Scheme of Assistance is currently delivered on a reactionary basis, rather than proactively as advocated by the Scottish Government. This is primarily as a result of limited resources available to deliver the Scheme of Assistance. The need to deliver a more proactive service is highlighted by the results of the Private Sector Stock Condition Survey (2012) which indicates that awareness of repair and maintenance issues among owners is severely limited. The Survey enables the Council to target those most likely to be living in properties that are in disrepair or have poor energy efficiency. However, the need for owners to take greater responsibility for the condition of their homes requires a culture change the Council alone cannot achieve. A review of effective delivery mechanisms for the Scheme of Assistance, given limited resources, is a key priority for the LHS.

In addition to the Scheme of Assistance, East Lothian Council may use enforcement powers to compel owners to carry out work to improve the condition of their properties.

<sup>84</sup> The Repairing Standard sets out the minimum standard that private rented housing must meet. Private landlords have a statutory obligation to ensure that their properties meet the standard.

<sup>85</sup> - denotes information not available

Enforcement action will only be used as a last resort where owners will not engage with the Council or other owners.

- **Below Tolerable Standard (BTS) Dwellings**

While a broad range of defects are apparent in BTS dwellings, the most common reason for failure relates to a lack of appropriate thermal insulation (69.7%). The cost of improving BTS housing is estimated at £1.892M which equates to an average of £2,698 per dwelling. The costs per dwelling range from under £1,000 to over £12,000.

Variations in BTS housing are evident across East Lothian both geographically and by housing sector. Geographically the highest rates of BTS housing are recorded in rural East areas (8.2%) and within Haddington and to a lesser extent North Berwick town centres (10.6% and 5.3% respectively). With regard to the characteristics of housing stock, rates of BTS failure are higher in the private rented sector, for pre-1919 housing and detached properties.

The most recent estimates show that 219 private rented dwellings (17.4%) are BTS, as shown in Table 9.2.

| <b>Table 9.2: Key Indicators of Housing Condition in Private Rented Sector, East Lothian</b> |                      |                    |
|--|----------------------|--------------------|
| <b>Condition Indicator</b>   | <b>No. Dwellings</b> | <b>% Dwellings</b> |
| <b>Below Tolerable Standard</b>  | 219                  | 5.4                |
| <b>Below Repairing Standard</b>  | 642                  | 17.4               |
| <b>Extensive Repairs</b>   | 840                  | 20.6               |
| <b>Any Repairs</b>   | 2519                 | 61.8               |
| <b>Non SHQS Compliant</b>  | 2896                 | 71.1               |
| <b>Environmental Problems</b>  | 936                  | 23.0               |

Source: East Lothian Private Sector Stock Condition Survey, 2012

The most recent estimates show that 483 owner-occupied dwellings (1.6%) are BTS.

| <b>Table 9.3: Key Indicators of Housing Condition in Owner-Occupied Housing, East Lothian</b> |                      |                    |
|---|----------------------|--------------------|
| <b>Condition Indicator</b>  | <b>No. Dwellings</b> | <b>% Dwellings</b> |
| <b>Below Tolerable Standard</b>   | 483                  | 1.6                |
| <b>Extensive Repairs</b>  | 2,337                | 7.8                |
| <b>Any Repairs</b>  | 13,189               | 43.9               |
| <b>Non SHQS Compliant</b>   | 15,773               | 52.5               |
| <b>Environmental Problems</b>   | 3,797                | 12.8               |

Source: East Lothian Private Sector Stock Condition Survey, 2012

The Private Sector Housing Officer works with the Public Health and Environmental Protection Team to prevent and reduce BTS housing, through a range of information and advice. Enforcement action may be taken as a last resort.

- **Housing Renewal Areas**

East Lothian Council has a Policy on Housing Renewal Areas, which sets out how areas will be identified and what action will be considered. Geographically, the highest rates of extensive disrepair are associated with Haddington, Prestonpans and Tranent town centres and with

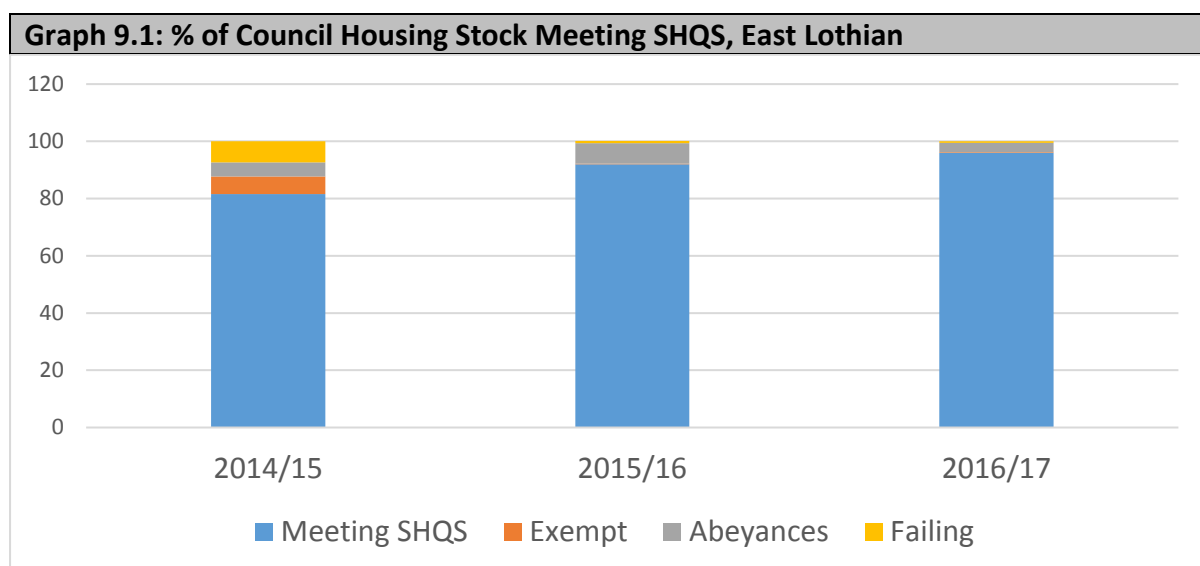
the rural East areas. The Policy on Housing Renewal Areas requires to be updated as a key priority for the LHS. However, while the Policy sets out Housing Renewal Area powers which can be used, it is generally considered that information and advice from the Private Sector Housing Officer and Public Health and Environmental Protection Team is more appropriate.

#### 9.4 Scale and Nature of Social Rented Housing Condition Issues

- **The Scottish Housing Quality Standard**

The Scottish Housing Quality Standard (SHQS)<sup>86</sup> was introduced in 2004 as the Scottish Government’s principal standard of housing quality, with all social landlords required to meet the SHQS as a minimum standard by April 2015. Achieving this Standard was and continues to be a key driver of investment in existing housing stock for all social landlords.

Social housing stock in East Lothian is generally considered to be of good quality, evidenced by the proportion of stock meeting the SHQS. At 2016/17, 96% of Council stock met the SHQS.



Scotland’s Housing Network, 2017

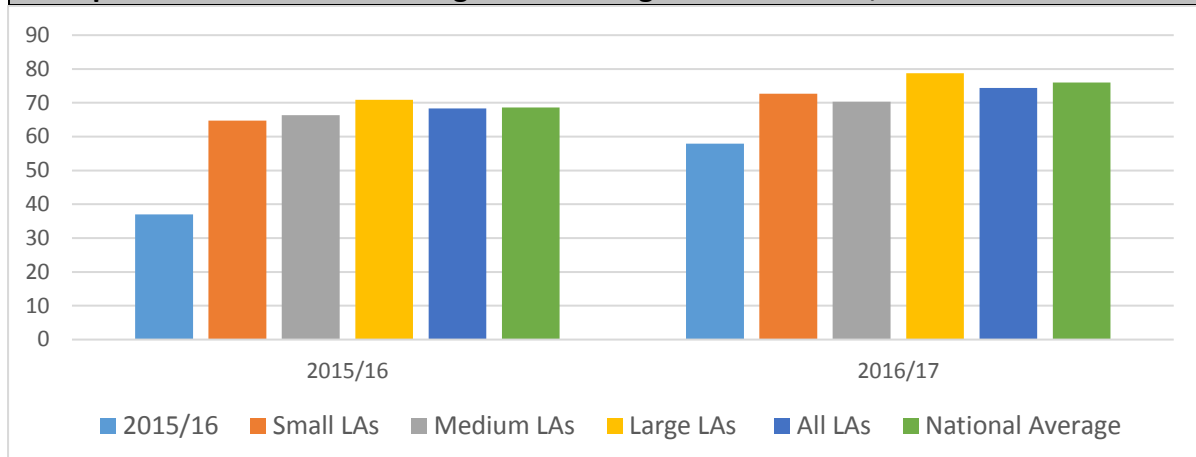
Bringing non-exempt stock up to standard is a key priority for this LHS and will be a key focus of the Council’s Housing Asset Strategy.

- **Energy Efficiency Standard in Social Housing**

The **Energy Efficiency Standard in Social Housing (ESSH)** will assist the sector to meet challenging targets to reduce carbon emissions from our homes. It will help to reduce energy consumption, fuel poverty and the emission of greenhouse gases, contributing to reducing carbon emissions by 42% by 2020 and 80% by 2050. The Council has made significant investment and improved performance with regard to the percentage of stock passing ESSH in 2016/17 compared with the previous year. 58% of stock passed ESSH in 2016/17 compared with 37% in 2015/16. However, this is considerably below the national average of 76% and much work remains to be done. Two surveyors were employed in 2016/17 to carry out validation work and identify further work required to meet ESSH by 2020.

<sup>86</sup> <http://www.scotland.gov.uk/Topics/Built-Environment/Housing/16342/shqs>

**Graph 9.2: % of Council Housing Stock Passing EESSH Standard, East Lothian**



Scotland's Housing Network, 2017

A key priority for the LHS will be the preparation of a Housing Asset Strategy to set out the framework for managing the Council's property portfolio effectively over the next 3 to 5 years. It will guide future strategic property decisions to make ensure the property portfolio is managed sustainably and efficiently, addressing SHQS, EESSH and setting out proposals for reviewing exemptions and abeyance.

### 9.5 Energy Efficiency Performance

The National Home Energy Rating Scheme (NHER) rates dwellings on a scale of 0 (poor) to 10 (excellent) based on the total energy costs per square metre of floor area. A rating of 6 or above is considered good. Results from the most recent Private Sector Stock Condition Survey estimate the average rating for private sector housing in East Lothian to be 7.0 compared to a Scottish average of 6.7. As with BTS housing, below average energy ratings are associate with the private rented sector, pre-1919 housing and detached dwellings. Geographically the lowest NHER ratings are found in the East of the county with the three town centres of Dunbar, Haddington and North Berwick particularly affected together with Tranent town centre in the West.

Across the private and social sector there is evidence to suggest that energy efficiency levels are improving. The Scottish House Condition Survey shows a year on year increase in the proportion of properties in East Lothian in the NHER band 7-10.

Energy Performance Certificates (EPC's) provide information on how to make a property more energy efficient and reduce carbon emissions. EPC's carry ratings that compare the current energy efficiency and carbon emissions with potential figures the house could achieve. The EPC register contains all details of registered EPC's across the county. The average SAP rating in East Lothian is 63.4 compared to 64.0 nationally. A higher rating relates to better energy-efficiency, therefore these results indicate properties in East Lothian have above average energy efficiency.

## 9.6 Property Management

- **Private Rented Sector**

East Lothian's Private Landlord Service was awarded 'Best Landlord Services – Local Authorities and Not for Profit Organisations 2013/14' at the UK Landlord Accreditation Partnership. The Council entered into a partnership with Landlord Accreditation Scotland (LAS) in 2009, in relation to the voluntary national landlord accreditation scheme for private landlords, letting agents and land agents. LAS aims to improve standards in the sector, with private landlords provided with information and training sessions locally.

An East Lothian Private Landlord Forum provides information and advice to local landlords.

- **Social Rented Sector**

The Housing (Scotland) Act 2010 requires Scottish Ministers to set out standards and outcomes which social landlords should aim to achieve and publish these in a Scottish Social Housing Charter. Individual landlords are responsible for meeting these outcomes and standards. East Lothian Council provides an Annual Return on the Charter (ARC) to evidence performance, including in relation to condition, energy efficiency and stock management:

| <b>Table 9.4: ARC Return Performance - Condition, Energy Efficiency and Housing Management, East Lothian</b> |  |                |                |                 |
|--|--|----------------|----------------|-----------------|
| <b>ARC</b>   | <b>Description</b>   | <b>2015/16</b> | <b>2016/17</b> | <b>Movement</b> |
| 9  | % of tenants satisfied with the standard of their home when moving in  | 68.14%         | 75.00%         | + 6.86%         |
| 10   | % of tenants satisfied with the quality of their home  | 84.64%         | 86.04%         | +1.40%          |
| 11   | Average length of time taken to complete emergency repairs   | 5.04%          | 7.38%          | -2.34%          |
| 12   | Average length of time taken to complete non-emergency repairs.  | 13.75%         | 12.75%         | -1.00%          |
| 13   | % of reactive repairs carried out in the last year completed right first time  | 85.90%         | 85.47%         | -0.43%          |
| 14   | % of repairs appointments kept   | 95.64%         | 94.82%         | -0.82%          |
| 15   | % of properties that require a gas safety record which had a gas safety check and record completed by the anniversary date             | 100.00%        | 100.00%        | No change       |
| 16   | % of tenants who have had repairs or maintenance carried out in the last 12 months satisfied with the repairs and maintenance service. | 84.54%         | 90.20%         | 5.66%           |
| 17   | % of tenants satisfied with the management of the neighbourhood they live in   | 89.37%         | 88.29%         | -1.08%          |



**Table 9.5: Priority Outcomes - Key Issues / Challenges and Actions**

**Priority Outcome 5: The condition, energy efficiency and where appropriate the management of existing stock is improved.**

**Key Issues and Challenges**

- A lack of information about the condition of properties, makes it difficult to proactively identify properties in disrepair in the private sector
- A Council Housing Asset Strategy is required to provide strategic direction to decision-making
- Continuing to meet the Scottish Housing Quality Standard while also meeting EESSH is a priority for all social landlords
- Poor stock condition and low levels of energy efficiency are particular issues for the private rented sector, owner occupiers living in rural areas and in some town centres
- A private household that has a low income or is headed by someone aged over 65 is more likely to live in a property which is below tolerable standard (BTS)<sup>87</sup>, in need of extensive repair or has low energy efficiency. These households are least likely to be able to afford to repair or improve their property
- Homeowners and private landlords do not always recognise the need to improve property conditions and energy efficiency. Encouraging owners to recognise this can be particularly challenging
- Further investment is required to improve energy efficiency in existing stock

**Actions**

**Theme 1 – Strategic Approach**

- Carry out full stock condition surveys of existing Council stock by 2020 to inform capital and investment programmes
- Improve knowledge and understanding of stock condition in the private sector, with a focus on town centres and rural areas
- Develop a Housing Asset Strategy
- Review the East Lothian Scheme of Assistance
- Review Policy on Housing Renewal Areas

**Theme 2 – Stock Condition**

- Continue to invest in improvement programmes for existing stock
- Provide suitable adaptations to support independent living for people with specific housing needs
- Ongoing compliance with Scottish Housing Quality Standard (SHQS)
- Review the East Lothian Strategy for Below Tolerable Standard (BTS) dwellings

**Theme 3 – Energy Efficiency**

- Meet Energy Efficiency Standard for Social Housing (EESSH) by December 2020
- Maximise funding opportunities for energy efficiency measures across all tenures

<sup>87</sup> The tolerable standard is the minimum standard for housing to be considered habitable.

