



LETS TO HOMELESS HOUSEHOLDS BY LOCAL AUTHORITY AREA

The most important factor in reducing the number of homeless households in temporary accommodation is through the household securing settled accommodation through a social tenancy. The purpose of this paper is to provide an overview of evidence on the number and proportion of social lets secured by homeless households with local authority and housing association landlords in 2021-22.

The main source of information used in this analysis is data provided by local authority and housing association landlords in their 2021-22 Annual Returns on the Charter (ARC returns). These included data identifying lets by source of let¹, vacancies arising and relets of existing stock. Appendix 4 gives the full detail of the questions asked about vacancies and lettings.

Table 1 and Chart 1 show the estimated number and percentage of lets secured by homeless households in each local authority area in 2021-22. Key points to note in interpreting the table are:

- The figures are estimates because, in cases where a housing association operates in more than one local authority area, **no data are collected** on lets by source of let in each local authority area in which the association has tenants.
 - The estimates use information held by the regulator on the **stock of lettable self-contained properties** of each social landlord in each local authority area in which the landlord has tenants².
- The figure for social lets excludes lets to existing tenants to avoid double counting the let to the existing tenant and the let to the vacancy created when the tenant moved.
- The proportion of lets secured by homeless households will depend on the level of need in the area, the suitability of accommodation which becomes available and the ability of homelessness teams to identify when suitable accommodation becomes available and the assistance, they can give to households to secure such accommodation.

The homeless shares of lets shown in table 1 might, at first sight seem a little surprising in the context of reports of homeless shares at over 80%. The key point to note is that homeless shares of lets vary a great deal between social landlords. In particular they are much higher for the main social landlord in each local authority area. For most local authority areas this is the local authority landlord and for the six stock transfer local authority areas this is the stock transfer landlord. (Appendix 2 lists these).

Table 2 and chart 2 show the number of lets and homeless share of lets for the main social landlord in each area, together with estimated total number of lets and lets to homeless by all other housing associations with tenants in the area. The key points from this table are:

¹ In particular the number of lets to statutory homeless households are recorded.

² For any category of let, vacancy or relet the estimate is based on the assumption that if x% of the lettable stock is in the local authority area then x% of each category of let, vacancy or relet occurs in the area.

- The main landlord provided the largest number of lets to homeless households in each area.
- With the exception of Shetland, the main landlord's proportion of lets to homeless households was significantly higher than the combined proportion of lets to homeless by other social landlords with tenants in the area.

Treatment of supported lets in the analysis

The lettings information collected in the Scottish Housing Regulator's ARC returns asks social landlords to distinguish between 'general needs' and 'supported housing' lets. The guidance on completing this information identifies 'supported housing' lets as lets into properties specially adapted to provide support for tenants. Some social landlords specialise in providing these types of accommodation with support.

Chart 3 shows, for all social landlords in 2021-22, the proportion of lets to homeless households set against the proportion of lets which were 'supported lets'. The key point from the chart is that **housing associations with a high proportion of supported lets also have very low proportions of lets to homeless households**. While we know that many homeless households have support needs, the proportion who have a need for specially adapted properties is probably quite low³. The ARC data does not identify whether lets secured by homeless households were 'supported lets'.

Table 3 shows estimated lets to homeless households as a proportion of general needs lets in each local authority area. As with table 2 the table shows the homeless share of lets separately for the main social landlord in the local authority area and for all other social landlords with housing stock in the area. The key points from the table are-

- In Moray the number of lets of council houses to homeless households was greater than the number of lets of 'general needs' properties in the year. Moray is very different from all other Scottish local authorities in having over half of its council houses classed as 'supported housing'.
- In all local authority areas except Shetland the main social landlord had a significantly higher proportion of general needs lets to homeless households than the other housing associations with stock in the area.
 - Nationally, lets to homeless households by the main social landlord in each local authority area represented 67% of all general needs lets;
 - Lets by to statutory homeless households by all other social landlords represented 39% of all general needs lets of these housing associations.

Homelessness referrals

From 2019-20 the Scottish Housing Regulator introduced two questions about the operation of Section 5 and other referrals arrangements in securing lets to homeless households by housing associations⁴. Appendix 5 gives the details of the questions asked.

³ The data available from the HL1 homelessness data collection does not identify such needs.

⁴ ARC indicators 23 and 24.

Local authority referrals

ARC indicator 24 asks local authorities how many homeless households they had referred through Section 5 or other arrangements and how these referrals compared to their assessed need for permanent lets for homeless households.

Table 4 and charts 4 and 5 show responses by local authorities to these questions for 2021-22. Key points to note are:

- As would be expected, for the six **stock transfer councils**, referrals accounted for all or most of the assessed need for permanent lets.
 - For Glasgow the number of households referred accounted for only 71% of the number of households the council judged it had a duty to secure settled accommodation, and the number of lets secured was even lower at 62% of those they had a duty to secure settled accommodation.
 - Borders council referred 88% of homeless households for whom they had a duty to secure permanent accommodation and secured RSL accommodation for 62%.
 - The other four stock transfer councils referred all or almost all of the 'duty to secure' households to RSLs, but consistently lower proportions of lets were actually secured.

- For all other councils referrals accounted for under half of assessed need. Referrals ranged from 0% of assessed need in Edinburgh to 41% of assessed need in Perth & Kinross.

- Edinburgh council shows no referrals to RSLs in the area, but the HL1 return shows significant number of RSL lets secured by homeless households.
 - It seems likely that Edinburgh doesn't regard the categories of 'Section 5 referrals' or 'Referrals made to RSLs by other referral routes' as relevant to the arrangements which they have for securing RSL lets for homeless households⁵.

