

Empty Homes Strategy 2024 to 2029



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Foreword

It is a pleasure to present the Fife Empty Home Strategy 2024-2029, this being a five-year statement prepared by the Fife Housing Partnership on behalf of Fife Council.

The Empty Homes Strategy is linked to the Plan for Fife and the Local Housing Strategy which underlines the importance of good quality housing.

The Empty Homes Strategy sets out the activity that will enable Fife Council and partners to bring as many empty homes as possible back to use to reflect Fife Council's vision for communities to be able to access a home that is warm, affordable, accessible and meets their needs.

In March 2024 Fife Council declared a Housing Emergency and there is a need to bring as many homes back to use as possible to contribute to housing supply providing additional accommodation for families and help to reduce homelessness. Housing is a basic human right, essential to both Fife's residents and communities.

Empty homes can have a negative impact on communities and neighbouring properties such as anti-social behaviour, vandalism, property deterioration and loss in property value. Fife Housing Partnership is committed to tackle these issues through the Empty Homes Strategy

I look forward to working with partners, local organisations and communities to help return homes back to use.

Thank you for your participation and support of Fife's Empty Homes Strategy.



Cllr Judy Hamilton Chair of Fife Housing Partnership

1 Introduction

The Empty Homes Strategy is an integral part of the Fife Housing Partnership's Local Housing Strategy 2022-27. The Empty Homes Strategy aims to support the delivery of local outcomes and targets to return empty homes back to use, and reflect the needs and priorities set out within the Local Housing Strategy. The Empty Homes Strategy aims to:

- Raise the profile of empty homes activity to return empty homes to use.
- Set clear actions and targets to help reduce the number of empty homes.
- Support homeowners to bring empty homes back into use.
- Help to increase local housing options to meet housing needs.
- Enable housing regeneration, placemaking and neighbourhood improvements.
- Help improve community safety, environmental quality, and housing condition.
- Make a positive contribution to the building reuse and repurposing agenda.
- Help with the Council's ambition to tackle climate change.
- Link with other strategies to alleviate homelessness and housing pressures.

1.1 What is an Empty Home?

Empty homes have been classified using the following definitions:

Long-term Empty Properties	These are dwellings that have been empty for 6 months or more and are liable for council tax.				
Unoccupied Exemptions	These are properties which are empty and exempt from paying council tax.				

Second Homes are not classed as Empty Homes and not in scope of the strategy, however we have included an analysis to show the number of properties in Fife which are not a main residential home. In 2023 there were 24,061 second homes reported in Scotland and 2,349 in Fife.

Second Homes	Homes which are furnished and lived in for at least 25				
	days in a 12-month period but not a main residence.				

1.2 Vision and Strategy

This Empty Homes Strategy aims to deliver economic and financial benefits to communities, local businesses, owners, landlords and residents by contributing to:

- Enhance housing supply to meet housing need.
- Reduce homelessness by increasing housing options.
- Achieve Net Zero Targets and carbon savings through the retrofitting of existing properties as an alternative to new supply.
- Reduce neighbourhood complaints and the avoidable deployment of public resources.
- Reduce requirements for Police and Fire Services to attend empty homes.
- Financial returns for owners by realising asset value or generating rental income.
- Improve aesthetic appearance and sense of place within a community.
- Progress common works to improve housing standards across other homes.

1.3 Impact of Empty Homes

Empty homes may have a negative impact on both homeowners and the community, example of these are shown below:

Homeowners Impact	Community Impact				
Loss of rental incomeMortgage paymentsCouncil tax payments	 Negative appearance in terms of place Undermine regeneration plans Prevent communal repairs 				
Insurance premiumsMaintenance and security	Lower the value of nearby propertiesAnti-social behaviour				

1.4 Benefits to Bring Empty Homes Back to Use

Bringing empty homes back into use sends out a positive message about an area, helping to restore confidence in the property market. It does this in a number of ways:

- As an empty home is repaired, the property and the area around it improves.
- Once an empty home is brought back into use, it is no longer a target for antisocial behaviour.
- Neighbours' general sense of well-being improves as they feel safer in their homes, their local environment improves and the area becomes a more attractive place to live.
- The area then becomes more appealing to first time buyers and others looking to move home, stimulating demand and potentially increasing property values in the area.