## 10. Fuel Poverty and Climate Change

**Priority Outcome 5:** Fuel poverty is reduced and climate change targets exceeded.

### 10.1 Links between Fuel Poverty, Climate Change and Energy Efficiency

Climate change, fuel poverty and energy efficiency are intrinsically linked. Both climate change and fuel poverty can be tackled at the same time, as they have similar root causes and share the same solutions. The key link between climate change and fuel poverty is that fossil fuels are polluting the environment as well as increasing in cost, which subsequently increases energy bills. Fuel poverty and climate change are both exacerbated by housing that is not energy efficient and / or not well insulated. If we can make our homes more energy efficient and tackle fuel poverty, ensuring that people do not have to pay such large energy bills, this will help mitigate climate change and also promote health and wellbeing.

### 10.2 National Legislative, Strategic and Policy Context

**Climate Change:** The Climate Change (Scotland) Act 2009 sets out targets to reduce greenhouse gas emissions across Scotland by 42% by 2020 and by 80% by 2050 compared with levels at 1990. It is generally acknowledged that a considerable contribution can be gained from reducing greenhouse gas emissions from our homes, with housing accounting for around a quarter of Scotland's total emissions<sup>88</sup>. The Scottish Government states:

*'We have a moral responsibility to tackle climate change and an economic responsibility to prepare Scotland for the new low carbon world',*

In accordance with this, a new Climate Change Bill was introduced in 2017, which sets out even more ambitious targets to reduce emissions.

Building around the 2009 Act, the Scottish Government has put in place a strategic framework for action on climate change comprising legislation, policies, plans, practical support and tools. It includes a Sustainable Housing Strategy (2013) which aims to deliver a step change in the provision of energy efficient homes to 2030; Energy Efficiency Action Plan (2010); Energy Efficiency Standard for Social Housing (ESSH) and Climate Adaptation Programme.

**Fuel Poverty:** The Scottish Government is committed to tackling fuel poverty and improving the energy efficiency of Scotland's buildings, including housing. The Fuel Poverty Statement (2002) set November 2016 as the target date to eradicate fuel poverty as far as is reasonably practicable. Scottish Ministers announced in June 2016 that this target would not be met, although a commitment was restated to tackling fuel poverty as a key priority. As part of a long-term national fuel poverty strategy, the introduction of a Warm Homes Bill in 2018 will set a statutory fuel poverty target. This will ensure progress is made towards tackling fuel poverty and support is provided to vulnerable households who are most at risk of fuel poverty.

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<sup>88</sup> <http://www.gov.scot/Topics/Built-Environment/Housing/sustainable/standard>

Once a household has paid for its housing, it is considered to be in fuel poverty if it needs more than 10% of its remaining income to pay for its energy needs, and if this then leaves the household in poverty<sup>89</sup>.

There are four factors which influence both whether a household is fuel poor and levels of fuel poverty:

1. **Low household income** - The costs of heating a property form a greater proportion of total income for those on low incomes.
2. **Fuel costs** - Higher prices reduce the affordability of fuel. Prices of different types of fuels can vary considerably, as can the availability of different fuels in different areas, and of different types of heating systems. This affects the ability of consumers to exercise choice.
3. **Energy efficiency** - The thermal quality of the building and the efficiency of the heating source determine the amount of energy that must be purchased
4. **Behaviour** - The way people use energy in their homes can influence levels of fuel poverty<sup>90</sup>

The relationship between the key drivers of fuel poverty is changeable depending on household circumstances i.e. changes in employment can impact upon households moving in and out of fuel poverty. The relationship between fuel poverty and energy efficiency is also complex. While there have been improvements in the energy efficiency of homes across Scotland, energy price rises have exacerbated fuel poverty and these increases have outpaced improvements in energy efficiency.

### 10.3 Local Strategic and Policy Context

**Climate Change:** The earth's climate is changing. Climate change will impact on everyone, but with rising sea levels and an increase in severe weather, coastal areas such as East Lothian are more at risk, at least where flooding is concerned. In order to prevent social and economic losses as flooding from severe weather becomes more common, building resilience in our coastal communities and households within close proximity of rivers and streams is critical.

Over the next fifty years, East Lothian is likely to experience warmer and wetter winters with heavy downpours and warmer drier summers (as shown in Table 10.1) and increasing risk of extreme weather i.e. drought and heatwaves<sup>91</sup>. The occurrence of frost and snowfall is likely to reduce. Haddington, Musselburgh and West Barns are at particular risk of flooding and heavy downpours, with flood protection schemes in place and coastal defences in place at Prestonpans. Climate change will impact upon housing, not just in terms of flooding etc. from

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<sup>89</sup> The full definition is as follows: They need to spend more than 10% of their after housing cost (AHC) income on heating and electricity in order to attain a healthy indoor environment that is commensurate with their vulnerability status; and If these housing and fuel costs were deducted, they would have less than 90% of Scotland's Minimum Income Standard as their residual income from which to pay for all the other core necessities commensurate with a decent standard of living.

<sup>90</sup> Until recently it was broadly accepted that there were 3 factors influencing fuel poverty levels, with household behaviour now recognised as a fourth factor.

<sup>91</sup> <http://ukclimateprojections.metoffice.gov.uk/23907?emission=medium>

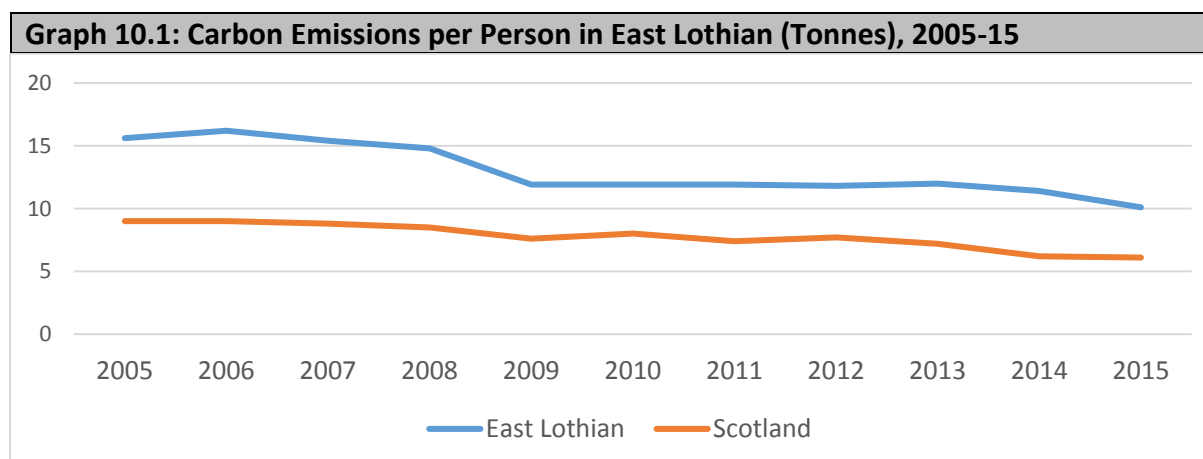
extreme weather, but subtle changes in weather will impact upon energy use within our homes.

| Table 10.1: Climate Projections, Scotland East, 2020's – 2080's |                  |                        |                        |                        |        |
|---|------------------|------------------------|------------------------|------------------------|--------|
|   |                  | 2020's                 | 2050's                 | 2080's                 | Trend  |
| Winter  | Mean temperature | 1.1°C<br>(0.2°C-2.0°C) | 1.7°C<br>(0.7°C-2.9°C) | 2.2°C<br>(1.0°C-3.7°C) | Warmer |
|   | Precipitation    | 4% (-2%-12%)           | 10% (1%-20%)           | 12%<br>(1%-25%)        | Wetter |
| Summer  | Mean temperature | 1.4°C<br>(0.6°C-2.4°C) | 2.3°C<br>(1.1°C-3.9°C) | 3.5°C<br>(1.8°C-5.7°C) | Warmer |
|   | Precipitation    | -6%<br>(-17%-7%)       | -13%<br>(-27%-1%)      | -17%<br>(-33%-0%)      | Drier  |

Source: UK Climate projections, Met Office, 2017

East Lothian Council signed up to the Climate Change Declaration in 2007 to limit emissions and subsequently prepared an East Lothian Environment Strategy 2010-15. The Council is currently preparing an East Lothian Climate Mitigation and Adaptation Strategy for the period 2018-28, setting out a strategic approach to reducing emissions and adapting to our changing climate.

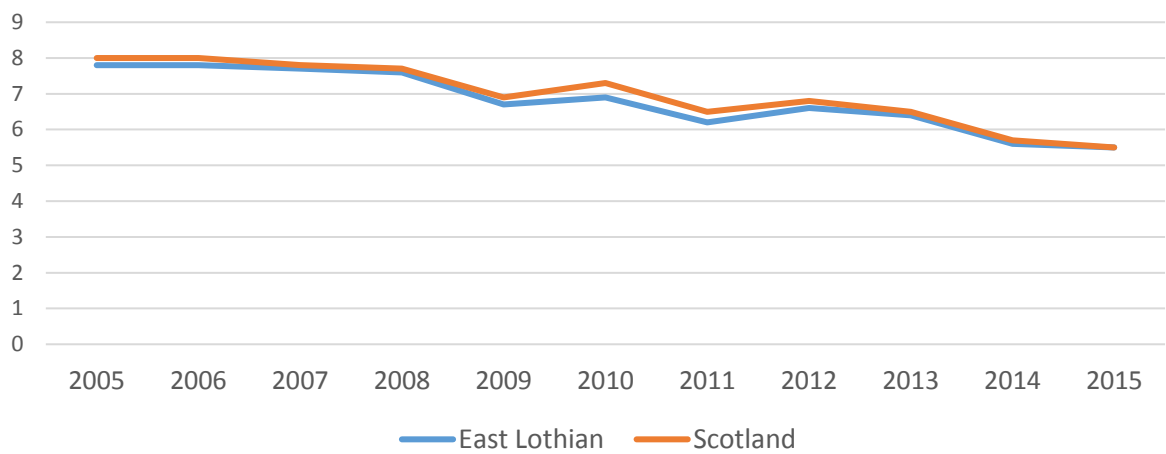
Carbon emissions were 10.1 tonnes per person in East Lothian in 2015, compared with 15.6 tonnes per person in 2005. Figures are high compared to the national average due to high levels of emissions from Tarmac's Dunbar Cement Plant and relatively high levels of emissions from road transport, given the rurality of East Lothian's towns and villages.



Source: <http://naei.beis.gov.uk/data/local-authority-co2-map>

It is also helpful to consider CO2 emissions per person that are 'within the scope of influence of local authorities', excluding emissions from large industrial installations; motorway traffic; diesel railways and land use / forestry. It is clear that CO2 emissions per person are also reducing with regard to emissions within the scope of East Lothian Council, with Graph x showing a similar pattern to the national picture. It is anticipated that implementing an East Lothian Climate Change Mitigation and Adaptation Strategy will encourage emissions per person to reduce further in future years.

**Graph 10.2: Carbon Emissions per Person in East Lothian 'Within the Influence of Local Authorities', (Tonnes)**



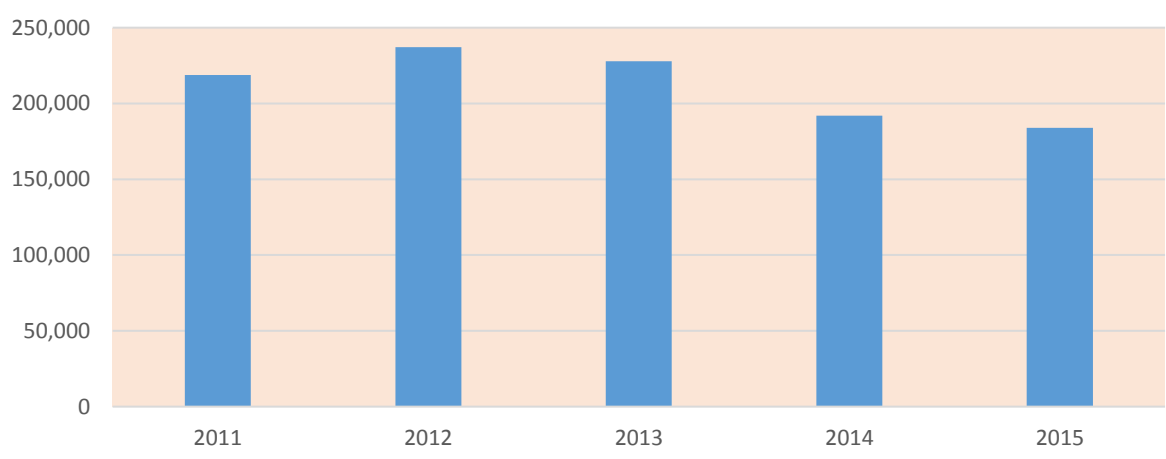
Source: <http://naei.beis.gov.uk/data/local-authority-co2-map>

#### 10.4 Climate Change and Housing

Our climate impacts upon energy use within our homes and how we use energy impacts upon climate change. The temperature difference between the outside and inside of our homes in winter is critical to influencing energy use within the home. If a household heated its home to 25°C during winter, the house would use more energy compared with heating a house to 15°C during summer. Energy from housing is therefore a critical contributor to carbon emissions and climate change.

The carbon footprint for housing in East Lothian is 184,000t/C02 in 2015, shown in Graph x. It is evident this has been reducing year on year from 2012 onwards<sup>92</sup>.