- Highland and Fife also record significantly more RSL lets to homeless households than the number of homeless households for whom the council said they referred to RSLs.
 - As with Edinburgh there may be arrangements through which homeless households secure RSL lets which the councils don't regard as fitting the criteria in the indicator.

- For the remaining 23 councils, 10 had more lets to homeless than referrals and for 19 councils the number of RSL lets secured was below the number of households referred.
 - From charts 5a and b, for these councils the shortfall between lets requested and lets secured increases with both the number and proportion of needed lets requested.

Referrals to housing associations

Table 5 shows, for the 20 housing associations with the greatest number of general needs lets in 2021-22, the information provided in ARC indicator 23. The indicator is designed to show the scale of requests to the association to provide lets for homeless households and the

⁵ See Appendix 5 for the exact wording of the indicator question.

association's response to that request. Arc indicator C5 also provides data on the actual number of lets to homeless households by the housing association in the year.

Charts 6a and 6b show, for all RSLs the relationship between number of homeless households who were referred to the RSL and the number for whom permanent accommodation was secured.

Key points from table 5 are:

- In three cases the number of referrals is well out of line with the number of general needs lets by the RSL in the year. It seems likely that the RSL reporting in this case is part of a larger group of RSLs and has reported referrals received by the larger group. Note: This is speculation and would need to be confirmed by the RSL.
- For each of the twenty largest RSLs the number of lets to homeless households was below the number of households referred under either section 5 or through nominations.
- For all RSLs there was a median 15 percentage points difference between referrals as a percentage of general needs lets and lets to homeless as a percentage of general needs lets.

Charts 6a and 6b also show that the number and proportion of lets secured by homeless households was, in almost all cases less than the number and proportion of lets for whom the RSL received referrals.

Conclusion

The main points from the above analysis look to be:

- The share of all lets and of general needs lets by the largest social landlord in each local authority area is significantly higher than the shares of lets by other RSLs with stock in the area.
- In stock transfer councils referrals are, in most cases close to assessed need.
 - Glasgow and Borders reported referrals a little below need.
- RSLs mainly provided lets for homeless households at or below the number of referrals received. There was a median 15 percentage points difference between the share of lets requested for homeless households and the share provided.

Appendix: Tables and charts

Table 1: Estimated share of social lets secured by homeless households: 2021-22

Local authority area	Estimated number of lets		Estimated homeless share of social lets
	All social lets (1)	Lets to homeless households	
Midlothian	577	361	63%
West Dunbartonshire	1,231	731	59%
South Ayrshire	635	372	59%
City of Edinburgh	2,462	1,382	56%
South Lanarkshire	2,436	1,365	56%
East Lothian	486	272	56%
Fife	2,182	1,215	56%
Dumfries and Galloway	1,061	561	53%
Dundee City	1,519	795	52%
Glasgow City	6,555	3,370	51%
Orkney Islands	188	96	51%
Clackmannanshire	490	250	51%
Stirling	491	246	50%
Falkirk	1,266	633	50%
West Lothian	1,231	606	49%
Highland	1,617	778	48%
East Dunbartonshire	432	207	48%
Aberdeen City Council	2,023	956	47%
Moray	700	324	46%
Na h-Eileanan Siar	217	96	44%
North Ayrshire	1,422	631	44%
East Renfrewshire	383	168	44%
North Lanarkshire	2,728	1,174	43%
East Ayrshire	1,162	463	40%
Renfrewshire	1,421	550	39%
Aberdeenshire	1,652	629	38%

Angus	1,037	365	35%
Scottish Borders	1,135	390	34%
Perth and Kinross	1,194	408	34%
Shetland Islands	170	49	29%
Argyll and Bute	596	165	28%
Inverclyde	1,142	167	15%
Scotland	41,842	19,773	47%

Note (1): Excludes lets to existing tenants

Table 2: Estimated lets to homeless households 2021-22

Local authority area	Main landlord in the area			Estimates for all other social landlords in the area		
	All lets	Homeless lets		All lets	Homeless lets	
		Number	% of all lets		Number	% of all lets
Aberdeen City Council	1,375	804	58%	648	152	23%
Aberdeenshire	1,090	499	46%	562	130	23%
Angus	656	280	43%	381	85	22%
Argyll and Bute	292	110	38%	304	55	18%
City of Edinburgh	936	798	85%	1,526	584	38%
Clackmannanshire	311	216	69%	179	34	19%
Dumfries and Galloway	720	439	61%	341	122	36%
Dundee City	721	541	75%	798	254	32%
East Ayrshire	823	383	47%	339	80	23%
East Dunbartonshire	258	168	65%	174	39	22%
East Lothian	312	204	65%	174	68	39%
East Renfrewshire	248	140	56%	135	28	20%
Falkirk	886	537	61%	380	96	25%
Fife	1,437	977	68%	745	238	32%
Glasgow City	2,318	1,683	73%	4,237	1,687	40%
Highland	885	527	60%	732	251	34%
Inverclyde	673	113	17%	469	54	11%
Midlothian	327	253	77%	250	108	43%

Moray	414	264	64%	286	60	21%
Na h-Eileanan Siar	208	96	46%	9	0	5%
North Ayrshire	908	499	55%	514	132	26%
North Lanarkshire	1,782	968	54%	946	206	22%
Orkney Islands	114	73	64%	74	23	31%
Perth and Kinross	695	285	41%	499	123	25%
Renfrewshire	712	369	52%	709	181	26%
Scottish Borders	417	207	50%	718	183	26%
Shetland Islands	107	28	26%	63	21	33%
South Ayrshire	448	327	73%	187	45	24%
South Lanarkshire	1,754	1,154	66%	682	211	31%
Stirling	266	183	69%	225	63	28%
West Dunbartonshire	752	514	68%	479	217	45%
West Lothian	578	396	69%	653	210	32%
Scotland	23,423	14,035	60%	18,419	5,738	31%