1.5 Cost Benefit Analysis to Bring Empty Homes Back to Use New

The Scottish Empty Homes Partnership (SEHP, <u>Home | Scottish Empty Homes Partnership</u>) carried out a review of the private rented sector and recognised that empty homes can play an important part in meeting housing challenges. The SEHP was formed in 2010, funded by the Scottish Government and hosted by Shelter Scotland. SEHP exist to encourage Scotland's approximately 46,000 privately-owned long-term empty homes back into use. The cost benefit analysis is sourced from the 'The Empty Homes Value Tool' which can be found @

Empty-Homes-Value-Tool-2020-1.pdf (emptyhomespartnership.scot)

Key Findings:

- £8,314 per property each year could be going back to the local economy.
- Refurbishment and renovation of empty homes can generate economic benefits.
- Societal benefits of bringing homes back to use as social housing.
- Less time than building new homes.

£8,314 per property each year could be going back to the local economy:

The Office for National Statistics estimates that over the period 2016-2018 the average Scottish household spent is around £492 per week (£25,584 p.a.). From that, other research which said 65% of average spend is made in the local community and 50% of that money then stays in the local community. That showed £8,314 a year figure for money that could be going into the local economy each time a home is brought back to use.

Refurbishment and renovation of empty homes can generate economic benefits:

Figures published by the Scottish Government, and figures in a report on the Welsh Houses into Home scheme evidenced that every £1 spent on renovating property generates approximately £1.60 for the economy (including the initial £1). From this it is calculated that, if it costs an average of £15,000 to renovate a home it will generate £24,000 for the local economy with a net gain of £9,000.

Societal benefits of bringing homes back to use as social housing:

Research by National Housing Federation and Shelter England found that building 90,000 social homes providing people with a stable, affordable place to live would generate £31.4bn in societal benefits, such as improved healthcare, reduced homelessness and use of temporary accommodation, better life chances for children, reduced crime, higher employment and lower benefit costs due to higher employment. This would apply whether these are new build social housing, or empty homes returned to use as social housing.

Less time than building new homes:

An empty home can be brought back to use in less time than it takes to build new homes, taken account of the time to identify sites and obtain planning permission. The local authority may see a return on investment in a shorter time frame, with savings in temporary accommodation and increased rental income that can then contribute towards further increases in social housing stock.

2 The Legislative and Policy Context for Empty Homes

Tackling empty homes remains a priority for the Scottish Government. Annual statistics in January 2023, report 46,865 long-term empty properties in Scotland and 2,417 in Fife. Empty properties are considered part of the solution to meet housing demand and Scottish Government would like to see all homes occupied and no homes left empty without good reason. Ensuring that empty homes are maintained, improved and put to the best possible use forms part of the Housing to 2040 strategy.

2.1 National Policy Context for Empty Homes

Scottish Government National Outcomes places the empty homes agenda within a framework of strategic ambitions around housing, place, community, net zero and the Scottish economy. There are currently eleven National Outcomes describing what the Scottish Government wants to achieve. By proactively tackling empty homes and bringing them back into use, the Council and partners can contribute to the delivery of several of these as shown below.

National Outcomes	Empty Homes Contribution					
Economy	Assisting and enabling empty homeowners to bring their properties back into use, provides greater housing choice, improves the aesthetic appearance of communities, and can contribute to making communities more robust and resilient through investment, job creation and greater local spend.					
Fair Work and Business	Empty homes can contribute to fair work and local business agendas through job creation, spend on materials and resources, learning and development of a skilled workforce and increasing the number of households accessing services, amenities.					
Communities	Tackling empty homes improves community safety, encouraging greater levels of resident occupation to reduce security risks and enhance neighbourhood quality.					
Poverty	Empty homes that are brought back into use can contribute to increasing the supply of affordable housing and therefore assist in tackling the poverty agenda.					
Environment	Refurbishment and retrofitting have significantly less impact on the environment and carbon emissions than newbuild housing activity. Empty homes can contribute to increasing housing choice and supply whilst reducing impact on consumption and production.					
	Bringing empty homes back into use safeguards properties at risk by allowing works to be carried out not only for that property but others where there are communal repairs. Ensuring properties are protected and lived in increases housing supply and provides a better environment for those who wish to live in communities in the future.					
Health	Psychologists have long known that people's surroundings can influence their moods and mental health. The mental and physical wellbeing of people who live in the same street as an empty home can be adversely affected as the condition of the house deteriorates and it becomes the focus of anti-social behaviour. People living in areas with high levels of long-term empty homes may be more prone to depression due to the decline of their neighbourhood. Bringing empty homes back to use can help people to rediscover a sense of place and remove the negative stresses and risks to physical health that people living next door to an empty home may face.					