**Graph 10.3: Carbon Footprint for Housing in East Lothian 2011-15**



Source: National Atmospheric Emissions Inventory

East Lothian's population has risen from 99,920 to 103,050 during the period 2011-15. This is an increase of 3.1% compared to an increase of 1.4% nationally. Given the sizeable increase

<sup>92</sup> <http://naei.beis.gov.uk/data/local-authority-co2-map>

in population and increasing expectations generally with regard to warmth and comfort during winter months, it is reassuring that emissions from housing are continuing to reduce. It is evident from Table 10.2 that emissions from housing account for 18% of the overall emissions total during 2015. However, if Tarmac’s Dunbar Cement Plant (Large industrial installations) is taken out of the equation, housing accounts for 30% of all emissions. Housing therefore represents a significant opportunity to cut energy use and carbon emissions.

| <b>Table 10.2: East Lothian Emissions, 2015</b> |                 |
|---|-----------------|
| <b>Sector</b>                                   | <b>CO2 (kt)</b> |
| Industry & Commercial Electricity               | 95              |
| Industry & Commercial Gas                       | 38              |
| Large Industrial Installations                  | 431             |
| Industrial & Commercial Other Fuels             | 39              |
| Agricultural Combustion                         | 14              |
| <b>Domestic Electricity</b>                     | <b>67</b>       |
| <b>Domestic Gas</b>                             | <b>98</b>       |
| <b>Domestic Other Fuels</b>                     | <b>19</b>       |
| Road Transport (A roads)                        | 136             |
| Road Transport (Motorways)                      | 0               |
| Road Transport (Minor roads)                    | 58              |
| Diesel Railways                                 | 1               |
| Transport Other                                 | 1               |
| LULUCF Net Emissions                            | 47              |
| <b>Total for all Sectors</b>                    | <b>1,045</b>    |

Source: National Atmospheric Emissions Inventory

In East Lothian, increasingly wetter winters and sudden heavy downpours will mean it is important to direct rainwater and meltwater away from housing, paved areas etc. Given the likelihood of higher groundwater levels, higher water levels in our rivers and streams, increased storms and flooding, it is important that our homes are designed to accommodate a changing climate, with appropriate drainage and other safeguards built in to guard against seepage and flooding. In the longer term, homes in high risk areas of East Lothian i.e. due to coastal erosion or flooding, must be future-proofed against collapse and / or loss of value. In contrast, warmer drier summers and heatwaves will affect the indoor climate of buildings and necessitate cooling systems.

### **Vulnerability to Climate Change**

Different groups can be particularly vulnerable to the effect of climate change on housing. While there is a general perception that older people ‘feel the cold’, older people are also more vulnerable to overheating and prolonged heatwaves. With an ageing population across the county, it will be important to factor climate change into the design of specialist housing for older people. Similarly, Gypsy Travellers and Travelling Show-people are likely to be more susceptible to climate change, although for different reasons. Given their distinct accommodation requirements and importance of the immediate outdoor environment. It will

be important to ensure adequate drainage is in place, to withstand higher groundwater levels. We also need to consider generally how social and economic vulnerability will impact upon the ability of people to cope with flooding, taking account of inequalities and patterns of deprivation identified across the county.

### Existing Housing

The contribution to climate change from housing is predominantly through the consumption of energy (mainly fossil fuels) used to heat and power our homes. House condition, stock characteristics and levels of energy efficiency all directly influence the contribution of housing to climate change.

- **House Condition**

Mitigating climate change and tackling fuel poverty are key drivers in respect of improving the condition of housing stock across the county. If we are to achieve high quality, low carbon homes by 2030, improving the physical condition of our homes must play a key role in this.

The physical condition of social housing is broadly considered to be of good quality across the county, with 96% of Council housing meeting the Scottish Housing Quality Standard in East Lothian in 2016/17 compared to 93.6% nationally.

With a significant proportion of private housing (76.4%), it is important that high standards of house condition are maintained in the private sector. The East Lothian Scheme of Assistance seeks to support home owners and private landlords to invest appropriately, to ensure their homes are sustainable in future years.

The proportion of owner occupied dwellings with evidence of disrepair is 77% compared with 71% nationally, according to a national survey<sup>93</sup>. It is clear that there are a considerable number of owner occupiers living in housing which is in disrepair. A more detailed local survey found that disrepair and poor energy efficiency are most prevalent in the private rented sector and 17.4% of private rented properties fail the Repairing Standard<sup>94</sup>. Geographically, disrepair in private housing is most prevalent in rural areas and in some town

CO2 is the most important greenhouse gas from housing, as it is most closely related to energy use in homes.

The number of homes is increasing, which means growing pressure on carbon emissions, although emissions from housing is reducing, which is encouraging.



Households on low incomes are likely to be hit harder by rising energy costs, spending a higher proportion of their income on energy and tending to use less if prices increase, giving rise to fuel poverty

The Council is accelerating home energy efficiency improvements, to tackle fuel poverty, which will have a positive impact on climate change.

<sup>93</sup> Scottish House Condition Survey 2013-15

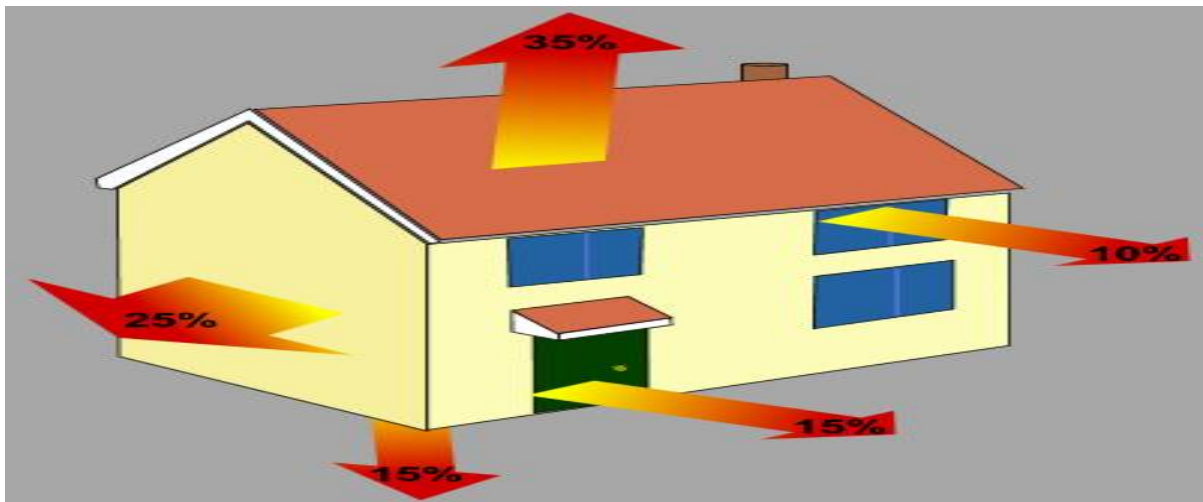
<sup>94</sup> The Repairing Standard sets out the minimum standard that private rented housing must meet. Private landlords have a statutory obligation to ensure that their properties meet the standard.

centres. Low income households and households headed by someone aged over 65 are most likely to live in a property which is in need of extensive repair or has low energy efficiency<sup>95</sup>.

- **Stock Characteristics**

Energy use tends to correlate with the size of the dwelling as opposed to the size of the household. For example, people tend to use a similar amount of heating in their home, or use a fridge freezer, regardless of whether they live alone or with others.

House type is also significant as heating energy is related to the roof / external wall / window area. Generally, flats typically have less external wall area relative to floor area (meaning less heat loss in winter), compared with detached houses, which generally have more external wall area and more windows (meaning more heat loss in winter).



- **Energy Efficiency**

Insulation and the energy efficiency of heating systems is in part related to the age of housing stock. Generally, older homes have poor insulation and where properties have solid walls, it can be difficult to bring up to current insulation standards.

Home ownership can impact upon the energy efficiency of housing. Over the last ten years, the focus in East Lothian and nationally has been on improving social housing to the Scottish Housing Quality Standard (SHQS). Following on from this, attention is currently on achieving the Energy Efficiency Standards for Social Housing (EESH).

It tends to be easier to access energy efficiency improvements for households living in social housing. In contrast, homes in the private rented sector are typically less well insulated, both locally and nationally. Private landlords have limited incentives to install energy efficiency measures, as living elsewhere, they would not gain from the added warmth and comfort or cheaper bills. Similarly, home owners are more likely to invest in a new kitchen or bathroom than insulation. Measures to combat poor energy efficiency are progressing slowly in the private sector compared with improvements to social housing. It is anticipated that the

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<sup>95</sup> East Lothian Private Sector Stock Condition Survey, 2011



Scottish Government's forthcoming policy change on Regulation of Energy Efficiency in the Private Sector (REEPS) will make a difference and support improvements in the private sector.

There are five key trends relating to the energy efficiency of housing stock in recent decades:

- People now run their homes at significantly higher temperatures during winter months
- Most homes now have central heating, increasing the amount of energy used for heating unless adequate energy efficiency measures are put in place.
- A growth in central heating predominantly fuelled by gas, has brought about improvements in the carbon efficiency of heating
- The rate homes lose heat during winter has fallen sharply during the last four decades
- In new and existing homes, energy efficiency related policies have helped drive the take up of efficiency measures i.e. condensing boilers; double glazing and loft / cavity wall insulation<sup>96</sup>.

### **10.5 New-Build Housing and Projected Household Change**

With significant levels of new-build housing anticipated in East Lothian over the next five years, it will be critical for new-build housing to be as energy efficient and low carbon as possible. Rising numbers of households are projected across the county, combined with a trend towards smaller households and more people living alone. This will have implications for energy use within our homes as a growth in household numbers and reducing average household size is likely to lead to a higher rate of emissions per person.

An ageing population will also contribute to a higher rate of emissions per person, given that increasing numbers of people will spend more time at home during working hours. This is likely to be exacerbated further by changing and more flexible working patterns i.e. working from home.

### **10.6 Climate Change, Fuel Poverty, Health and Wellbeing**

Links between poor housing and poor health are clear throughout this document. What is perhaps not as clear-cut is the relationship between housing, health and climate change. Climate change is considered to be a 'threat multiplier', amplifying pre-existing health problems and inequalities<sup>97</sup>. With a pronounced pattern of higher levels of deprivation concentrated in the west of the county (Musselburgh, Wallyford, Tranent and Prestonpans) and health trends broadly reflective of this, these areas are generally likely to be more susceptible to the health impacts of climate change. In addition, climate change will impact upon health with regard to changing patterns of temperature-related mortality, increased

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<sup>96</sup>

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/345141/uk\\_housing\\_fact\\_file\\_2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/345141/uk_housing_fact_file_2013.pdf)

<sup>97</sup> [http://www.parliament.scot/ResearchBriefingsAndFactsheets/S4/SB\\_12-26rev.pdf](http://www.parliament.scot/ResearchBriefingsAndFactsheets/S4/SB_12-26rev.pdf)

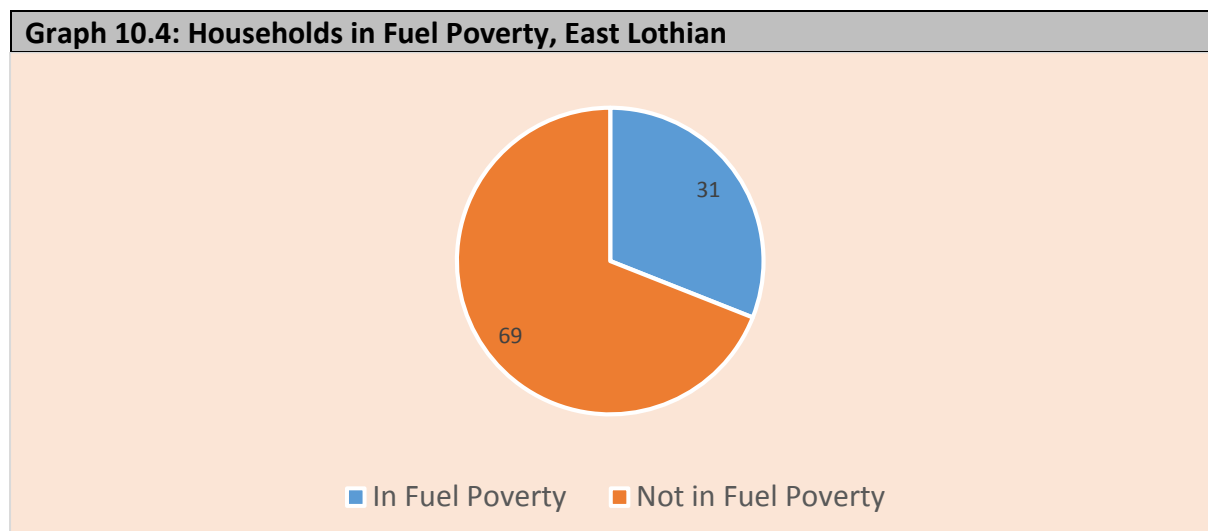
incidence of respiratory, water borne and food-borne diseases and the effects of more frequent flooding<sup>98</sup>.

There are measurable health impacts of fuel poverty and cold housing. Fuel poverty can negatively impact upon mortality rates among older people; mental health; developmental status of children and severity of asthmatic symptoms. Cold housing may have negative impacts upon the educational attainment, emotional resilience and wellbeing of children and affect dexterity, potentially increasing the risk of accidents in the home.

### 10.7 Extent, Location and Nature of Fuel Poverty

While climate change and fuel poverty have similar root causes and share the same solutions, it is acknowledged that not all energy-efficiency improvements to housing will lead to the same reduction in energy use and CO2 emissions. For those households living in unacceptable standards of 'comfort', and for households in fuel poverty, more than half of any efficiency improvement is likely to be taken in the form of increased temperatures within the home.

Almost a third (31%) of households are fuel poor in East Lothian compared with 34% nationally (2013-15) as shown in Graph 10.4.



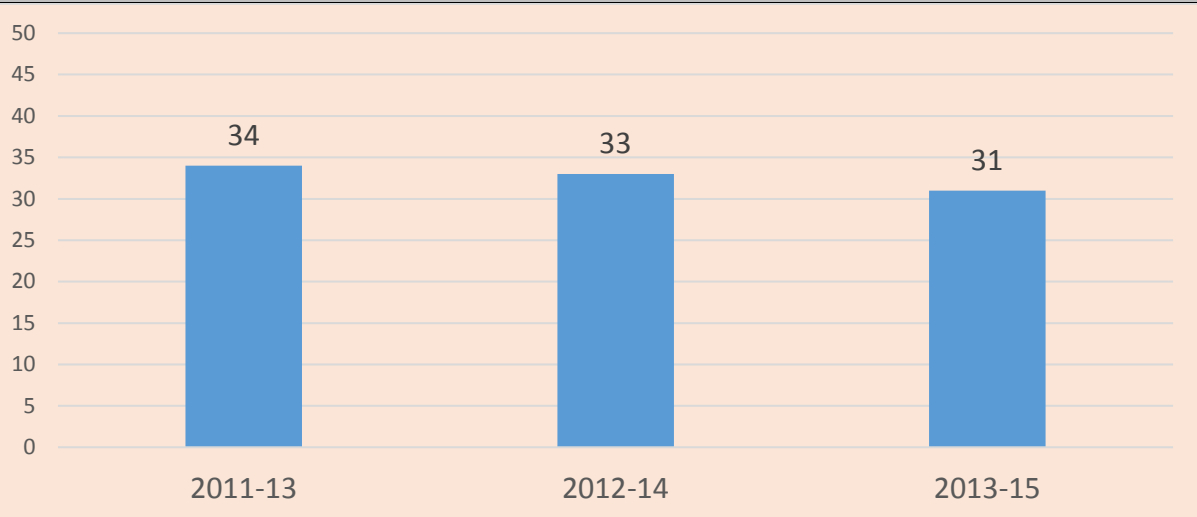
Source: Scottish House Condition Survey 2013-15

6% of households in East Lothian are in extreme fuel poverty, slightly lower than the national average of 9% (2013-15) compared with 9% and 10% respectively (2011-13 results).