Table 3: Estimated lets to homeless households 2021-22 v General needs lets

Local authority area	Main landlord in the area			Estimates for all other social landlords in the area		
	General needs lets	Homeless lets		General needs lets	Homeless lets	
		Number	% of all lets		Number	% of all lets
Aberdeen City Council	1,147	804	70%	546	152	28%
Aberdeenshire	907	499	55%	448	130	29%
Angus	580	280	48%	285	85	30%
Argyll and Bute	255	110	43%	230	55	24%
City of Edinburgh	830	798	96%	1,190	584	49%
Clackmannanshire	304	216	71%	146	34	23%
Dumfries and Galloway	693	439	63%	276	122	44%
Dundee City	547	541	99%	669	254	38%

East Ayrshire	769	383	50%	265	80	30%
East Dunbartonshire	253	168	66%	115	39	34%
East Lothian	218	204	94%	129	68	53%
East Renfrewshire	211	140	66%	83	28	33%
Falkirk	856	537	63%	288	96	33%
Fife	1,341	977	73%	612	238	39%
Glasgow City	2,192	1,683	77%	3,828	1,687	44%
Highland	847	527	62%	508	251	49%
Inverclyde	641	113	18%	370	54	14%
Midlothian	253	253	100%	209	108	51%
Moray	164	264	161%	199	60	30%
Na h-Eileanan Siar	199	96	48%	1	0	50%
North Ayrshire	770	499	65%	420	132	31%
North Lanarkshire	1,689	968	57%	675	206	30%
Orkney Islands	107	73	68%	44	23	52%
Perth and Kinross	658	285	43%	403	123	31%
Renfrewshire	683	369	54%	537	181	34%
Scottish Borders	389	207	53%	550	183	33%
Shetland Islands	82	28	34%	61	21	34%
South Ayrshire	395	327	83%	127	45	35%
South Lanarkshire	1,624	1,154	71%	574	211	37%
Stirling	194	183	94%	158	63	40%
West Dunbartonshire	726	514	71%	409	217	53%
West Lothian	554	396	71%	479	210	44%
Scotland	21,080	14,035	67%	14,835	5,738	39%

Table 4: Referrals of homeless households to RSLs in 2021-22

Local authority	Homeless households LA has statutory duty to secure permanent accommodation	Individual homeless households referred to RSLs	Referrals to RSLs as % of duty to secure	Information on RSL lets from Homeless Stats	
				Number of RSL lets to homeless	As % of number LA has duty to secure permanent accommodation
Aberdeen City	1,110	167	15%	125	11%
Aberdeenshire	974	102	10%	130	13%
Angus	384	18	5%	75	20%
Argyll and Bute	334	334	100%	230	69%
City of Edinburgh	2,399	3	0%	355	15%
Clackmannanshire	422	36	9%	40	9%
Eilean Siar	121	121	100%	80	66%
Dumfries and Galloway	794	761	96%	590	74%
Dundee City	1,647	343	21%	235	14%
East Ayrshire	667	74	11%	45	7%
East Dunbartonshire	527	74	14%	65	12%
East Lothian	543	33	6%	80	15%
East Renfrewshire	314	100	32%	45	14%
Falkirk	1,366	83	6%	105	8%
Fife	1,784	59	3%	220	12%
Glasgow City	5,644	4,012	71%	3,480	62%
Highland	1,230	82	7%	410	33%
Inverclyde	323	334	103%	185	57%
Midlothian	603	87	14%	105	17%
Moray	410	88	21%	60	15%
North Ayrshire	936	132	14%	160	17%

North Lanarkshire	1,795	116	6%	105	6%
Orkney Islands	55	22	40%	25	45%
Perth & Kinross	519	211	41%	150	29%
Renfrewshire	712	228	32%	170	24%
Scottish Borders	566	497	88%	350	62%
Shetland Islands	73	20	27%	15	21%
South Ayrshire	652	61	9%	55	8%
South Lanarkshire	2,649	135	5%	180	7%
Stirling	483	59	12%	60	12%
West Dunbartonshire	1,503	460	31%	230	15%
West Lothian	1,555	221	14%	160	10%
Grand Total	33,094	9,073	27%	8,320	25%

Table 5: Twenty RSLs with largest number of general needs lets in 2021-22

Housing association	General needs lets 2021-22	Indicator 23			Indicator C2.5	
		Referrals received	Offers made	Offers accepted	Lets to homeless	Lets to homeless as % of referrals
Glasgow Housing Association Ltd,	2,855	1,873	1,471	1,664	1,683	90%
Link Group Ltd	1,165	736	449	426	301	41%
Dumfries and Galloway Housing Partnership	829	642	524	432	439	68%
Hillcrest Homes (Scotland) Limited	781	276	276	207	207	75%
River Clyde Homes	751	187	130	81	113	60%

Castle Rock Edinvar Housing Association Ltd	635	353	298	207	215	61%
Caledonia Housing Association Ltd	532	199	198	144	130	65%
Sanctuary Scotland Housing Association Ltd	528	165	165	146	146	88%
Clyde Valley Housing Association Ltd	526	2,725	137	126	126	n.a.
Scottish Borders Housing Association Ltd	474	327	250	207	207	63%
North Glasgow Housing Association Ltd	432	189	168	114	132	70%
Grampian Housing Association Ltd	419	148	68	67	67	45%
Cunninghame Housing Association Ltd	415	776	102	95	95	n.a.
Kingdom Housing Association Ltd	374	1,980	133	131	130	n.a.
Dunedin Canmore Housing Limited	372	263	262	233	209	79%
Langstane Housing Association Ltd	368	211	144	140	137	65%
Eildon Housing Association Ltd	355	191	129	109	104	54%
West of Scotland Housing Association Ltd	345	193	165	134	139	72%
Argyll Community Housing Association Ltd	333	176	176	97	110	63%
Albyn Housing Society Ltd	315	161	161	161	90	56%