Explore the National Outcomes | National Performance Framework

2.2 Statutory Requirements relating to Empty Homes

There are currently no statutory requirements for local authorities regarding empty homes. However other statutory obligations relate directly or indirectly to bringing empty homes back into use, with powers and duties which offer mechanisms that may drive empty homes activity and intervention including enforcement action, advice, assistance, and investment. These include:

Legislation	Duty
Local Government Finance (Unoccupied Properties etc.) (Scotland) Act 2012 (legislation.gov.uk)	This allows local authorities to charge increased Council Tax on certain empty homes.
Housing (Scotland) Act 2001 (legislation.gov.uk) (Section 89)	Statutory requirement on local authorities to prepare a Local Housing Strategy (LHS) to set the vision for the supply of housing across all tenures.

Housing (Scotland) Act 2006 (legislation.gov.uk) (Section 10)	Duty to have a Below Tolerable Standard Strategy, Housing Renewal Area Policy, and Scheme of Assistance Strategy.
Climate Change (Scotland) Act 2009 (legislation.gov.uk) (Section 44)	Tackling the effects of Climate Change.
Fuel Poverty (Targets, Definition and Strategy) (Scotland) Act 2019 (legislation.gov.uk)	To set targets relating to the eradication of fuel poverty; to define fuel poverty; to require the production of a fuel poverty strategy; and to make provision about reporting on fuel poverty.
Housing (Scotland) Act 2001 (legislation.gov.uk)	Statutory responsibility to anyone threatened with, or experiencing homelessness.
Housing (Scotland) Act 2014 (legislation.gov.uk)	
Ending Homelessness Together: High Level Action Plan (www.gov.scot)	

2.3 Housing to 2040

Ensuring that empty homes are maintained, improved and put to the best possible use forms part of the Scottish Government Housing to 2040 strategy (Housing to 2040 (www.gov.scot)). It aims to deliver the ambition for everyone to have a safe, good quality and affordable home that meets their needs in the place they want to be. The route map contains four main parts as follows:

Priority	Benefit						
Affordable warmth and zero emissions homes	 Help to drive down carbon emissions caused by housing and housing construction. Assist with reduced heating and operational carbon emissions through retrofitting for improved energy performance. 						
More homes at the heart of great places	 Help to meet demand for affordable housing in areas of most need. Contribute to the regeneration and revitalising of town centres, villages, and rural communities. 						
Affordability and choice	 Contribute to delivering 100,000 affordable homes between 2021/22 and 2031/32. Ensure as wide a range as possible of property types and tenures across Scotland. 						
Improving the quality of all homes	 Supporting the renovation of existing homes and returning them back to use. Improving the quality of housing stock and the aesthetic appearance of neighbourhoods. 						

2.4 National Planning Framework 4 (NPF4)

The National Planning Framework 4 (NPF4, <u>National Planning Framework 4</u> (<u>www.gov.scot</u>)), Policy 9 'Quality Homes', encourages the delivery of homes across different tenures and by a range of providers. It places an emphasis on sustainability and opportunities for tackling climate change, as well as adopting the approach of building reuse. NPF4 therefore promotes the sustainable reuse of empty homes and buildings.

There is recognition and encouragement for a contribution to housing targets to be made from empty homes to be returned or converted to use as homes.

2.5 Plan for Fife

The Fife Partnership Board is the community planning partnership for Fife. It provides strategic leadership, overseeing partnership activity to support the delivery of its agreed vision and outcomes as set out in the Plan for Fife. The Plan for Fife 2017-2024 outlines national and local community planning outcomes based on the requirements of the Community Empowerment (Scotland) Act 2015.

The Plan for Fife has the following strategic themes:

- Opportunities for all
- Thriving places
- Inclusive growth and jobs
- Community led services

The link in relation to empty homes is principally through the 'Thriving Places' theme with aims to increase the supply of housing, improving conditions in the private rented sector and providing access to affordable housing options. <u>Plan for Fife | Fife Council</u> Thriving Places are safe, well designed and maintained places that promote wellbeing, where people are proud to be, and where they have access to the services and facilities they need at different stages of their lives

2.6 The Local Housing Strategy

The Housing (Scotland) Act 2001 places a statutory requirement on local authorities to prepare a Local Housing Strategy (LHS) supported by an assessment of housing need, demand and provision. Local Housing Strategy | Fife Council

The LHS is a five-year strategy which sets out the strategic vision of Fife Housing Partnership for the delivery of housing and housing related services. The LHS considers local and national priorities which, along with stakeholder consultation, have helped shape the outcomes aimed to be achieved across all tenures of housing in Fife. The LHS has five main priorities as noted below and include actions to return empty homes back to use as key action areas.