It is clear from Graph 10.5 that fuel poverty is reducing both in East Lothian and nationally. 34% of households were classed as fuel poor in East Lothian (2011-13 results) compared with the latest figures, showing 31%.

<sup>98</sup> [http://www.parliament.scot/ResearchBriefingsAndFactsheets/S4/SB\\_12-26rev.pdf](http://www.parliament.scot/ResearchBriefingsAndFactsheets/S4/SB_12-26rev.pdf)

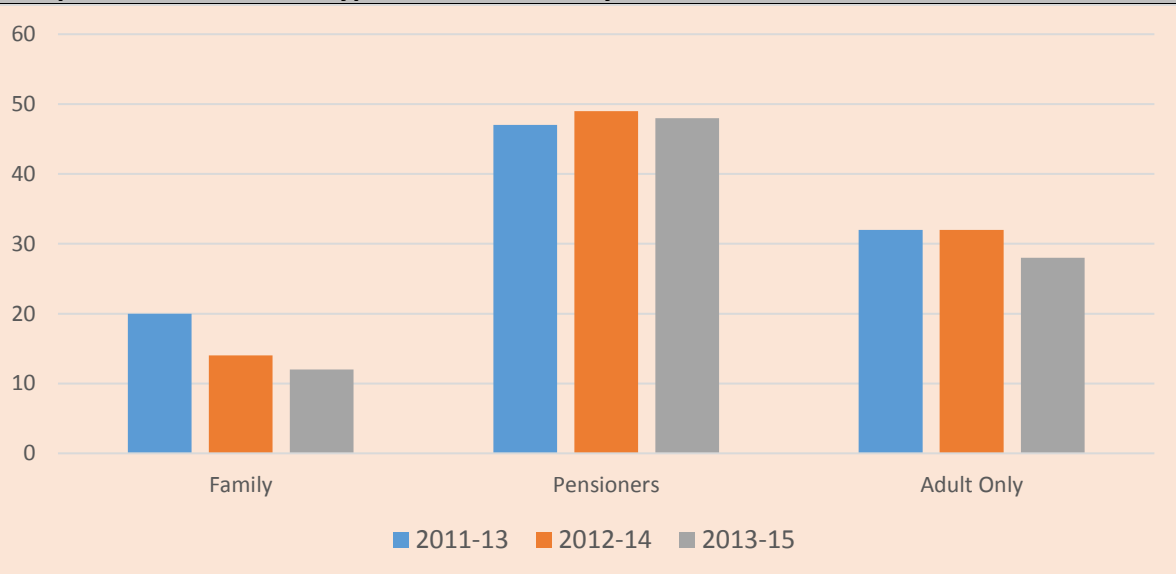
**Graph 10.5: % of Households in Fuel Poverty in East Lothian 2011-13 – 2013-15**



Source: Scottish House Condition Survey 2011-13 to 2013-15

Fuel poverty particularly affects households headed by an older person, with 48% of older person households in fuel poverty compared with 12% of families and 28% adult only households, shown in Graph 10.6. The correlation between extreme fuel poverty and older people is even clearer, with 10% of older people identified as being in extreme fuel poverty compared with 0% families and 7% other households. This pattern is similar across Scotland.

**Graph 10.6: Household Type and Fuel Poverty in East Lothian %**



Source: Scottish House Condition Survey 2011-13 to 2013-15

Evidence suggests a high proportion of households headed by a young person are in fuel poverty in East Lothian<sup>99</sup>. There is also a correlation between fuel poverty and both town centres and rural areas, reflecting the national picture<sup>100</sup>. Rural areas tend to be off grid, while town centres typically have higher concentrations of private rented housing, housing in disrepair and tenements with multiple owners, all associated with fuel poverty.

<sup>99</sup> East Lothian Private Sector Stock Condition Survey, 2011

<sup>100</sup> The Likelihood of Being Fuel Poor in Rural Scotland, The Scottish Government 2016

## 10.8 Addressing Climate Change and Fuel Poverty

All available resources are and will continue to be used in East Lothian to achieve the maximum contribution for tackling fuel poverty, reducing greenhouse gas emissions and maximising take-up in the numbers of households benefitting from eligible fuel poverty and energy efficiency programmes. Efforts to tackle fuel poverty and mitigate climate change locally, covers five key areas:

- **Information and Advice:** Home Energy Scotland is a network of local advice centres providing free impartial advice across Scotland on energy saving, renewable energy, sustainable transport, waste prevention etc. In South-East Scotland, approximately 80% of advice provision relates to home owners and 10% to private landlords / tenants, with referrals to the scheme mostly from private sector households. It is clear that the rate of improvement in the private sector must be accelerated, while maintaining rates of improvement in social housing. Independent research published in 2017 identified that nationally, the largest number of face-to-face in-home fuel poverty projects / services are found in East Lothian, with the exception of Edinburgh and Glasgow<sup>101</sup>. While this is positive, it is important that engagement is to a large extent focused on the private sector, reflecting identified issues and challenges.

Certain groups considered to be particularly vulnerable to fuel poverty are likely to require more targeted support. These groups consist mainly of households that are more likely to be at home for longer periods of time, live in energy inefficient homes or are on a low/fixed income. Groups particularly vulnerable to fuel poverty, currently targeted by information and advice agencies include:

- Older people
  - Permanently sick or disabled people
  - Families with young children
  - People living on a low or fixed income, or unemployed
  - People living in overcrowded conditions
  - People living in energy inefficient homes or homes in disrepair, with a specific focus on town centre properties (private rented sector and tenements with multiple owners) and rural off grid areas.
- **Home Energy Efficiency Programme Scotland:** This Scottish Government funded programme helps households to make energy-saving home improvements through insulation and other energy efficiency measures. It includes a number of schemes including:
    - **HEEPS Area Based Scheme (HEEPS ABS):** This scheme is run by local authorities to develop and deliver energy efficiency programmes (mainly solid wall insulation) in private sector housing, targeting fuel poor areas. Providing energy efficiency measures delivers carbon savings, makes homes warmer and cheaper to heat and helps to

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[https://www.cas.org.uk/system/files/publications/changeworks\\_facing\\_fuel\\_poverty\\_research\\_report\\_final.pdf](https://www.cas.org.uk/system/files/publications/changeworks_facing_fuel_poverty_research_report_final.pdf)

reduce fuel poverty. In East Lothian, the area-based schemes are designed and delivered by the Council alongside local delivery partners. The schemes are geographically based and the Council has benefitted from economies of scale when measures have been carried out in certain areas, taking the opportunity to also improve the energy efficiency of its own stock. At end December 2017, over £1.5m of HEEPS-ABS measures have been completed comprising external wall insulation in Musselburgh and Macmerry and insulation work in Prestonpans and Tranent.

- **HEEPS Warmer Homes:** This scheme is designed to help vulnerable people make their homes warmer and more comfortable by installing a range of energy saving measures. The scheme includes microgeneration measures, offering a wider range of heating options to off-gas households. Assistance is available to homeowners and private sector tenants struggling to heat their home, who have lived in the property for at least twelve months and meet the qualifying criteria and conditions. It seeks to improve the fabric and energy efficiency of private sector homes through insulation and heating measures. In East Lothian, cavity wall and loft insulation measures have been carried out across the county, alongside the installation of energy efficient gas boilers. This scheme helps to accelerate the rate of improvement in private housing, whilst maintaining rates of improvement in the social sector.
- **HEEPS Loans:** The Scottish Government provides interest free loans through Home Energy Scotland to homeowners and private sector tenants to require to top up energy efficiency measures i.e. boilers, insulation, double glazing etc. In East Lothian, some loans have been taken up by homeowners to make up the difference between the cost of the installation of external wall insulation and funding from HEEPS-ABS.
- **Scotland's Energy Efficiency Programme (SEEP):** The Scottish Government has designated energy efficiency as a national infrastructure priority. SEEP is a critical component of this, seeking to help local authorities to pilot new and innovative approaches to energy efficiency and help reduce costs / improve warmth in homes. By 2035, through SEEP, the Scottish Government aims to transform the energy efficiency and heating of buildings across Scotland, to enable buildings to be near zero carbon where practicable.
- **Energy infrastructure and renewables:** The Scottish Government is consulting on proposals to create a statutory framework for Local Heat and Energy Efficiency Strategies and develop a policy and regulatory system to enable a strategic approach to accelerate the delivery of district heating. The Council is committed to working with the Scottish Government to ensure climate change and fuel poverty targets are met.

Analysis shows that there is a potential energy 'market' of £80.4m for gas and electricity in East Lothian (domestic & non-domestic). This is based upon average domestic gas and electricity bills and average non-domestic price per KWh for gas and electricity during 2014<sup>102</sup>. In terms of gas consumption in 2014 (latest figures available) there were 38,000 domestic consumers consuming on average 13,842 KWh and 357 non-domestic consumers with an average consumption of 564,293 KWh. Over the period 2005-2014 there was a sustained decrease in the average domestic consumption of gas. In terms of electricity consumption in 2014 there were 48,000

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<sup>102</sup> Analysis of the UK Government's Energy Statistics

domestic consumers consuming on average 4,009 KWh and 3,418 non-domestic consumers with an average consumption of 70,438 KWh.

An Energy Transformation Programme and corresponding Transformation Board were established in 2016 to explore options in east Lothian for providing affordable, sustainable low carbon energy to residents and businesses in the local area and to promote improvements in energy efficiency, while at the same time supporting the delivery of Scottish and UK Government objectives and increasing energy security. The success of the Project will be measured by tracking the number of energy schemes which it has helped deliver and its achievement of a number of objectives including:

- Generating income
- Increasing the proportion of energy sourced from renewables
- Increasing partnering activity and the number and range of energy efficiency projects.
- Reducing energy consumption
- Reducing carbon emissions
- Reducing energy costs
- Creating jobs through sustainable energy projects.
- Reducing the number of people in fuel poverty.

Initially the project aims to:

- Develop an integrated energy management framework by preparing an energy baseline for East Lothian, identifying local challenges and opportunities including calculating how much East Lothian spends on all types of energy products and services (e.g. utility bills, energy efficiency measures etc.): determining how much is locally sourced.
- Develop an East Lothian Climate Change Mitigation and Adaptation Strategy
- Develop a pipeline of investor ready, prioritised energy projects and review options to utilise new forms of start-up and turnkey finances.

A potential district heating scheme is being explored at the Blindwells site, situated between Tranent and Port Seton / Cockenzie. The feasibility of solar farms near Carberry, Whitecraig and Musselburgh are also being considered, which may qualify for SEEP funding. This is anticipated to make housing more energy efficient, reduce fuel poverty and reduce greenhouse gas emissions.

| <b>Table 10.3: Priority Outcome 6 – Key Issues / Challenges and Actions</b>   |
|---|
| <b>Priority Outcome 6: Fuel Poverty is reduced and climate change targets exceeded</b>  |
| <b>Key Issues and Challenges</b>  |
| <ul style="list-style-type: none"> <li>• The number of households is projected to increase, with average household size reducing. A combination of this together with ambitious housing supply targets, means it is likely that there will be significantly more homes across the county by 2023. More households will mean more energy use.</li> <li>• It will be critical to change behaviour in relation to the use of energy across all tenures although tacking behaviour change is challenging</li> </ul> |

- The rate of improvement of energy efficiency in the private sector requires to be accelerated while at the same time, maintaining rates of improvement in social housing, to improve both climate change and levels of fuel poverty
- National climate change targets and fuel poverty targets are becoming more ambitious and increasingly challenging to meet
- Vulnerable older people tend to be more at risk of fuel poverty relative to other household groups
- Households living in rural areas and town centres (particularly those living in the private rented sector and in tenements with multiple owners) have a high correlation with fuel poverty

#### **Actions**

##### **Theme 1 – Exceeding Climate Change Targets**

- Prepare a Climate Change Mitigation and Adaptation Strategy including local targets, to ensure national targets can be met
- Embed a culture of behaviour change across the county with regard to climate change, i.e. via training and awareness raising

##### **Theme 2 – Reducing Fuel Poverty**

- Improve knowledge of the levels, extent and nature of fuel poverty and energy efficiency of housing, with a focus on town centres, rural areas and hard to treat stock
- Continue to provide / facilitate services to maximise household income / reduce household debt
- Continue to target energy efficiency advice at households most at risk of fuel poverty
- Reduce the cost of fuel to households and communities where practical via a range of measures

##### **Theme 3 – Energy Infrastructure**

- Develop an integrated energy management framework
- Investigate the feasibility of district heating systems, biomass and PV

## **11. Monitoring and Evaluation Framework**

Scottish Government's LHS Guidance sets out a draft template for monitoring outcomes. This template has been used as a basis for the East Lothian LHS Monitoring Framework which outlines the key indicators and targets for the LHS 2018-23. A formal annual review of progress in relation to LHS outcomes will take place in June of each year, with the monitoring framework enabling the impact of progress in relation to LHS actions to be measured against key indicators.

Annual LHS progress reviews will be carried out by the East Lothian LHS Project Team. A formal report will be provided to the East Lothian Housing Partnership, Safe and Vibrant Communities Partnership and the Council's Cabinet, no later than end of September each year, with progress reports made publicly available on the Council's website. Progress in relation to actions around independent living and specialist provision will be reported to the Health and Social Care Partnership via appropriate structures.

A detailed list of key achievements, actions achieved in part / not achieved and actions no longer applicable is available at Appendix 1 of this document.