Appendix 2: Charts

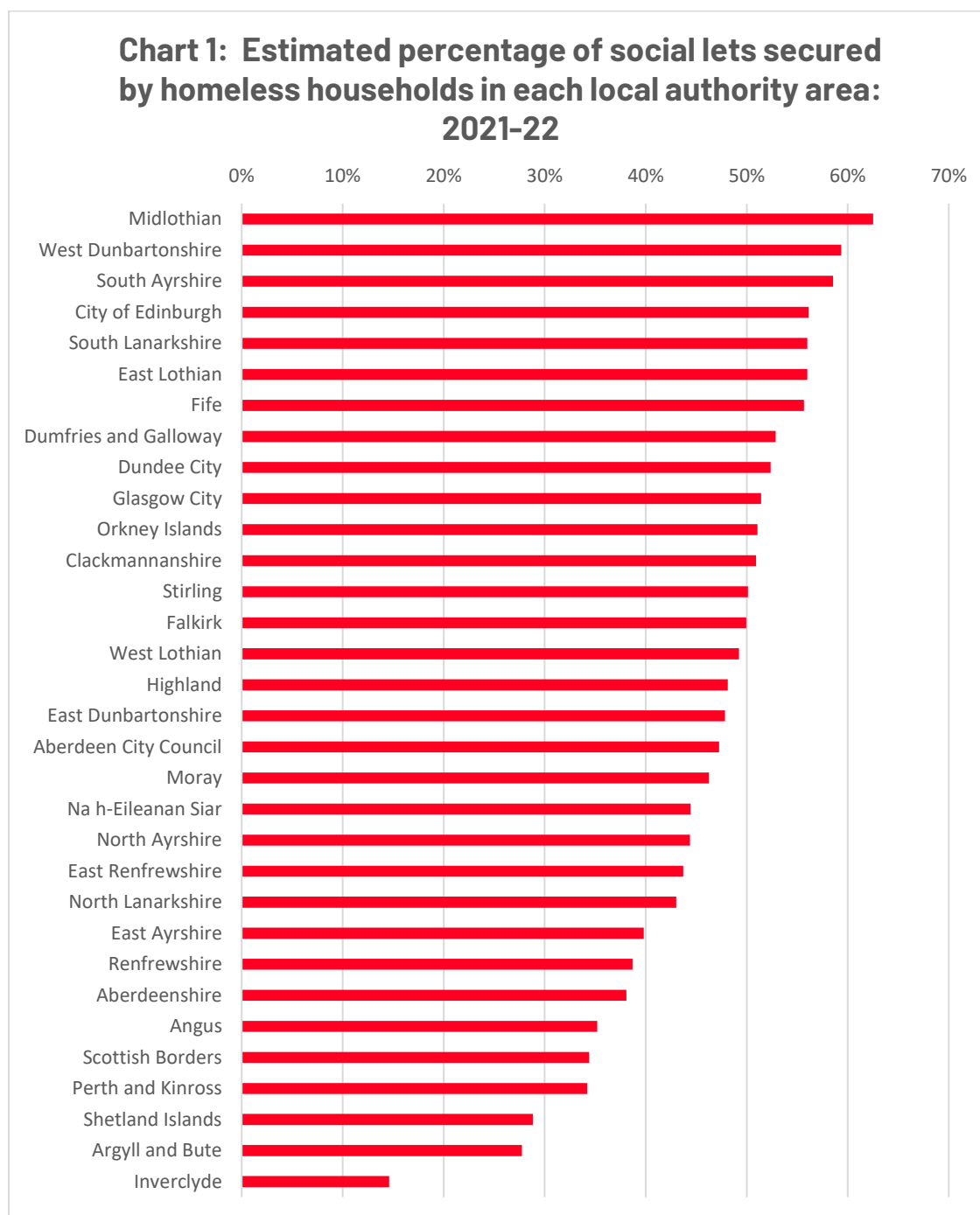


Chart 2: Homeless share of lets for main social landlord and estimated share of lets for other social landlords in the area: 2021-22