Prio	Priorities 2022 - 2027							
1.	Ending Homelessness							
	Outcome 1.1: People are prevented from becoming homeless							
	Outcome 1.2: People are enabled to sustain their current accommodation							
	Outcome 1.3: People are provided with suitable and sustainable housing options							
2.	More Homes in the Right Places							
	Outcome 2.1: People are provided with affordable housing appropriate to their need and							
	demand							
3.	A Suitable Home							
	Outcome 3.1: People are offered appropriate housing options and support services to sustain							
	their choice of living arrangements							
	Outcome 3.2: People are provided with housing adaptations to enable independent living							
4.	A Quality Home							
	Outcome 4.1: People live in good quality housing conditions							

Outcome 4.2: People live in well managed rented housing

5. A Warm Low Carbon Home

Outcome 5.1: People do not live in fuel poverty

Outcome 5.2: People live in energy efficient homes and reduce carbon emissions

2.7 Housing Emergency

Fife Council declared a housing emergency on 21st March 2024. Factors relating to the call for a housing emergency include the following:

- Reduction in the Scottish Government Affordable Housing Subsidy
- Reduced turnover in social housing following the Covid-19 pandemic
- Private Rented Sector changes
- Homelessness engagement and pressures
 - predictions of 30% increase over the next 2 years
- Number of long-term empty homes across public and private sectors
- Anticipated pressures

Fife Council are developing a 3-year Housing Emergency Action Plan (HEAP) with 3 proposed main themes as set out below:

- 1. Maintaining Affordable Housing Supply
- 2. Making best use of existing properties
- 3. Enhancing housing access & prevention of homelessness

It is a priority to bring empty homes back into use to assist with the current Housing Emergency Action Plan and other strategic objectives. Fife has seen an increase of 34% live homeless cases over the past 5 years. Bringing empty homes back to use can help reduce homelessness by providing safe and secure homes for Fife residents.

3 Evidencing the Need to Tackle Empty Homes

This Empty Homes Strategy has been informed by an understanding of the extent and nature of empty homes across Fife and the impact on neighbourhoods, communities, homeowners, and local residents.

This evidence base provides an understanding of the scale of empty homes as well as the challenges faced to bring empty homes back into use. This analysis is crucial to inform decisions on how partnerships, investment and innovation can help guide empty homes activity and interventions. The analysis of empty homes arising from this evidence, is detailed below:

3.1 Fife Empty Homes Profile

Fife Council maintain an active Empty Home Register of 2,609 properties as of April 2024. Most Empty Homes data originates from Council Tax records, empty homes records may also originate from other sources such as elected members, neighbours and other Council and Partner Services. The Empty Homes Register is updated monthly, and numbers fluctuate as homes are brought back to use and other homes become empty.

Table 3.1 shows the Empty Homes Register by Local Housing Strategy (LHS) Area against the Council Tax (CT) registered properties. This provides a measure of the number of empty homes not contributing to meeting housing need on a permanent basis.

LHS Area	CT Registered Properties	Empty Homes	% CT Properties	% Total No of Empty Homes
Cowdenbeath	17,249	158	0.92%	6.06%
Cupar & Howe	10,654	196	1.84%	7.51%
Dunfermline	43,955	465	1.06%	17.82%
Glenrothes	22,856	232	1.02%	8.89%
Kirkcaldy	35,385	512	1.45%	19.62%
Largo & East Neuk	8,942	251	2.81%	9.62%
Levenmouth	17,483	259	1.48%	9.93%
St Andrews	12,287	301	2.45%	11.54%
Taycoast	6,429	121	1.88%	4.64%
West Villages	8,147	114	1.40%	4.37%
Total	183,387	2,609	1.42%	100.00%

Table 3.1 Fife Council Empty Homes Register

Source: Fife Council Empty Homes Database 15/04/24

The highest proportion of empty homes against number of CT registered properties is in Largo & East Neuk and St Andrews, however based on number of properties on the empty homes register the highest proportion of empty homes is Kirkcaldy and Dunfermline.