## Appendix 1: Key Achievements of the LHS 2012-17

| <b>Outcome 1 – Increase housing supply &amp; improve access to housing including affordable housing</b>                                 |   |             |
|---|---|-------------|
| Provide a detailed assessment of the need and demand for different affordable housing tenures   | HNDA2 complete and approved as 'robust and credible' by the Scottish Government   | March 2015  |
|   | Independent research commissioned by the Council and completed by Retties 'Researching the need and demand for alternative tenures in East Lothian'   | June 2015   |
| Improve knowledge and understanding of the private housing market   | HNDA2 complete and approved as 'robust and credible' by the Scottish Government   | March 2015  |
| Review the Council's planning policy for affordable housing and its associated Guidance note  | Supplementary Guidance on Affordable Housing prepared alongside Housing Technical Note and Statement of Conformity  | Summer 2016 |
| Explore new ways of facilitating the funding of affordable housing  | The Council launched its own affordable discounted sale model in 2015 and has delivered 72 properties to date<br><br>The Council is Continuing to consider new proposed funding models.   | Ongoing     |
| Engage in partnership working to maximise efficiencies and increase delivery of affordable housing                                      | Continuing to engage with RSL's and private developers as appropriate.<br><br>Mid-Market Rent introduced to East Lothian / LAR  | Ongoing     |
| Facilitate delivery of the Scottish Government's Housing Investment Programme   | Grant subsidy has increased over the last 3 years and the Council continued to maximise this investment   | Ongoing     |
| Deliver the Council's new build housing investment programme  | 380 new build Council properties for rent delivered between 2012/13-2016/17   | Ongoing     |
| Examine opportunities to work with partners to overcome funding and infrastructure constraints  | Pinkie Mains development unlocked by front funding the education contribution in lieu of affordable housing. The Council is also looking at opportunities to tap into the Scottish Government's infrastructure fund, however this does not fund education which is the biggest constraint for East Lothian. | Ongoing     |
| Set up an asset disposal framework with Community Planning partners to improve release of land for affordable housing where appropriate | Council Corporate Asset Group in place although no framework set up   | Ongoing     |

|   |   |                              |
|---|---|------------------------------|
| Make best use of existing housing stock   | Review of allocations policy complete / Equipment and Adaptations Partnership Agreement formally agreed   | Ongoing                      |
| <b>Outcome 2: Improve the condition and where appropriate the management of existing housing stock</b>  |   |                              |
| Deliver the Scottish Housing Quality Standard (SHQS) by 2015 & ensure continued future investment   | 96% of stock meets SHQS   | Carry forward to LHS 2018-23 |
| Develop & implement a Private Sector House Condition Improvement Plan using findings from the Private Sector Stock Condition Survey (2011)                      | Approved Plan in place, but Private Sector Housing Team no longer in place to deliver. Review of plan required, given Council restructure   | Carry forward to LHS 2018-23 |
| Investigate the feasibility of extending the Scheme of Assistance to include initiatives which encourage regular maintenance of private sector housing          | Changes to Scheme of Assistance approved May 2013. Update of Scheme required given realignment of Council services  | Carry forward to LHS 2018-23 |
| Investigate the feasibility of the Council facilitating access to an accessible lending product for households carrying out repairs, maintenance or adaptations | Empty homes loan fund in place. No loans have been taken out & Council resources reduced.   | Remove action                |
| Respond to carbon reduction requirements / targets in relation to housing stock   | A wide range of energy efficiency projects implemented across all tenures   | Ongoing                      |
| Maximise use of resources to increase installation of carbon reduction measures across all tenures including energy efficiency / renewable technologies         | HEEPS: ABS energy efficiency projects in place. Eco-funding levered in as appropriate.  | Ongoing                      |
| Put in place mechanisms to assess performance & customer satisfaction with social housing & related services in accordance with Social Housing Charter          | Monitoring framework in place & ongoing reporting to Regulator. Programme in place for reviewing customer satisfaction & comprehensive satisfaction survey every 3 years. Review of performance management framework complete | Ongoing                      |
| Ensure good quality social housing estates by implementing a programme of estate inspections & take appropriate action where necessary                          | Estate inspections underway & completed in accordance with targets. Process has been reviewed & refined & recommendations taken forward by Project Group  | Ongoing                      |
| Monitor impact of Welfare Reform while ensuring that rent arrears are effectively recovered & levels of arrears reduced   | Corporate working groups established to address Welfare Reform related issues. Issues log established to highlight operational issues. Poverty Commission established and report published                                    | Ongoing                      |
| <b>Outcome 3 – Fewer People Become Homeless</b>   |   |                              |
| Improve knowledge & understanding of homelessness among single adults   | Not progressed  | Carry forward to LHS 2018-23 |

|   |  |                                      |
|---|--|--------------------------------------|
| Assess the need for specialist supported accommodation & non-accommodation based services   | Housing Need Assessment for Specialist Housing & Related Services for Particular Needs Groups drafted  | To be approved alongside LHS 2018-23 |
| Develop services & initiatives which tackle the social exclusion, isolation & health needs of vulnerable homeless people  | New service in place to deliver accommodation & support services for women fleeing domestic violence. Working group established to assess & provide for housing & emergency provision for young people leaving care. Starter flats developed as temporary accommodation for young care leavers | Ongoing                              |
| Develop a range of measures to prevent homelessness including provision of tenancy support to help sustain tenancies  | Housing options advice provided through East Hub & housing options advice training being rolled out & implemented by ELC Community Housing Team  | Ongoing                              |
| Promote access into employment & training for homeless households   | East Lothian Works established - one stop shop for employability<br><br>Funding for Bridges Project Employability post continued   | Ongoing                              |
| Review existing private sector leasing scheme & rent deposit guarantee scheme   | PSL retendered & Orchard & Shipman appointed to provide service  | Ongoing                              |
| <b>Outcome 4 - People with particular needs are able to access &amp; sustain their choice of housing including independent living where appropriate</b>                                       |  |                                      |
| Establish systems to enable ongoing analysis of data in relation to particular needs groups & undertake annual analysis   | Key issues & gaps identified via comprehensive needs assessment & processes in place to address gaps   | Ongoing                              |
| Develop initiatives to address the current & future housing / housing support needs of particular needs groups using the findings from the Housing & Housing Support Needs Assessment 2010/11 | Needs Assessment to be approved as part of a suite of documents comprising LHS 2018-23   | Ongoing                              |
| Review the provision of new build affordable housing for particular needs groups & set a supply target for the provision of future stock  | Housing Need Assessment for Specialist Housing & Related Services for Particular Needs Groups drafted  | To be approved alongside LHS 2018-23 |
| Improve joint working to ensure housing integrated into the strategic planning for particular needs groups  | Terms of reference established for Housing Theme Group & housing links established to IJB group structure  | Ongoing                              |
| Work in partnership with ELC Adult Social Care & others to develop housing support services with a focus on preventative support  | Range of schemes in place i.e. HILDA, telecare house   | Ongoing                              |
| <b>Outcome 5- Fewer People Live in Fuel Poverty</b>   |  |                                      |

|  |   |         |
|--|---|---------|
| Improve knowledge of the levels, extent & nature of fuel poverty                               | Fuel poverty mapping carried out for ELC & areas identified as having high levels of fuel poverty targeted with intervention projects   | Ongoing |
| Continue to facilitate services to maximise household income & reduce household debt           | Households provided with income maximisation & debt advice, via ESSAC or specialist outreach services   | Ongoing |
| Energy efficiency advice is targeted at households most at risk of fuel poverty                | Advice service retendered with a focus on operational efficiency and targeting households most at risk  | Ongoing |
| Reduce the cost of fuel to households & communities where practical, via a range of mechanisms | ELEAS & other outreach services provide advice to households on fuel switching<br>EL has undergone a programme of fuel switching heating systems from solid fuel & electrically heated properties to lower cost heating systems including gas & air source heat pumps | Ongoing |

## Appendix 2: Glossary

### **Appendix 3: Abbreviations**

AHSP – Affordable Housing Supply Programme

CRE – Castle Rock Edinvar

DCHA - Dunedin Canmore Housing Association

ELHA – East Lothian Housing Association

ELSIE – East Lothian Service for Integrated Care for the Elderly

EMPPC – East and Midlothian Public Protection Committee

EESH – Energy Efficiency Standard in Social Housing

EQIA – Equality Impact Assessment

HILDA – Health and Independent Living in Daily Activities

HLE – Healthy Life Expectancy

HNDA – Housing Need and Demand Assessment

HST – Housing Supply Target

LHA – Local Housing Allowance

LHS – Local Housing Strategy

LHSA – Local Housing Systems Analysis

LIF – Local Investment Framework

LIFT – Low Cost Initiatives for First Time Buyers

NSSE – New Supply Shared Equity

OMSE – Open Market Shared Equity

PRS – Private Rented Sector

RSL – Registered Social Landlord

SDPA – Strategic Development Planning Authority

SEA – Strategic Environmental Assessment

SESplan – South East Scotland Strategic Development Plan

SHIP – Strategic Housing Investment Plan

SHQS – Scottish Housing Quality Standard

SIMD – Scottish Index of Multiple Deprivation

TEC - Technology Enabled Care

#### **Appendix 4: LHS Consultation – You Said, We Did**

To be added to the final LHS document following the formal consultation period

**Appendix 5: Integrated Impact Assessment Form - Promoting Equality, Human Rights and Sustainability**





**Integrated Impact Assessment Form  
Promoting Equality, Human Rights and Sustainability**

|                                  |  |
|----------------------------------|--|
| <b>Title of Policy/ Proposal</b> | East Lothian Local Housing Strategy (LHS) 2018-23  |
| <b>Completion Date</b>           | Consultative Draft LHS 2018-23 complete Jan 2018<br>Final LHS 2018-23 anticipated to be published May 2018 |
| <b>Completed by</b>              | Nicky Sandford, Senior Strategy Officer  |
| <b>Lead officer</b>              | Nicky Sandford, Senior Strategy Officer  |

**Type of Initiative:**

- Policy/Strategy
- Programme/Plan  New or Proposed
- Project  Changing/Updated
- Service  Review or existing
- Function
- Other .....

**1. Briefly describe the policy/proposal you are assessing.**

This LHS sets out the strategy, priorities and plans for the delivery of housing and related services across East Lothian from 2018-23.

**Set out a clear understanding of the purpose of the policy being developed or reviewed i.e. objectives, aims, including the context within which it will operate**

The LHS is the sole strategic document for housing in East Lothian, bringing together a wide range of housing related priorities into one place and enabling a co-ordinated response in terms of action. The LHS plays a number of important roles, including:

- Setting out the strategic direction of the Council and its partners to delivering quality housing and related services, to direct investment and meet identified need across the county.
- Outlining the Council’s approach to meeting its statutory housing responsibilities; i.e. in relation to fuel poverty, house condition and homelessness.
- Summarising the response to national housing priorities i.e. the Scottish Housing Quality Standard (SHQS) and ESSH; town centre living; reduction in carbon emissions and supporting the development of sustainable communities, while also reflecting the needs and priorities of the local area.
- Demonstrating how housing can contribute to improvements in health and wellbeing and influencing the effective integration of health and social care.

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

The LHS sets out a wide range of housing related actions, which once implemented will lead to the overall vision being met and six priority outcomes being achieved.

The strategic vision for housing is that by 2023 we will have:

***‘Healthy, sustainable homes in vibrant communities, that meet increasing levels of need, reduce inequalities and improve wellbeing across all stages of people’s lives’.***

Six priority outcomes are identified to inform this vision:

**Priority Outcome 1:** Sustainable and vibrant communities are created and maintained.

**Priority Outcome 2:** The supply of housing is increased and access to housing is improved across all tenures.

**Priority Outcome 3:** Homelessness is prevented as far as possible, with appropriate support in place to promote positive health outcomes and tenancy sustainment.

**Priority Outcome 4:** A wider range of specialist housing is provided to enable independent living where appropriate.

**Priority Outcome 5:** The condition, energy efficiency and where appropriate the management of existing stock is improved.

**Priority Outcome 6:** Fuel poverty is reduced and climate change targets exceeded.

The LHS will build on existing policies and practices, complementing, amending or replacing these as appropriate. An EQIA will be completed when making significant changes to existing policies and subsequent formal approval sought from East Lothian Council.

## 3. Do I need to undertake an Integrated Impact Assessment?

| High Relevance  | Yes/no |
|---|--------|
| 1. The policy/ proposal has consequences for or affects people  | Yes    |
| 2. The policy/proposal has potential to make a significant impact on equality   | Yes    |
| 3. The policy/ proposal has the potential to make a significant impact on the economy and the delivery of economic outcomes | Yes    |
| 4. The policy/proposal is likely to have a significant environmental impact   | Yes    |
| Low Relevance   |        |
| 5. The policy/proposal has little relevance to equality   | No     |
| 6. The policy/proposal has negligible impact on the economy   | No     |
| 7. The policy/proposal has no/ minimal impact on the environment  | Yes    |

**If you have identified low relevance please give a brief description of your reasoning here and send it to your Head of Service to record.**

No / minimal impact upon the environment, identified through Strategic Environmental Assessments. Environmental impacts are contained within the Local Development Plan as opposed to the LHS.

**If you have answered yes to 1, 2, or 3 above, please proceed to complete the Integrated Impact Assessment.**

**If you have identified that your project will have a significant environmental impact (4), you will need to consider whether you need to complete a Strategic Environmental Assessment.**

**4. What information/data/ consultation have you used to inform the policy to date?**

| Evidence                    | Comments: what does the evidence tell you?   |
|-----------------------------|--|
| Data on populations in need | <p>Two <b>SESplan Housing Need and Demand Assessments</b> (SESplan HNDA1 and SESplan HNDA2) have been undertaken, published in 2011 and 2015, providing detailed evidence on housing need across the county. The assessments analyse key housing market drivers in order to estimate future demand for housing. They provide a shared evidence base for the LHS and Local Development Plan. The evidence in HNDAs sets out the scale, nature, tenure and location of housing need and demand for affordable and market housing, broken down by four distinct tenures: Market housing comprising private (owner occupied) and private rented sector housing and affordable housing comprising intermediate tenures i.e. mid-market rent and social rented housing.</p> <p>A <b>Housing Need and Demand Assessment of Particular Needs Groups / Specialist Provision</b> provides estimates of need and demand for specialist provision for a range of particular needs groups. It provides a clear evidence based link between the needs of equality groups set out in SESplan HNDA2 and the outcomes identified in the LHS.</p> <p><b>Local Housing Systems Analysis (LHSA)</b> analyses key elements of the housing system within the wider housing strategy landscape and economic and demographic context. It highlights key emerging trends, projections, issues and challenges, providing a detailed understanding of the local housing system and to what extent it is working well or 'in balance'. It provides evidence on the</p> |

|                                     |  |
|-------------------------------------|--|
|                                     | <p>populations in need in relation to different housing tenures.</p> <p>The report on <b>Researching the Demand and Need for Alternative Tenures in East Lothian, Rettie &amp; Co / North Star Consulting &amp; Research (2015)</b> provides an evidence base of the need and demand for specific intermediate tenures across East Lothian and at local levels. It sets out the populations who may benefit from mid-market housing.</p> <p>Further data sources include the Scottish Index of Multiple Deprivation, Scottish House Condition Survey etc.</p>  |
| Data on service uptake/access       | <p>Consideration is given to service reviews, which provide data on service uptake and outcomes. Consideration is also given to the ability of groups to access services through individual service related EQIAs.</p>   |
| Data on quality/outcomes            | <p>Data on quality / outcomes is derived from a range of sources. The Scottish Social Housing Charter sets out key data in relation to social housing outcomes i.e. data obtained during 2015/16 compared with 2016/17. This enables some consideration of households in need i.e. through analysis of data on homelessness and housing support. The Charter also sets out an equalities outcome and outcomes in relation to Gypsy Travellers.</p>   |
| Research/literature evidence        | <p>A wide range of research / literature evidence informs and underpins the Consultative Draft LHS. This includes wide ranging policy documents i.e. Homes Fit for the 21<sup>st</sup> Century, the Scottish Government's Strategy and Action Plan for the period 2011- 20. It includes subject specific literature i.e. A Place to Stay, a Place to Call Home – A Strategy for the Private Rented Sector (2013). It also includes a range of non-housing specific literature which is still considered helpful in informing the LHS i.e. The Keys to Life, Improving Quality of Life for People with Learning Disabilities, the Scottish Government (2013).</p> |
| Service user experience information | <p>East Lothian Council recognises the value of service user experience / information in informing the Consultative Draft LHS and the importance of mainstreaming equalities. Understanding that some people's views may not readily be heard via the use of traditional engagement methods, 20 focus groups were held during 2016-17. These enabled service user experience information (in relation to vulnerable groups) to influence the LHS, promoting an inclusive approach to consultation from the start of the development process. The groups covered:</p>   |

- BME groups / refugees
- Ex-offenders
- Gypsy Travellers
- Homeless people
- LGBT people
- Older people and their carers
- People with a learning disability and their carers
- People with a mental health condition and their carers
- People with a physical disability and / or visual impairment and their carers
- Young care leavers
- Young vulnerable people

The focus groups provide evidence on the key housing issues and challenges as perceived by vulnerable groups. Attendees at focus groups considered housing related priorities / outcomes; proposed a range of actions to meet those outcomes and contributed towards developing the strategic vision for the LHS. Feedback obtained was also used to inform this Equalities Impact Assessment.