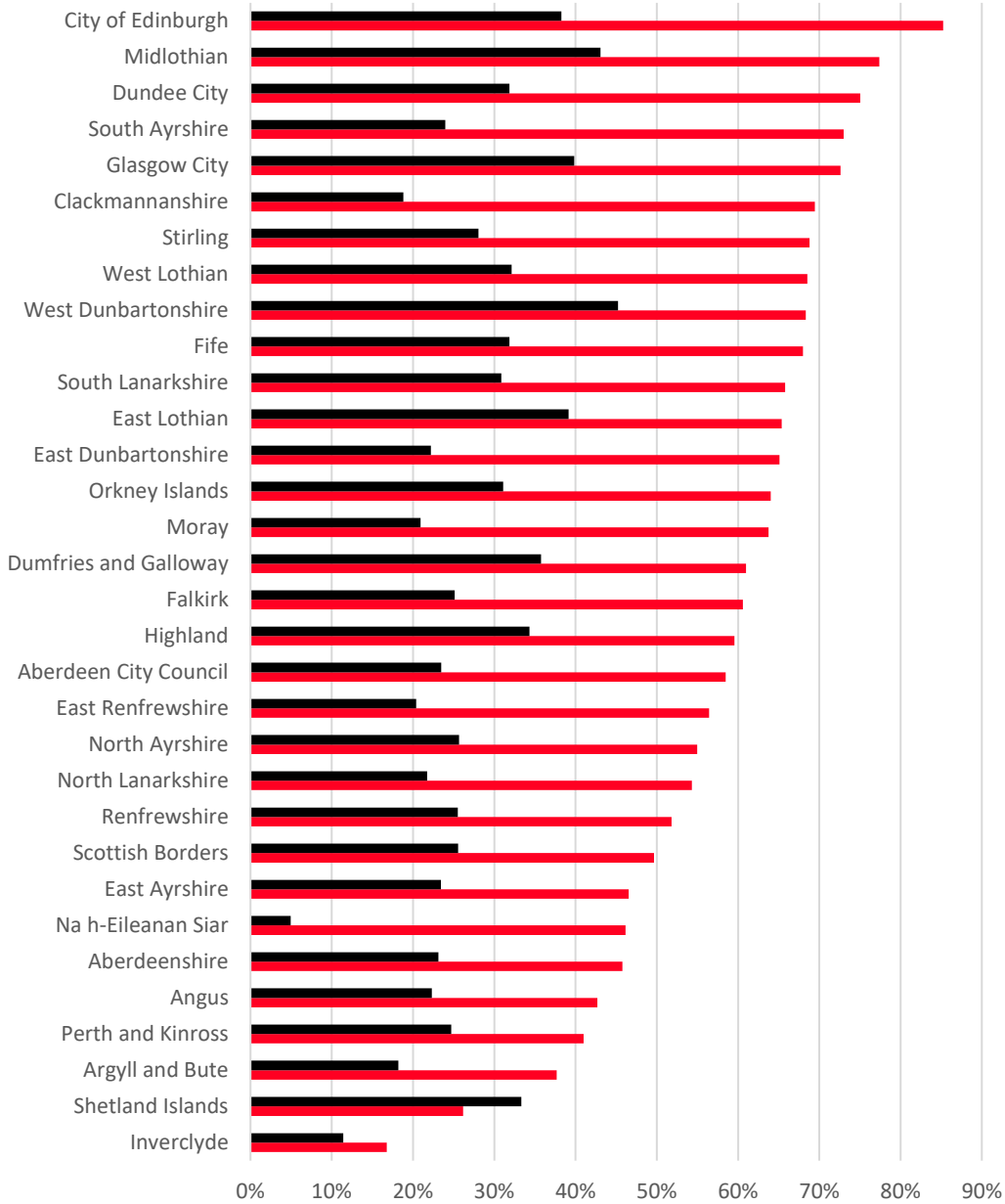
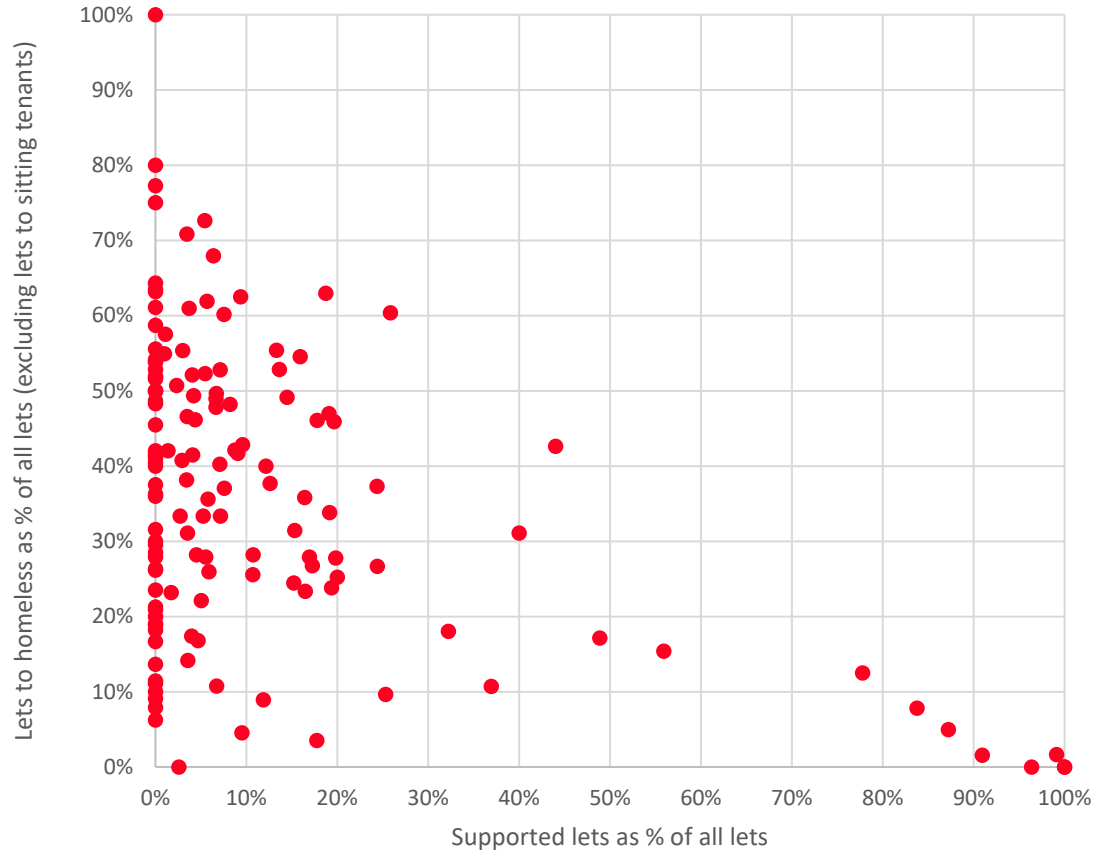