LHS Area	Α	В	С	D	E	F	G	Н	Unknown	Total
CT Rate 2024/25	£1288	£1502	£1717	£1932	£2488	£3040	£3623	£4486		
Cowdenbeath	69	57	18	4	6	3	1			158
Cupar & Howe	24	57	34	34	29	11	5	2		196
Dunfermline	84	145	81	53	58	31	13			465
Glenrothes	82	94	13	18	18	4		1	2	232
Kirkcaldy	158	133	80	61	41	23	15	1		512
Largo & East Neuk	30	49	52	46	36	17	20	1		251
Levenmouth	150	66	17	14	9	1	2			259
St Andrews	22	28	56	41	70	45	33	6		301
Taycoast	19	30	21	17	15	6	13			121
West Villages	36	24	16	11	17	7	2	1		114
Total	674	683	388	299	299	148	104	12	2	2,609
%	25.8%	26.2%	14.9%	11.5%	11.5%	5.7%	4.0%	0.5%	0.1%	100.0%

Table 3.3: Longer term Empty Homes by Council Tax Band

Source: Fife Council Empty Homes Database 15/04/24

CT Rate Source: <u>https://www.fife.gov.uk/kb/docs/articles/housing/council-tax/council-tax-bands-and-charges</u>

Table 3.3 shows the council tax band of the Empty Homes Register as of 15th April 2024, there is a significant variation of bandings for the empty homes across Fife.

- Band A and B: St Andrews is 16.6% compared to 83.4% in Levenmouth
- Band C to G: Levenmouth is 16.6% compared to 83.4% in St Andrews

- 78.4% of empty homes with council tax liability up to £1,932*
- 21.7% of empty homes with council tax liability between £2,488* and £4,486* *Standard rate without discounts and exemptions

Table 3.2: Empty Homes - Time Empty					
Time Empty	No of Empty Homes	%			
6 to 12 Months	874	33.50%			
1 to 2 years	725	27.79%			
2 to 3 years	268	10.27%			
3 to 4 years	149	5.71%			
4 to 5 years	109	4.18%			
5 to 10 years	245	9.39%			
10 years +	209	8.01%			
Unknown	30	1.15%			
Total	2,609	100.00%			

Table 3.2: Empty Homes - Time Empty

Source: Fife Council Empty Homes Database 15/04/24

Table 3.2 shows the length of time homes are empty. The longer homes sit empty there is a higher risk of the property deteriorating and impacting on the neighboring properties.

3.2 Long Term Empty Homes and Council Tax

Information on empty properties and second homes is collected by Scottish Government each year from Local Authorities through the CTAXBASE data collection. Empty properties are of particular interest as they can help increase the supply of housing in Scotland when brought back into use.

The tables below show a summary of long-term empty homes, second homes and unoccupied dwellings in Fife compared with the level in Scotland from 2019 to 2023.

Local Authority	2019	2020	2021	2022	2023	4 Year Change
Scotland	40,963	47,333	43,766	44,601	46,217	12.83%
Fife	2,690	2,943	2,508	2,421	2,471	-8.14%
Fife %	6.57%	6.22%	5.73%	5.43%	5.35%	

Table 3.4: Long Term Empty Properties: 6 months or more

Source: <u>Housing statistics: Empty properties and second homes - gov.scot (www.gov.scot)</u>

• Over the 5-year period the number of LTE homes has increased in Scotland by 12.83% compared to a reduction in Fife of -8.14%.

Local Authority	2019	2020	2021	2022	2023	4 Year Change
Scotland	27,146	30,551	27,854	27,692	28,280	4.18%
Fife	2,007	2,164	2,002	1,880	1,911	-4.78%
Fife %	7.39%	7.08%	7.19%	6.79%	6.76%	

Table 3.5: Long Term Empty Properties: 12 months or more

Source: <u>Housing statistics: Empty properties and second homes - gov.scot (www.gov.scot)</u>

• Over the 5-year period the number of LTE homes empty for 12-months or more has increased in Scotland by 4.18% compared to a reduction in Fife of -4.78%.

2019	2020	2021	2022	2023	4 Year Change
24,314	24,466	23,890	24,287	24,061	-1.04%
2,392	2,421	2,306	2,374	2,359	-1.38%
9.84%	9.90%	9.65%	9.77%	9.80%	
	24,314 2,392	24,314 24,466 2,392 2,421	24,314 24,466 23,890 2,392 2,421 2,306	24,314 24,466 23,890 24,287 2,392 2,421 2,306 2,374	24,314 24,466 23,890 24,287 24,061 2,392 2,421 2,306 2,374 2,359

Table 3.6: Second Homes

Source: <u>Housing statistics: Empty properties and second homes - gov.scot (www.gov.scot)</u>

• Over the 5-year period the number of second homes has reduced both in Scotland and Fife.