Two large scale events were also held as part of the Draft LHS development process, covering 3 days, which provided a further opportunity for service users to get involved and for the council to take account of their experience.

An 8-week formal consultation period on the Consultative Draft LHS will run from January to March 2018. It is anticipated the consultation document will be distributed to over 200 stakeholders including Council departments, external statutory and voluntary agencies; be widely advertised and made available to the general public with feedback received via facebook, twitter etc.

The East Lothian Diversity Network brings together individuals, community organisations and groups that are interested in equality and diversity issues at a local level. The Network is established as a means to identify and support engagement activities to raise the profile and awareness of equality and diversity issues in East Lothian. An offer will be extended to the East Lothian Diversity Network to meet with representatives to discuss the Consultative Draft LHS during the formal consultation period.

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|  | <p>The Community Care Forum is an integral part of the Joint Planning Structures of Community Care Services, bringing together a range of particular needs groups. An offer will be extended to the Community Care Forum to meet with representatives, service users and practitioners to discuss the Consultative Draft LHS during the formal consultation period.</p> <p>The East Lothian Access Panel works to ensure that the issues affecting disabled people are brought to the attention of East Lothian Council and other partners. Since the development of the Disability Equality Scheme, the panel has expanded the scope of their work and they have become a valuable consultee on a range of equalities issues. An offer will be extended to the Access Panel to discuss the Consultative Draft LHS during the formal consultation period.</p>   |
| <p>Consultation and involvement findings</p> | <p>Findings from consultation and involvement are set out in the document 'You Said, We Did', which underpins the LHS and is set out at Appendix 2 of the final published document. This shows where feedback obtained has influenced the LHS.</p>  |
| <p>Good practice guidelines</p>              | <p>The LHS is informed by LHS Guidance (2014) and Housing Need and Demand Assessment Guidance (2014), both published by the Scottish Government.</p>  |
| <p>Other (please specify)</p>                | <p>In accordance with the Housing (Scotland) Act 2001, the LHS must explain how equality issues have been considered and how statutory public-sector duties have been met. Equalities issues should be embedded throughout the LHS. This must be informed by an EQIA, which equality duties require public bodies to undertake as part of new policies and functions.</p> <p>With regard to equalities, local authorities require to evidence that equalities issues have been addressed through the LHS. In particular:</p> <ul style="list-style-type: none"> <li>• Does the LHS demonstrate that the local authority understands and takes account of the needs of equality groups and there is evidence of effective mainstreaming (mainstreaming means systematically considering equality and diversity at all stages of developing the LHS) of equalities? For example, is there a clear link between the needs of equality groups in the HNDA such as older people, minority ethnic groups, disabled people, young people and Gypsy Travellers and the outcomes identified in the LHS?</li> </ul> |

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|  | <ul style="list-style-type: none"> <li>• Has meaningful engagement with equalities groups / consultative bodies influenced the LHS?</li> <li>• Are there clear links with the local authority's Gender, Race and Disability Equality Schemes and any other relevant equality strategies?</li> </ul> <p>The LHS development process has ensured the mainstreaming of equalities at all stages of developing the Strategy.</p> <p>Around 20 focus groups were held with equalities groups to provide opportunities to influence the LHS.</p> <p>There are clear links with the East Lothian Council Equalities Plan 2017-21.</p> <p>The LHS takes account of the following:<br/>Disability Discrimination Act 2005; Code of Practice on Racial Equality in Housing; the Single Equality Act 2010 and Race Equality Framework for Scotland (2013)</p> |
| Is any further information required? How will you gather this? | N/A  |

## 5. How does the policy meet the different needs of groups in the community?

|   | <b>Issues identified and how the strategy addresses these</b>  |
|---|--|
| <b>Equality Groups</b> <ul style="list-style-type: none"> <li>• Older people</li> </ul> | <p>East Lothian has an ageing population. The LHS includes a range of actions focussed on older people i.e. provide 60 units of accommodation per annum and a range of housing prevention / low level interventions. People in middle to older years are also well covered via an action on housing health checks from age 55, to enable a preventative approach to housing prior to frail older age. There are good links in place between the LHS and Health and Social Care Strategic Plan, via the Housing Contribution Statement.</p> <p>It is recognised that older person households may be in need of increased support to organise and carry out repair and improvement work with enhanced services in place through the LHS to mitigate this. Care and Repair deliver a small repairs service which also</p> |

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| <ul style="list-style-type: none"> <li>• Young people and children</li> </ul>   | <p>assists independence and promotes home safety, with service users only charged for materials.</p> <p>The LHS recognises that East Lothian is projected to have a higher proportion of young people and children than the national average. The needs of the most vulnerable young people and children are met through the LHS chapter on homelessness, which includes actions around reducing B&amp;B use for families with children. Families with children at risk of or experiencing fuel poverty are targeted through service provision. There is also recognition of the importance of a children’s play area on the Gypsy Traveller site.</p> <p>A significant amount of work and service development has occurred in recent years, focusing upon homelessness and young people i.e. the Amber Mediation Project, awareness raising of homelessness prevention in schools and work carried out by the Tenants and Residents Panel to involve young people. A Through and Aftercare (TAC) protocol is in place and a number of accommodation based services have been developed specifically for young people with support provided at different levels.</p> <p>First time buyers have experienced particular difficulties in accessing the owner-occupied sector since the economic downturn. As a result, younger people are likely to face particular difficulties securing accommodation in the sector, which may reduce housing options for this group.</p> <p>Young people are more likely to have a lack of awareness around housing options and their rights and responsibilities as a tenant in the private rented sector.</p> <p>Young people under age 35 face inequalities with regard to the single room rent regulations.</p> |
| <ul style="list-style-type: none"> <li>• Women, men and transgender people (includes issues relating to pregnancy and maternity)</li> </ul> | <p>Targets must be met in relation to the provision of B&amp;B accommodation for homeless households with children or a pregnant family member. Scottish Government targets are currently challenging to meet and with even more ambitious targets to be in place shortly, this will continue to be increasingly difficult.</p>   |



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| <ul style="list-style-type: none"> <li>• Disabled people (includes physical disability, learning disability, sensory impairment, long-term medical conditions, mental health problems)</li> </ul> | <p>A review of the whole system of temporary accommodation will be a priority in accordance with the LHS action plan.</p> <p>Research was previously carried out to inform the LHS 2012-17 on LGBT people and housing inequalities. It is considered the findings of this research are relevant for this LHS 2018-23 and the study does not require to be updated.</p> <p>East Lothian Council and partners are committed to the Scottish Government’s aims to help residents who are older and residents with a disability to live safely, independently and comfortably in their own homes.</p> <p>The LHS includes a specific section on people with a physical disability and sensory impairment, linking to aids and adaptations and tele-care, including tele-health. It also includes specific sections on people with a mental health condition, people with a learning disability and people with autism, with an action in relation to the provision of specialist accommodation in relation to these groups and actions in relation to improving processes.</p> <p>East Lothian Council’s Private Sector Housing Officer co-ordinates private sector major adaptations in accordance with the East Lothian Scheme of Assistance. Dedicated support is also provided by East Lothian Care &amp; Repair. Around 40-50 adaptations to private sector stock are carried out each year, depending on assessed need.</p> <p>East Lothian Council has a dedicated team who co-ordinate adaptations in Council properties. Around 100 adaptations to Council stock are carried out each year depending on assessed need. Adaptations to Council stock are funded through the Council’s Housing Revenue Account.</p> <p>All new build social rented housing is built to Housing for Varying Needs Standard. This seeks to enable people to remain in their homes for longer with further adaptation if required. All new private sector housing must also comply with the relevant Building Regulations.</p> |
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| <ul style="list-style-type: none"> <li>• Lesbian, gay, bisexual and heterosexual people</li> <li>• People who are unmarried, married or in a civil partnership</li> </ul>   | <p>consider their potential involvement in alleviating homelessness.</p> <p>Some work was carried out on LGBT and housing to inform the LHS 2012-7. It is not considered appropriate to repeat this study again.</p> <p>N/A</p>   |
| <p><b>Those vulnerable to falling into poverty</b></p> <ul style="list-style-type: none"> <li>• Unemployed</li> <li>• People on benefits</li> <li>• Single Parents and vulnerable families</li> <li>• Pensioners</li> <li>• Looked after children / Those leaving care settings (including children and young people and those with illness)</li> </ul> | <p>Unemployed people, older people, families with young children and households with a disabled person tend to be more at risk of fuel poverty as these groups typically spend a large proportion of time at home. With an ageing population and a likely growth in the numbers of disabled people it is likely that there will be an increased group whose health and wellbeing is potentially affected by fuel poverty.</p> <p>Welfare reform is further exacerbating inequalities, particularly in relation to Universal Credit. Issues also exist for people under age 35 in relation to single room rent regulations. The LHS will seek to mitigate the impacts of Welfare Reform where appropriate / where possible and investigate alternative housing options i.e. flat sharing and build to rent.</p> <p>Covered elsewhere in this Impact Assessment Form</p> <p>An ageing population means that pensioners in East Lothian will continue to use increasing levels of service provision which will impact upon housing provision, adaptations services, housing support and telecare.</p> <p>A Through and Aftercare (TAC) protocol is in place and a number of accommodation based services have been developed specifically for young people with support provided at different levels. This LHS will review existing service provision.</p> |

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| <ul style="list-style-type: none"> <li>• Homeless people</li> <li>• Carers (including young carers)</li> <li>• Those involved in the community justice system</li> <li>• Those living in the most deprived communities (bottom 20% SIMD areas)</li> <li>• People with low literacy/numeracy</li> <li>• Others e.g. veterans, students</li> </ul> | <p>While it is widely acknowledged that there has been a significant amount of work carried out in relation to young homeless people in East Lothian, there remains is a lack of services for young people with very complex needs, particularly with regard to accommodation with support. Young people are often required to go to Edinburgh for this, which is costly. A review of existing supported accommodation services will take place during 2018.</p> <p>Covered elsewhere in this Impact Assessment Form</p> <p>The LHS formally links to the Health and Social Care Strategic Plan through a Housing Contribution Statement. The Strategic Plan includes evidence and actions relating to carers including young carers, in relation to accommodation i.e. respite care.</p> <p>The LHS sets out evidence and actions in relation to people with a conviction. No specialist housing requirements are identified for this group, although some actions are identified in relation to protocols, to ensure efficient and effective processes are in place.</p> <p>The LHS sets out a profile of the six key towns in East Lothian, which enables a comparison of key indicators of deprivation at a glance. It is clear that while there are small pockets of deprivation in the East of the county, the majority of deprivation is concentrated in the West. The LHS ensures that service provision is targeted at areas of deprivation.</p> <p>The LHS acknowledges that certain groups may experience difficulties in navigating the housing system due to low literacy and numeracy. The LHS sets out actions to mitigate this; i.e. to produce a user-friendly guide to housing allocations policy for people with a learning disability.</p> <p>N/A</p> |
| <p><b>Geographical communities</b></p> <ul style="list-style-type: none"> <li>• Rural/ semi-rural communities</li> <li>• Urban Communities</li> <li>• Coastal communities</li> </ul>   | <p>Rural / semi-rural communities – The LHS has a specific section on rural communities in accordance with LHS Guidance. The draft LHS notes the specific inequalities relating to people living in rural communities, particularly where households are living off the gas grid. Rural housing typically</p>   |

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|  | <p>experiences higher rates of fuel poverty, lower levels of energy efficiency, higher rates of empty buildings and higher rates of disrepair. This is compounded by generally lower disposable incomes in rural areas as people pay more money on transport, services etc. The draft LHS seeks to mitigate the difficulties associated with rural housing by improving knowledge and understanding of private sector stock in rural areas, targeting energy efficiency advice at rural stock and consideration of the provision of care in rural areas.</p> <p>Urban communities – The draft LHS focusses on town centres in accordance with Scottish Government LHS Guidance. Evidence suggests that residential dwellings in town centres have a high correlation with high levels of disrepair, poor energy efficiency, BTS dwellings and fuel poverty. The LHS aims to mitigate against this by improving knowledge of private sector stock and ensuring housing is a key component of town centre regeneration / town centre strategies. The LHS also focuses on how town centres can contribute to local housing need and demand.</p> <p>There is no requirement as per LHS Guidance to cover coastal communities and coastal communities are generally not considered to have specific housing requirements. Specific reference is made to coastal communities in the LHS in relation to the need for specific input where housing is at risk of flooding, in relation to climate change. A Climate Change Adaptation and Mitigation Strategy is being developed which will set out detailed action in relation to housing deemed to be at risk in relation to the impacts of climate change; i.e. flooding and coastal erosion.</p> |
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**6. Are there any other factors which will affect the way this policy impacts on the community or staff groups?**

No

**7. Is any part of this policy/ service to be carried out wholly or partly by contractors?**

If yes, how have you included equality and human rights considerations into the contract?

The LHS Action Plan sets out lead officers responsible for individual actions, which comprise of Council Officers. However, where individual actions are carried out in part by contractors, this would be subject to procurement processes as appropriate. Commissioned contractors would require to tender for work and as part of this process, be able to demonstrate how equality and human rights considerations have been addressed.

**8. Have you considered how you will communicate information about this policy or policy change to those affected e.g. to those with hearing loss, speech impairment or English as a second language?**

The LHS will be available in different formats and languages upon request.