Chart 3: Share of lets to homeless by housing associations

v

share of lets which were supported lets 2021-22



**Chart 4: Referrals to RSLs v Lets secured:
2021-22**

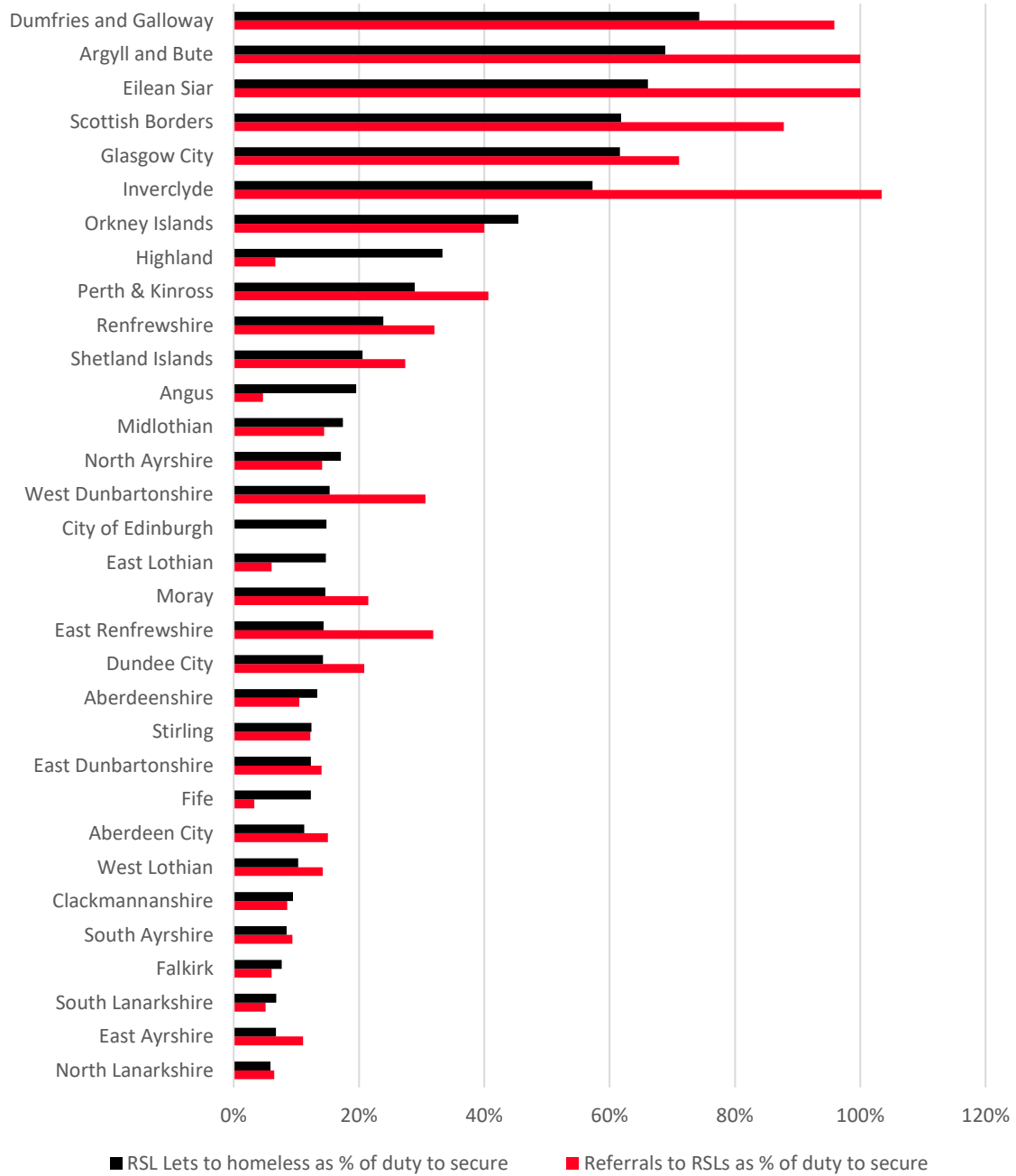


Chart 5a: Number of homeless households referred to RSLs v RSL lets to homeless: 2021-22