Table 3.7: Number of d	wellings receiving an	unoccupied exemption

2019	2020	2021	2022	2023	4 Year Change
44,583	44,143	45,801	47,156	47,293	6.08%
2,863	3,164	3,327	3,356	3,377	17.95%
6.42%	7.17%	7.26%	7.12%	7.14%	
	44,583 2,863	44,583 44,143 2,863 3,164	44,583 44,143 45,801 2,863 3,164 3,327	44,583 44,143 45,801 47,156 2,863 3,164 3,327 3,356	44,583 44,143 45,801 47,156 47,293 2,863 3,164 3,327 3,356 3,377

Source: <u>Housing statistics: Empty properties and second homes - gov.scot (www.gov.scot)</u>

• Over the 5-year period the number of dwellings receiving an unoccupied exemption has increased in Scotland by 6.08% while Fife has a more significant increase of 17.95%.

As shown in table 3.7 the number of premises receiving an 'unoccupied exemption' in Fife is 3,377. This includes properties which are:

- Empty and unfurnished for less than 6 months,
- Local authority dwellings awaiting demolition
- Other homes empty for less than six months

The term also covers:

- Privately owned properties empty due to the property being repossessed
- Death of a previous owner
- Long term care or detention
- Dwellings last occupied by charitable bodies
- Dwellings empty under statute
- Some privately owned homes that have been empty for six months or longer

If brought back to use, these properties may contribute towards delivery of national policy outcomes and LHS priorities. However, there is a likelihood of them remaining empty without Empty Homes Officer intervention.

3.3 Fife Council Housing Stock Profile

The table below shows the council tax profile of properties in Fife:

LHS Area	OWNER / OCCUPIER	FIFE COUNCIL	PRIVATE LANDLORD	RSL	SECOND HOUSE	UNKNOWN	OTHER	Total	% OF FIFE TOTAL
Cowdenbeath	9,687	4,811	1,396	1,036	49	269	1	17,249	9.41%
Cupar & Howe	7,150	1,379	1,188	366	85	432	54	10,654	5.81%
Dunfermline	30,098	4,645	4,830	3,142	185	972	83	43,955	23.97%
Glenrothes	14,272	4,562	2,487	1,082	66	383	4	22,856	12.46%
Kirkcaldy	20,346	7,910	4,017	2,167	170	757	18	35,385	19.30%
Largo & East Neuk	5,657	764	861	446	790	418	6	8,942	4.88%
Levenmouth	9,139	4,357	1,893	1,594	88	408	4	17,483	9.53%
St Andrews	6,224	1,078	3,163	385	214	564	659	12,287	6.70%
Taycoast	4,447	608	680	352	72	263	7	6,429	3.51%
West Villages	5,471	813	568	1,044	43	203	5	8,147	4.44%
Total	112,491	30,927	21,083	11,614	1,762	4,669	841	183,387	100.00%
%	61.34%	16.86%	11.50%	6.33%	0.96%	2.55%	0.46%	100.00%	

Table: 3.8: Fife Council Housing Stock Profile

Source: Council Tax Sept 2023

Fife Housing Stock Profile and Empty Homes Summary:

- 9.41% stock in Cowdenbeath LHS Area with 0.92% empty homes
- 5.81% stock in Cupar & Howe of Fife LHS with 1.84% empty homes
- 23.97% stock in Dunfermline LHS Area with 1.06% empty homes
- 12.46% stock in Glenrothes LHS Area with 1.02% empty homes
- 19.30% stock in Kirkcaldy LHS Area with 1.45% empty homes
- 4.88% stock in Largo & East Neuk with 2.81% empty homes
- 9.53% stock in Levenmouth LHS Area with 1.48% empty homes
- 6.70% stock in St Andrews LHS Area with 2.45% empty homes
- 3.51% stock in Taycoast LHS Area with 1.88% empty homes
- 4.44% stock in West Villages LHS Area with 1.40% empty homes

3.4 Housing Need and Demand Assessment (HNDA)

Fife is linked to two city regions – Dundee City and the City of Edinburgh. The Housing Need and Demand Assessments (HNDAs) have been developed to inform the LHS, FIFEplan and the Local Development Plan. The two HNDAs include:

- TAYside HNDA3 assesses housing need and demand for North-East Fife, Angus, Dundee and Perth and Kinross. <u>Tayside HNDA3 final report for North Fife</u>
- South-East Scotland HNDA4 assesses housing need and demand for Fife (West & Central), the City of Edinburgh, East Lothian, Midlothian, Scottish Borders and West Lothian. <u>Housing Need and Demand Assessment 3 (fife.gov.uk)</u>