**9. Please consider how your policy will impact on each of the following?**

| Objectives  | Comments   |
|---|--|
| <b>Equality and Human rights</b>  |  |
| Promotes / advances equality of opportunity e.g. improves access to and quality of services, status | The LHS promotes equality of opportunity in many ways. There is a specific chapter on preventing, reducing and alleviating homelessness, which includes consideration of access to service for homeless people, takes account of existing processes, policies and procedures and where these could be improved and generally improving the quality of life for people who become homeless. |
|   | The LHS seeks to advance equality of opportunity for a range of vulnerable groups i.e. Gypsy Travellers, recognising that their particular housing circumstances lend to inequalities. Other vulnerable groups covered include people with a physical disability, people with a mental health condition, people with a learning disability etc.  |
|   | The LHS also covers areas where circumstances lead to inequalities i.e. people living in rural areas, people in extreme fuel poverty, housing in disrepair etc.  |
|   | The LHS includes an action plan, which sets out a wide range of actions to mitigate against identified inequalities.   |
| Promotes good relations within and between people with  | The LHS includes a specific section on Gypsy Travellers, seeking to improve relations between Gypsy Travellers   |

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| protected characteristics and tackles harassment  | and the settled community and also tackle harassment within the Gypsy Traveller community itself.   |
| Promotes participation, inclusion, dignity and self-control over decisions  | <p>The LHS consultation has promoted participation from stakeholders, service users and vulnerable groups, taking a co-production approach to developing the LHS where possible.</p> <p>The LHS aims to promote the dignity and inclusion of all groups; i.e. older people and housing health checks from age 55, to ensure older people can make their own housing related decisions where possible. A further example is covering community empowerment in relation to self-build and custom build.</p> |
| Builds family support networks, resilience and community capacity   | <p>The LHS aims to build family support networks through the provision of mediation for young people asked to leave the family home / threatened with homelessness. It seeks to improve community resilience and community capacity in respect of creating sustainable and vibrant communities. It aims to build resilience around an ageing population and community capacity to alleviate homelessness</p>  |
| Reduces crime and fear of crime   | <p>The LHS covers estate management, housing renewal areas and town centre regeneration, which all contribute indirectly to a reduction of crime and fear of crime. Through work with Gypsy Travellers, the LHS seeks to reduce crime and fear of crime for this group.</p> <p>‘Secured by Design’ and ‘Designing for Streets’ standards for all new build housing developments can contribute towards a feeling of safety among older people and people with a physical disability.</p>                  |
| Promotes healthier lifestyles including <ul style="list-style-type: none"> <li>• diet and nutrition,</li> <li>• sexual health,</li> <li>• substance misuse</li> <li>• Exercise and physical activity.</li> <li>• Life-skills</li> </ul> | <p>The LHS seeks to promote healthier lifestyles for those groups identified as having poor health i.e. Gypsy Travellers and homeless people. The LHS also includes a specific section on people with a mental health condition</p>   |
| <b>Environmental</b>  |   |
| Reduce greenhouse gas (GHG) emissions in East Lothian (including carbon management)   | <p>The LHS includes a specific chapter on fuel poverty and climate change, recognising that housing is a key contributor to greenhouse gas emissions and including a range of actions to reduce emissions in accordance with</p>  |
| Plan for future climate change  |   |

|   |  |
|---|--|
| Pollution: air/ water/ soil/ noise  | <p>national targets. It links to planning for future climate change by linking to the Climate Change Adaptation and Mitigation Strategy (currently under development although housing will be a key area) and projects such as flooding prevention in the Musselburgh area.</p> <p>The LHS includes a wide range of measures to increase energy efficiency, to both mitigate climate change and also reduce fuel poverty. It recognises the importance of new housing sustainable travel and the need for 'placemaking' in relation to new housing developments, particularly to ensure social inclusion of vulnerable groups.</p> <p>The LHS also aims to improve the physical environment through increasing good quality, energy efficient housing stock, with appropriate green space, play areas for children etc. The LHS includes reference to estate inspections, housing renewal areas etc.</p> |
| Protect coastal and inland waters   |  |
| Enhance biodiversity  |  |
| Encourage resource efficiency (energy, water, materials and minerals)                     |  |
| Public Safety: Minimise waste generation/ infection control/ accidental injury /fire risk |  |
| Reduce need to travel / promote sustainable forms or transport                            |  |
| Improves the physical environment e.g. housing quality, public and green space            |  |
| <b>Economic</b>   |  |
| Maximises income and /or reduces income inequality  | <p>The LHS supports projects / organisations which help young people into positive destinations i.e. Bridges Project.</p> <p>The LHS includes ambitious housing supply targets for both market and affordable housing, which should increase employment in relation to lower paid jobs i.e. construction and reduce income inequality / boost the local economy.</p> <p>The LHS includes actions in relation to employability i.e. for homeless people.</p> <p>With all contracted services undergoing a procurement process in relation to LHS actions, this ensures good working conditions and supports the Living Wage.</p> <p>The LHS includes ambitious housing supply targets for both market and affordable housing, which should increase employment in relation to lower paid jobs i.e. construction and reduce income inequality / boost the local economy.</p>                               |
| Helps young people into positive destinations   |  |
| Supports local business   |  |
| Helps people to access jobs (both paid and unpaid)  |  |
| Improving literacy and numeracy   |  |
| Improves working conditions, including equal pay  |  |
| Improves local employment opportunities   |  |



## 10. Action Plan

| Identified negative impact   | Mitigating circumstances  | Mitigating actions  | Timeline               | Responsible person   |
|--|---|---|------------------------|--|
| A lack of specialist housing is available for people with particular needs, which is of concern, particularly given the ageing population.   | A housing need assessment of particular needs groups has been undertaken to ascertain levels of need  | Levels of specialist housing to be made available will be agreed via the LHS and SHIP                   | December 2019          | Wendy McGuire, Strategic Investment and Nicky Sandford, Housing Strategy |
| Welfare reform is having a negative impact upon a large number of vulnerable individuals. In particular, young people under age 35 face inequalities with regard to the single room rent regulations.  | N/A   | Mitigate Welfare Reform where appropriate / possible and investigate housing options i.e. build to rent | December 2019          | Nicky Sandford, Housing Strategy   |
| In relation to Below Tolerable Standard (BTS) dwellings, properties that have been occupied by the same resident for a significant period are more likely to fit the BTS criteria and therefore BTS issues are more likely to apply to older people. | N/A   | Review policy on BTS dwellings  | December 2019          | Nicky Sandford, Housing Strategy   |
| Muslim owner-occupiers may not be able to access traditional lending products although national research is ongoing into Shariah mortgages. These are slightly more expensive than taking out a conventional   | The Housing (Scotland) Act 2006 states that any low-cost initiatives for flexible tenure should address this issue to avoid precluding the Muslim | Complete EQIA for the SHIP  | End November, annually | Wendy McGuire, Strategic Investment                                      |

|   |                               |   |  |                                     |
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| repayment or interest only mortgage.<br><br>The Islamic mortgage products available cannot be used in connection with existing low-cost home ownership schemes. | community from participation. |   |  |                                     |
| Information held on BME communities in relation to affordable housing is used to limited effect and this could be improved significantly.                       |                               | Improve data collection and analysis in this area |  | Nicky Sandford,<br>Housing Strategy |

Through annual reviews of the LHS, ongoing monitoring of service delivery to equality groups will be carried out, outcomes for equality groups taken cognisance of and any issues addressed where the strategy is not considered to be meeting the needs of equality groups.

**11. Sign off by Head of Service**

Name: Douglas Proudfoot

Date: 04 January 2018



## Appendix 6: Action Plan

### East Lothian Local Housing Strategy Action Plan 2018-23

Please note that milestones and indicators will be included once actions are agreed through formal consultation

| <b>Priority Outcome 1: Sustainable and Vibrant Communities are Created and Maintained</b>  |   |                               |   |                   |                   |
|--|---|-------------------------------|---|-------------------|-------------------|
| <b>Actions</b>   | <b>Baseline position</b>  | <b>Targets / Target Dates</b> | <b>Responsible Person</b>                   | <b>Milestones</b> | <b>Indicators</b> |
| <b>Theme 1: Strategic Approach to Sustainable and Vibrant Communities</b>  |   |                               |   |                   |                   |
| Continue to support the town centre first principle  | Town centre first principle supported via Proposed Local Development Plan       | March 2023                    | Town Centre Regeneration                    |                   |                   |
| Ensure housing has a key role to play in regenerating town centres   | No East Lothian Town Centre Regeneration Strategy in place                      | Dec 2018                      | Housing Strategy / Town Centre Regeneration |                   |                   |
| Improve knowledge and understanding of town centre data, i.e. stock condition, energy efficiency, fuel poverty, empty homes etc. | Limited understanding obtained via private sector stock condition survey (2011) | March 2023                    | Housing Strategy                            |                   |                   |
| Ensure housing plays a key role in relation to major proposed flood prevention work i.e. in the                                  | Works planned to commence xx  | March 2020                    | Strategic Investment / Structures /         |                   |                   |

|   |                             |            |                                       |  |  |
|---|-----------------------------|------------|---------------------------------------|--|--|
| Musselburgh area to maximise opportunities for town centre living   |                             |            | Flooding and Street Lighting          |  |  |
| <b>Theme 2: Delivery of Quality Sustainable Housing in Town Centres / Rural Areas</b>   |                             |            |                                       |  |  |
| Invest in affordable housing development in town centres via Affordable Housing Supply Programme (AHSP)   | AHSP ongoing                | March 2023 | Asset Strategy / Strategic Investment |  |  |
| Bring empty town centre properties back into use for affordable housing   | Work ongoing                | March 2023 | Asset Team / Housing Strategy         |  |  |
| Increase supply of affordable housing in rural areas.   | Work ongoing                | March 2023 | Asset Team                            |  |  |
| Bring empty rural properties back into use for affordable housing   | No projects in place        | March 2023 | Asset Team / Housing Strategy         |  |  |
| Explore opportunities in relation to community land ownership & community led housing including custom build / self-build housing                 | No work ongoing             | March 2023 | Housing Strategy / Asset Team         |  |  |
| Ensure housing plays a key role in the planned regeneration of Civic Square in the Fa'side area, to maximise opportunities for town centre living | Regeneration to commence xx | March 2021 | Asset Team / Town Centre Regeneration |  |  |

|  |   |                               |  |                   |                   |
|--|---|-------------------------------|--|-------------------|-------------------|
| Maximise opportunities to restore historic buildings including residential homes i.e. via Town Heritage Initiative funding | No work ongoing at end Dec 2017                                     | March 2023                    | Town Centre Regeneration                     |                   |                   |
| <b>Theme 3: Supporting People and Communities</b>  |   |                               |  |                   |                   |
| Support community led activity that seeks to improve town centres & rural areas  | Work ongoing with area partnerships                                 | March 2023                    | Area Partnerships / Town Centre Regeneration |                   |                   |
| Improve digital infrastructure to support independent living for vulnerable groups via telecare / telehealth               | Groups established and strategies in place                          | March 2023                    | Transformation Team                          |                   |                   |
| <b>Priority Outcome 2: The supply of housing is increased and access to housing improved across all tenures</b>            |   |                               |  |                   |                   |
| <b>Actions</b>   | <b>Baseline position</b>  | <b>Targets / Target Dates</b> | <b>Responsible Person</b>                    | <b>Milestones</b> | <b>Indicators</b> |
| <b>Theme 1: Clear strategic direction for housing investment</b>   |   |                               |  |                   |                   |
| Prepare a revised Housing Need & Demand Assessment (SESplan HNDA3) for the South East Scotland (SESplan) area              | SESplan HNDA2 complete, although no work underway for SESplan HNDA3 | Dec 2020                      | Housing Strategy / SESplan authorities       |                   |                   |
| Agree Housing Supply Targets for SESplan HNDA3   | No Housing Supply Targets agreed                                    | Dec 2021                      | Housing Strategy / SESplan authorities       |                   |                   |

|   |  |            |   |  |  |
|---|--|------------|---|--|--|
| Develop a Local Investment Framework to improve knowledge & understanding of local areas. This information will be used to ensure a balance of affordable tenures / house types is delivered on all new proposed developments | Collation of data underway                                       | June 2018  | Housing Strategy / Strategic Investment |  |  |
| Complete Supplementary Planning Guidance for Affordable Housing   | Initial draft consulted on with a second consultation March 2018 | May 2018   | Strategic Investment                    |  |  |
| Improve knowledge of housing need & demand in rural areas   | No work underway   | Dec 2020   | Housing Strategy                        |  |  |
| <b>Theme 2: Increase housing supply</b>   |  |            |   |  |  |
| Deliver 189 affordable units per annum as per Housing Supply Target   | Annual target from baseline of zero                              | March 2023 | Asset Team                              |  |  |
| Maximise opportunities to accelerate affordable housing   | Meetings arranged with stakeholders to discuss requirements      | March 2023 | Strategic Investment                    |  |  |
| Work with RSL partners to deliver affordable housing  | Ongoing  | March 2023 | Strategic Investment                    |  |  |

|  |   |               |   |  |  |
|--|---|---------------|---|--|--|
| Develop a construction framework to help accelerate delivery on secured sites  | Procurement process underway with tenders being evaluated | April 2018    | Asset Team  |  |  |
| Explore alternative / innovative financial models  | Ongoing   | March 2023    | Strategic Investment / Housing Strategy                     |  |  |
| Deliver the Councils own new build programme   | Programme Board established & draft programme produced    | February 2018 | Asset Team  |  |  |
| Take a strategic approach to bringing empty properties / land back into use including consideration of CPOs                                    | Strategic approach to be agreed                           | March 2023    | Housing Strategy / Public Health / Environmental Protection |  |  |
| Explore opportunities for the effective support of community-led housing / self-build / custom build   | No work underway  | Dec 2020      | Housing Strategy  |  |  |
| Ensure mainstream accommodation is future proofed as far as possible, built to a standard to accommodate wheelchair users and capable of being | Ongoing   | March 2023    |   |  |  |



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| adapted to suit a range of needs   |                          |                               |   |                   |                   |
| <b>Theme 3: Improve access to housing</b>  |                          |                               |   |                   |                   |
| Consider applying to Scottish Ministers for the designation of a 'rent pressure zone'  | No work underway         | Dec 2018                      | Housing Strategy                        |                   |                   |
| Explore opportunities for increasing mid-market rent and other intermediate tenures  | Ongoing                  | March 2023                    | Strategic Investment / Housing Strategy |                   |                   |
| Review existing Council allocations policy   | Due to commence Jan 2018 | March 2019                    | Community Housing                       |                   |                   |
| <b>Priority Outcome 3: Homelessness is prevented as far as possible, with appropriate support in place to promote positive health outcomes and tenancy sustainment</b> |                          |                               |   |                   |                   |
| <b>Actions</b>   | <b>Baseline position</b> | <b>Targets / Target Dates</b> | <b>Responsible Person</b>               | <b>Milestones</b> | <b>Indicators</b> |
| <b>Theme 1: Homelessness Prevention</b>  |                          |                               |   |                   |                   |
| Deliver housing options training toolkit   | No work underway         | March 2019                    | Homelessness Service                    |                   |                   |
| Create a media campaign around the benefits of Housing Options   | No campaign in place     | March 2019                    | Housing Strategy                        |                   |                   |
| Increase prevention work, ensuring homeless households are targeted through joint working  | Work ongoing             | March 2023                    | Homelessness Service                    |                   |                   |
| Conduct a scoping exercise to consider effective use of  | Dec 2019                 | Aug 2018                      | Homelessness Service                    |                   |                   |

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| the private rented sector in preventing and alleviating homelessness, to include a review of rent deposit scheme and private sector leasing                           |                               |            |                      |  |  |
| Continue monitoring the effects of Welfare Reform and Universal Credit, introducing mitigating measures where possible to ensure no-one becomes homeless as a result. | Underway & groups established | March 2023 | Homelessness Service |  |  |
| Review protocol arrangements for young people leaving care  | No review underway            | Sep 2018   | Housing Strategy     |  |  |
| Implement a homelessness awareness / training programme.  | Underway                      | March 2023 | Homelessness Service |  |  |
| <b>Theme 2: Support for Homeless Households</b>   |                               |            |                      |  |  |
| Provide pre-tenancy checks to identify where applicants require additional support  | Commenced July 2017           | March 2023 | Community Housing    |  |  |
| Maximise support available to homeless households living in temporary accommodation including assistance for Universal Credit claimants.                              | Pilot underway 2017           | March 2023 | Homelessness Service |  |  |