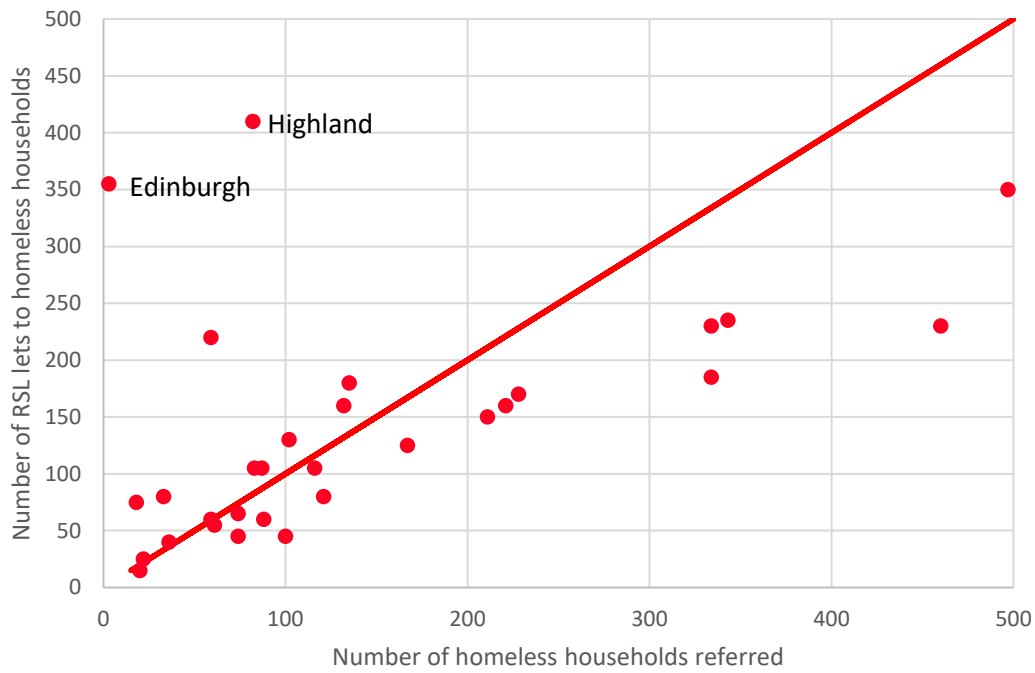


Chart 5b: LA referrals and RSL lets to homeless as % of households councils had a duty to secure permanent accommodation

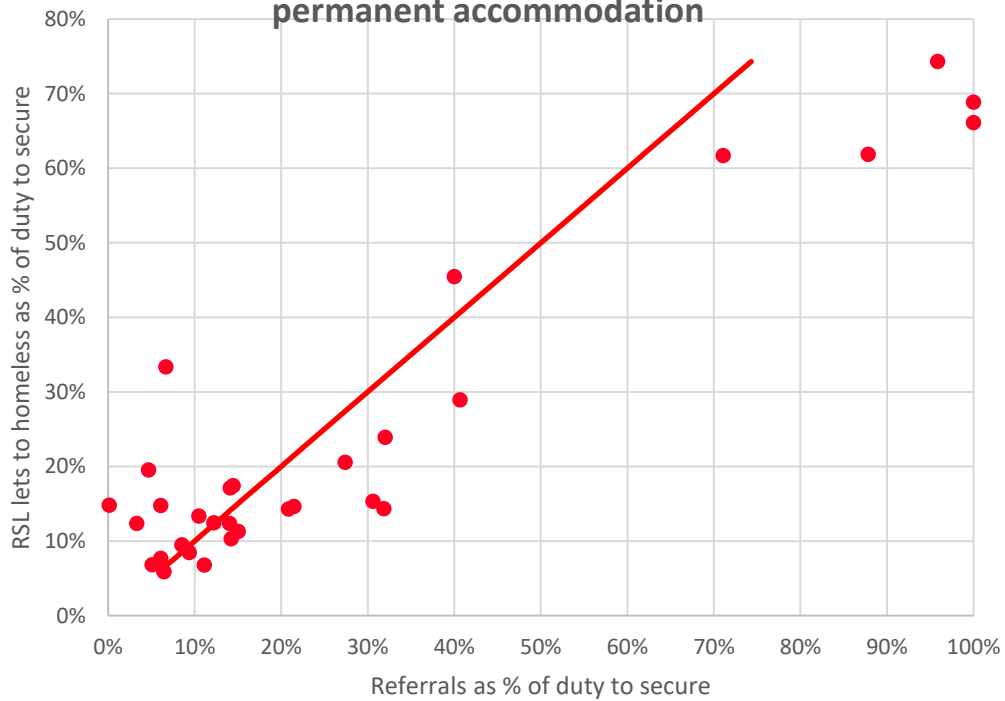
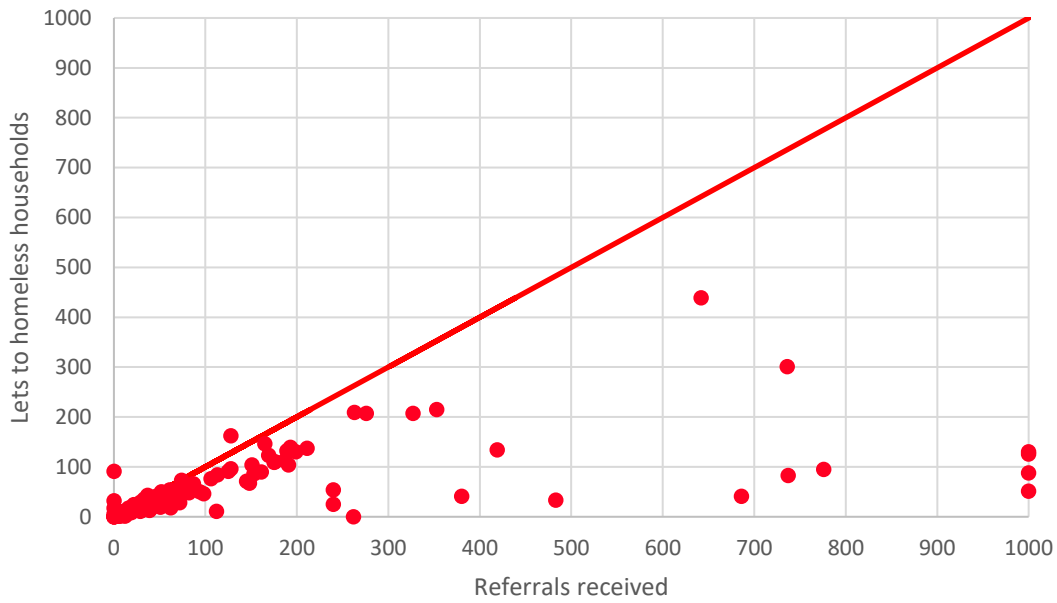
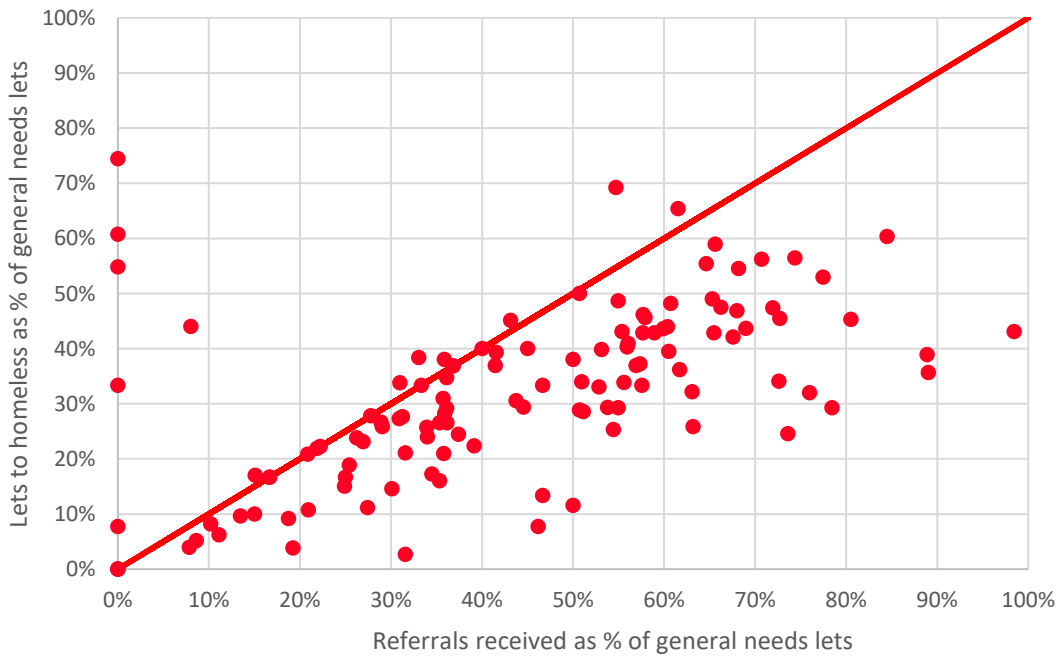