The combined HNDAs indicate that 2,392 households are in housing need and require social rented housing to meet that need. The table below shows the needs per assessment area:

Households	Fife	Fife	Fife	
	(West & Central)	(North)	Total	
Homeless / housing insecurity	1,246	485	1,731	
Overcrowded and concealed	171	157	328	
Requiring specialist housing	263	70	333	
Total existing need	1,680	712	2,392	

Table 3.9: Existing Housing Need from HNDAs

Source: Local Housing Strategy | Fife Council

Empty homes activity can contribute to increasing housing supply to meet the demand for affordable and market housing and increase provision of specialist housing units across categories such as wheelchair, amenity and sheltered.

3.5 Homelessness

Fife Council declared a Housing Emergency in March 2024 and currently experiencing significant pressures on homelessness and housing access services. Despite progress on actions through the Homelessness Strategy 2024-27, the number of households assessed as homeless and waiting for a tenancy and the number of families with children in temporary accommodation has increased and remains high and predictions indicate continued projected increases in housing need and homelessness for the next 2 years.

Local Authority	2018-19	2019-20	2020-21	2021-22	2022-23	4 Year Change
Scotland	36,778	37,053	34,345	35,759	39,006	6.06%
Fife	2,637	2,626	2,553	2,531	2,711	2.81%
% Fife	7.17%	7.09%	7.43%	7.08%	6.95%	

Table 3.10: Homeless Applications by Local Authority

Source: Homelessness in Scotland: full statistical time series - gov.scot (www.gov.scot)

- 6.06% increase in Scotland from 2021/22 to 2022/23
- 2.81% increase in Fife from 2021/22 to 2022/23

Local Authority	2019	2020	2021	2022	2023	4 Year Change		
Scotland	21,484	22,754	24,489	25,731	29,652	38.02%		
Fife	1,373	1,382	1,636	1,774	2,091	52.29%		
% Fife	6.39%	6.07%	6.68%	6.89%	7.05%			
Source: Homelessness in Scotland: full statistical time series - gov.scot (www.gov.scot)								

The trend in Table 3.11 is quite evident of the increase in homeless cases over the past 5 years with the 38.02% increase across Scotland, with Fife seeing an increase of 52.09%. This is an additional 718 live homelessness cases in 2023 compared to 2019.

Fife Council Context - Housing Demand (2023/24)

- 13,622 Fife Housing Register applications for housing
- 1,669 number of customers accessing housing information and advice
- 2,655 households presented as homelessness
- 1,974 assessed as homeless/threatened with homelessness
- 1,938 live homeless cases (households waiting for a permanent home)
- 441 households have been homeless for over one year
- 1,100 temporary accommodation units occupied (31/3/24)
- 387 children experiencing homelessness residing in temporary accommodation
- 135 reported rough sleeping (the night before presentation or within 3 months)
- 139 average days in temporary accommodation
- 23.1% of households are placed in B&B type temporary accommodation
- 96% of temporary accommodation offers made when required
- 3.85% had been homeless in the last 12 months (repeat homeless)
- 91.3% of new tenancies sustained for more than a year (FC households only) Source: Pentana (Fife Council's Performance Management System)

Bringing empty homes back into use is an LHS priority area, focusing on increasing housing supply, and complimentary to our new build and property acquisitions programs. In addition, can support Fife to meet the statutory duty to the prevent homelessness wherever possible and to mitigate the impact of homelessness where it cannot be prevented.

3.6 Private Rented Sector

Private sector housing plays a key role in Fife to provide additional rented housing. Council tax record show 11.5% of stock is private landlords, this is the 3rd highest tenure type with owner occupied first at 61.43% and Fife Council second at 16.86%. Table 3.8 above shows the full stock profile.

A review of the Empty Homes Register found premises which are registered as private landlord properties or under other licensing schemes such as Short-term Lets (STL) or House in Multiple Occupation. Table 3.12 shows the breakdown:

Tuble 3112. Empty Homes with Educiola Registration and Other Electrices.								
LHS Area	Empty Private Homes Landlords		STL	нмо				
Total	2,609	516	112	9				

Table 3.12: Empty Homes with Landlord Registration and Other Licences:

The Empty Homes Officer will work with partners to ensure the accuracy of the Empty Homes Register for these properties.