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| Explore opportunities to link with local churches i.e. development of starter pack scheme  | Research complete Aug 2017, initial exploratory meeting held Oct 2017 | March 2023 | Homelessness Service                    |  |  |
| Strengthen links between education and employability services for homeless people  | To commence Jan 2018  | March 2023 | Homelessness Service / The Works        |  |  |
| Explore opportunities for collaborative working with public health / East Lothian Health & Social Care Partnership   | Data analysis underway, likely to complete Feb 2018                   | March 2023 | Housing Strategy                        |  |  |
| <b>Theme 3: Temporary Accommodation</b>  |   |            |   |  |  |
| Carry out a whole-systems review of temporary accommodation (to include the efficiency and effectiveness of temporary accommodation useage and processes), exploring innovative / alternative forms of accommodation (including hostel provision) and prepare a temporary accommodation strategy | No review undertaken  | Dec 2018   | Housing Strategy / Homelessness Service |  |  |
| Re-designate additional units of mainstream  | Underway  | March 2023 | Homelessness Service                    |  |  |

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| housing to be used as temporary accommodation via a combination of re-designation and open market acquisitions                |                                   |            |   |  |  |
| Explore opportunities for increasing temporary accommodation stock with RSL's   | Underway                          | Dec 2022   | Homelessness Service                    |  |  |
| Increase supply of larger family sized temporary accommodation units  | Commenced Oct 2017                | March 2023 | Homelessness Service                    |  |  |
| Closely monitor & evaluate demand & supply of temporary accommodation to avoid breaches of the Unsuitable Accommodation Order | Underway                          | March 2023 | Homelessness Service / Housing Strategy |  |  |
| <b>Theme 3 – Permanent Accommodation / Tenancy Sustainment</b>  |                                   |            |   |  |  |
| Explore 'Housing First' model to ensure appropriate specialist support is available for homeless people with complex needs    | Commenced July 2017               | Dec 2018   | Homelessness Service / Housing Strategy |  |  |
| Explore flat-share opportunities for young single people living in temporary accommodation                                    | Initial discussions held Oct 2017 | Dec 2018   | Homelessness Service / Housing Strategy |  |  |

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| Focus the allocations review on homelessness pressures i.e. removal of temporary accommodation points, review choice options (areas, house types) & review the proportion of allocations to homeless applicants to ensure targets appropriately reflect demand and support balanced communities        | Initial working group established and process underway. Report to Cabinet Jan 2018 | Dec 2019                      | Community Housing   |                   |                   |
| <b>Priority Outcome 4: A wider range of specialist housing is provided to enable independent living where appropriate</b>  |  |                               |   |                   |                   |
| <b>Actions</b>   | <b>Baseline position</b>   | <b>Targets / Target Dates</b> | <b>Responsible Person</b>   | <b>Milestones</b> | <b>Indicators</b> |
| <b>Theme 1: Older People</b>   |  |                               |   |                   |                   |
| Develop 300 units of specialist housing for older people over a five-year period to 2023 (60 units per annum). This could include care homes, extra care housing or retirement housing, which could be purpose built or remodelled from existing provision & developed by the public or private sector | Needs assessment complete, providing evidence re housing need                      | March 2023                    | Strategic Investment / Housing Strategy / East Lothian Health & Social Care Partnership |                   |                   |
| Carry out a comprehensive review of sheltered housing  | Review underway  | Jan 2019                      | East Lothian Health and   |                   |                   |

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|   |                     |            | Social Care Partnership / Housing Strategy   |  |  |
| Explore potential models of rural care provision to enable more effective delivery of care  | Ongoing             | Dec 2018   | East Lothian Health & Social Care Partnership  |  |  |
| Investigate the implications of significant projected numbers of older couple households for specialist housing   | No work carried out | Dec 2018   | Housing Strategy   |  |  |
| Ensure mainstream accommodation is future proofed as far as possible, built to a standard to accommodate wheelchair users & capable of being adapted to suit a range of needs | Ongoing             | March 2023 | Strategic Investment   |  |  |
| Embed a culture change in relation to a more proactive, preventative approach to adaptations i.e. early identification of aids required to prevent delayed discharge.         | Ongoing, ELSIE      | March 2023 | Housing Strategy / Community Housing / East Lothian Health & Social Care Partnership |  |  |
| Target the provision of housing information and   | No work carried out | March 2020 | Housing Strategy /   |  |  |

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| advice at younger older people, with housing health checks carried out from age 55 across all tenures  |  |            | Community Housing / EL Health & Social Care Partnership    |  |  |
| Target resources more effectively in relation to the provision of practical assistance & low-level interventions / support   |  | March 2023 | East Lothian Health & Social Care Partnership              |  |  |
| Increase capacity building within communities to support older people to remain in their own homes for longer & live independently i.e. community health; day activities; befriending services; respite care & support for carers. |  | March 2023 | East Lothian Health & Social Care Partnership              |  |  |
| <b>Theme 2: Mental Health</b>  |  |            |  |  |  |
| Make available 8 units of core & cluster housing per annum primarily for people with a learning disability, to also accommodate people with a mental health condition / people with autism where appropriate*                      | Units currently developed on an ad-hoc basis | Mar 2023   | Strategic Investment / EL Health & Social Care Partnership |  |  |

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| Link core & cluster housing to place-making on a small scale i.e. promoting health & well-being, resilience & employability*   | No such approach in place                    | Jan 2022 | Housing Strategy / EL Health & Social Care Partnership / The Works / Public Health |  |  |
| <b>Theme 3: Learning Disabilities and Autism</b>   |  |          |  |  |  |
| Make available 8 units of core & cluster housing per annum for people with a learning disability (to also cover people with autism & mental health conditions where appropriate) | Units currently developed on an ad-hoc basis | Mar 2023 | Strategic Investment / EL Health & Social Care Partnership                         |  |  |
| Establish a strategic approach to planning for housing for people with a learning disability to include developing procedures & protocols  | No strategic approach in place               | Sep 2019 | Housing Strategy / EL Health & Social Care Partnership                             |  |  |
| Prepare a housing information & advice handbook covering all tenures for people with a learning disability & / or autism   | No handbook in place                         | Sep 2019 | Housing Strategy / EL Health & Social Care Partnership                             |  |  |
| Carry out a detailed health impact assessment on   | No detailed health impact                    | Sep 2018 | Housing Strategy / Public Health   |  |  |



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| existing housing policies where appropriate  | assessment in place                   |          |  |  |  |
| Investigate the feasibility of developing short-stay accommodation to enable people with a learning disability to gain independent living skills                                   | No short stay accommodation available | Dec 2020 | Housing Strategy / EL Health & Social Care Partnership                             |  |  |
| Link core & cluster housing to place-making on a small scale i.e. promoting health & well-being, resilience & employability*   | No such approach in place             | Jan 2022 | Housing Strategy / EL Health & Social Care Partnership / The Works / Public Health |  |  |
| Develop a practical guide to housing needs of people with autism for housing staff   | No guide in place                     | Oct 2019 | Housing Strategy / EL Health & Social Care Partnership                             |  |  |
| Establish a flagging system within the Council's Housing unit to alert staff to people with autism, to link to health impact assessment & enable reasonable adjustments to be made | No flagging system in place           | Dec 2018 | Community Housing  |  |  |
| <b>Theme 4: Domestic Violence</b>  |                                       |          |  |  |  |

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| Provide an additional 8 units of refuge accommodation  | 6 units in place, total of 14 required                     | March 2019 | Homelessness Service / East and Midlothian Women's Aid            |  |  |
| <b>Theme 5: People with a Conviction</b>   |  |            |   |  |  |
| Establish formal joint working arrangements & develop a housing protocol with the Scottish Prison Service (SPS) to ensure smooth transitions from custody to release | No formal arrangements in place                            | Dec 2018   | Housing Strategy / Homelessness Service / Scottish Prison Service |  |  |
| Extend the tenancy support service to temporary accommodation for people with a conviction   | Service not extended                                       | Dec 2019   | Community Housing   |  |  |
| <b>Theme 5: Refugees &amp; Asylum Seekers; Gypsy Travellers &amp; Travelling Show-people</b>   |  |            |   |  |  |
| Explore options around the third sector assisting with the integration and support of refugees   | Options to be explored                                     | Dec 2018   | Homelessness Service  |  |  |
| Carry out agreed physical improvements to the existing Gypsy Traveller site to meet minimum standards  | Physical improvements have been agreed but not carried out | Dec 2018   | Housing Strategy / Community Housing / Midlothian Council         |  |  |
| Review the provision of information and advice relating to Gypsy Travellers  | No review in place   | Dec 2018   | Housing Strategy /  |  |  |

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| & make recommended changes   |   |                               | Midlothian Council / Shelter   |                   |                   |
| Develop a protocol for unauthorised encampments, which reflects Scottish Government Guidance for Local Authorities             | No protocol in place                                | Dec 2019                      | Housing Strategy / Engineering Services & Building Standards / Police Scotland |                   |                   |
| <b>Priority Outcome 5: The condition, energy efficiency and where appropriate the management of existing stock is improved</b> |   |                               |  |                   |                   |
| <b>Actions</b>   | <b>Baseline position</b>                            | <b>Targets / Target Dates</b> | <b>Responsible Person</b>  | <b>Milestones</b> | <b>Indicators</b> |
| <b>Theme 1: Strategic Approach</b>   |   |                               |  |                   |                   |
| Carry out full stock condition surveys of existing Council stock by 2020 to inform capital and investment programmes           | Surveyors appointed and 60 surveys complete         | Dec 2020                      | Community Housing / Property Maintenance                                       |                   |                   |
| Improve knowledge and understanding of stock condition in the private sector, with a focus on town centres and rural areas     | 2011 Private Sector Stock Condition Survey in place | Dec 2020                      | Strategic Investment   |                   |                   |
| Develop a Housing Asset Strategy   | No Strategy in place                                | Mar 2019                      | Community Housing / Property Maintenance                                       |                   |                   |

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| Review the East Lothian Scheme of Assistance   | No review undertaken since 2013 | Mar 2019 | Housing Strategy  |  |  |
| Review Policy on Housing Renewal Areas   | No review undertaken            | Mar 2019 | Housing Strategy  |  |  |
| <b>Theme 2: Stock Condition</b>  |                                 |          |   |  |  |
| Continue to invest in improvement programmes for existing stock                                    | Ongoing                         | Mar 2023 | Strategic Investment / Community Housing / Property Maintenance / RSLs  |  |  |
| Provide suitable adaptations to support independent living for people with specific housing needs. | Ongoing                         | Mar 2023 | Strategic Investment / Community Housing / Care and Repair East Lothian |  |  |
| Ongoing compliance with Scottish Housing Quality Standard (SHQS)                                   | Ongoing                         | Mar 2023 | Community Housing / Property Maintenance / RSLs                         |  |  |
| Review the East Lothian Strategy for Below Tolerable Standard (BTS) dwellings                      | No review undertaken            | Mar 2019 | Housing Strategy  |  |  |
| <b>Theme 3: Energy Efficiency</b>  |                                 |          |   |  |  |

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| Meet Energy Efficiency Standard for Social Housing (ESSH) by December 2020   | Ongoing  | Dec 2020                      | Strategic Investment / Community Housing / Property Maintenance / RSLs |                   |                   |
| Maximise funding opportunities for energy efficiency measures across all tenures   | Ongoing  | Mar 2023                      | Strategic Investment / Community Housing / Property Maintenance / RSLs |                   |                   |
| <b>Priority Outcome 6: Fuel poverty is reduced and climate change targets exceeded</b>                                       |  |                               |  |                   |                   |
| <b>Actions</b>   | <b>Baseline position</b>   | <b>Targets / Target Dates</b> | <b>Responsible Person</b>  | <b>Milestones</b> | <b>Indicators</b> |
| <b>Theme 1: Exceeding climate change targets</b>   |  |                               |  |                   |                   |
| Prepare a Climate Change Mitigation and Adaptation Strategy including local targets, to ensure national targets can be met   | No Strategy in place, although some initial research being carried out | Jul 2018                      | Housing Strategy / Sustainability                                      |                   |                   |
| Embed a culture of behaviour change across the county with regard to climate change, i.e. via training and awareness raising | No programme in place  | March 2023                    | Housing Strategy / Sustainability                                      |                   |                   |
| <b>Theme 2: Reducing fuel poverty</b>  |  |                               |  |                   |                   |

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| Improve knowledge of the levels, extent and nature of fuel poverty and energy efficiency of housing, with a focus on town centres, rural areas and hard to treat stock | Private Sector Stock Condition Survey 2011 and surveys currently being carried out for Council stock | March 2023 | Community Housing / Housing Strategy                                 |  |  |
| Continue to provide / facilitate services to maximise household income / reduce household debt   | Services in place  | March 2023 | Housing Strategy / Community Housing                                 |  |  |
| Continue to target energy efficiency advice at households most at risk of fuel poverty   | Information and Advice in place  | March 2023 | Housing Strategy   |  |  |
| Reduce the cost of fuel to households and communities where practical via a range of measures  |  | March 2023 | Housing Strategy / Community Housing / Energy Transformation Project |  |  |
| <b>Theme 3 – Energy Infrastructure</b>   |  |            |  |  |  |
| Develop an integrated energy management framework  | No framework in place  | Dec 2018   | Energy Transformation Project  |  |  |
| Investigate the feasibility of district heating systems, biomass and PV  | Work ongoing by Energy   | Dec 2018   | Energy Transformation Project  |  |  |

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|  | Transformation<br>Project |  |  |  |  |
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## Appendix 7: Consultation Questionnaire

This questionnaire is attached to help you respond to the East Lothian Consultative Draft LHS 2018-23 and this is also available online at [www.eastlothianconsultations.co.uk](http://www.eastlothianconsultations.co.uk) although you do not have to use this questionnaire to respond if you do not wish to do so.

Comments and suggestions are invited **IN WRITING by 5pm on Friday 09 March.**

- 1. Does the Consultative Draft LHS capture the key housing issues and challenges that we face across East Lothian? These are set out at the end of Chapters 5, 6, 7, 8, 9 and 10.**

- 2. Do you have any comments on the draft vision for East Lothian? This is set out at Section 1.2 of the Consultative Draft LHS**





**3. Do you consider the six priority outcomes to be appropriate? These are set out at Section 1.2 of the Consultative Draft LHS**

**4. Do you consider the draft actions to be suitable in addressing identified issues? The actions are set out at the end of each Chapter (Chapters 5, 6, 7, 8, 9 and 10 and in the Action Plan, at Appendix 6**

**5. Do you have any comments on the Integrated Assessment? This is set out at Appendix 5 of the Consultative Draft LHS**

**6. Do you have any comments on the consultation process?**

**7. Do you have any other comments?**