Chart 6a: Number of referrals received v number of lets to homeless households 2021-22



Note: Chart excludes GHA with 1873 referrals and 1,683 lets to homeless

**Chart 6b: Referrals received as % of general needs lets
v
lets to homeless as % of general needs lets
2021-22**



Appendix 3: The main social landlord in each stock transfer local authority area

Local authority area	Housing association	Stock 2021-22	Total lets 2021-22
Glasgow	Glasgow Housing Association	42,374 41%	3,019
Argyll & Bute	Argyll Community Housing Association Ltd	5,060 59%	381
Dumfries & Galloway	Dumfries and Galloway Housing Partnership	10,026 71%	861
Inverclyde	River Clyde Homes	5,974 58%	788
Eilean Siar / Western Isles	Hebridean Housing Partnership Ltd	2,287 97%	252
Scottish Borders	Scottish Borders Housing Association Ltd	5,561 46%	508

Appendix 4: Questions in the ARC asking each social landlord about the number of lets and vacancies during the year.

Indicator 17: (i) The number of empty dwellings that arose during the last year in self-contained lettable stock.

Indicator 30, part 1: (i) The total number of properties re-let in the reporting year.

Contextual Indicator C2: The number of lets during the reporting year by source of let.

For ALL landlords:

- (i) the number of lets to existing tenants;
- (ii) the number of lets to housing list applicants;
- (iii) the number of mutual exchanges;
- (iv) the number of lets from other sources.
- (v) **For LAs only:** the number of lets to homeless applicants.
- (vi) **For RSLs only:**
 - a. the number of applicants who have been assessed as statutorily homeless by the local authority; broken down by:
 - i. section 5 referrals (RSLs); •
 - ii. nominations from the local authority;
 - iii. other. (vii)
 - b. The number of other nominations from local authorities. **(Note these are not included as lets to homeless in the analyses).**

Contextual indicator C3: The number of lets during the reporting year, split between general needs and supported housing.

- (i) The number of general needs lets during the reporting year.
- (ii) The number of supported housing lets during the reporting year.

Appendix 5: Questions in the ARC about referrals of homeless households between local authority homelessness services and housing associations

Indicator 23: Asked of RSLs about referrals received and how they responded to them.

Homelessness (RSLs only) – the percentage of referrals under Section 5, and other referrals for homeless households made by the local authority, that result in an offer, and the percentage of those offers that result in a let.

A: Homeless referrals received

- (i) The total number of individual homeless households referrals received under section 5.
- (ii) The total number of individual homeless households referrals received under other referral routes.
- (iii) The total number of individual homeless households referrals received under section 5 and other referral routes.

B: Offers made

- (iv) The total number of individual homeless households referrals received under section 5 that result in an offer of a permanent home.
- (v) The total number of individual homeless households referrals received under other referral routes that result in an offer of a permanent home.
- (vi) The total number of individual homeless households referrals received under section 5 and other referral routes that result in an offer of a permanent home.

C: Offers accepted

- (vii) The total number of accepted offers.

Indicator 24: Asked local authorities about the need for lets for homeless households during the year and the number of referrals made to housing associations with stock in their area.

Homelessness (LAs only) – the percentage of homeless households referred to RSLs under section 5 and through other referral routes.

A: Homeless referrals made

- (i) The total number of individual homeless households referred to RSLs under section 5.
- (ii)** The total number of individual homeless households referred to RSLs under other referral routes.
- (iii)** (iii) The total number of individual homeless households referred to RSLs under section 5 and other referral routes.

B: Duty to secure permanent accommodation

- (iv)** (iv) The total number of homeless households to whom the local authority has a statutory duty to secure permanent accommodation.