The profile of private landlords and registered properties over the last 3 years have seen a reduction as shown in tables 3.13 and 3.14:

Properties	Apr-22	Apr-23	Apr-24	2 Year Change
Scotland	337,325	341,110	346,767	2.80%
Fife	20,982	20,837	20,604	-1.80%
Percentage	6%	6%	6%	

Table 3.13: Landlord Properties Fife and Scotland

Source: Better Homes Division, Scottish Government

• Table 3.13 shows an increase in the landlord properties in Scotland by 2.8% which accounts for 9,442 properties compared to a reduction in the landlord properties in Fife of -1.8% which accounts for 378 fewer properties available for private let.

Registrations	Apr-22	Apr-23	Apr-24	2 Year Change
Scotland	238,327	238,781	238,094	-0.10%
Fife	14,500	14,310	13,998	-3.46%
Percentage	6%	6%	6%	

 Table 3.14: Registered Landlord Fife and Scotland

Source: Better Homes Division, Scottish Government

• Table 3.14 shows a reduction of registered landlords of 0.10% in Scotland which accounts for 233 fewer landlords compared to fewer landlords in Fife of -3.46% which accounts for 502 fewer registered landlords offering properties to let.

This reduction in the private landlord accommodations may impact on the people in Fife securing accommodation as homelessness statistics report 16% of those registering as homeless are leaving a private tenancy.

There is no evidence for the reduction in private sector in Fife, however over the last few years there have been legislation changes introduced which impacts on private let management for private landlords. This includes the Cost of Living (Tenant Protection) (Scotland) Act 2022 which temporarily imposed an eviction ban and a rent cap. <u>Cost of living: rent and eviction - gov.scot (www.gov.scot)</u>

The Housing (Scotland) Bill, introduced to the Scottish Parliament in March 2024, with proposals that include long term rent controls for private tenancies, new rights to keep pets, decorate rented homes and stronger protection against eviction. <u>Housing Bill published - gov.scot (www.gov.scot)</u>

Where the private rented sector plays a large part in market housing provision, long term empty homes may be of interest to private investors looking to increase their portfolio. Fife Council offer a Matchmaker Scheme to help match buyers and sellers of empty homes.

4 Local Action and Achievements, Challenges & Barriers in Tackling Empty Homes

The Empty Homes Strategy builds upon the activity and interventions which have succeeded in bringing empty homes back into use; and specific local challenges and barriers to tackling empty homes.

The Strategy builds on success achieved by projects and initiatives within Fife and innovation in empty homes across Scotland, other parts of the UK and elsewhere as the basis of piloting or programming future activity.

4.1 Empty Homes Actions and Achievements

Fife Council has had a dedicated Empty Homes Officer since 2014. As of May 2024, there are two dedicated Empty Homes Officers to bring empty homes back to use, a total resource of 1.8 FTE.

The table below outlines the support, advice or guidance that can be offered to homeowners to bring empty homes back to use. This is tailored to the requirements of the homeowner and the condition of the property. In some cases, owners may have multiple support and advice methods to assist bringing empty homes back to use.

Empty Homes Support and Advice	2019/20	2020/21	2021/22	2022/23	2023/24
Sold through Matchmaker Scheme	1	5	4	1	0
Scottish Government Empty Homes Loan Fund	0	0	1	0	0
Purchased through Buyback Scheme	0	2	5	19	5
Partnership working with YMCA Glenrothes to support the purchase of empty homes	2	0	2	1	0
Given support to access VAT discounts, merchants & services discounts, other discounts	12	12	12	21	18
Provided help and support to obtain Council Tax discretion enabling the owner to bring the property up to standard	18	9	18	13	8
Advice and Information given to owners (including renting and/or selling)	0	9	4	3	15
Provided facilitation, problem solving, partnership working (help with common repairs, renovation, sweat equity, etc)	11	11	11	3	6
Engagement with non-active owners and a range of services to encourage actions to bring properties back to use	0	0	0	6	11
Total	44	48	57	67	63

Table 4.1 Support/Advice provided where Empty Homes were brought back to use

- Unique circumstances for each individual case, requires individual responses and different solutions to be applied and a range of tools/approaches to be utilized.
- Timescales and resource involved in returning empty homes can be extensive.

Since 2014 Fife Council have brough back 550 empty homes to use, the table below shows the 5-year trend of the homes returned to use and the length of time they have been empty.

Year	Length of Time Homes have been Empty								
	Less than 1 year	Between 1 & 2 years	Between 2 &5 years	Between 5 & 10 years	More than 10 years	TOTAL			
2019/20	0	8	22	2	5	37			
2020/21	3	6	18	8	4	39			
2021/22	0	8	17	11	5	41			
2022/23	7	19	23	8	5	62			
2023/24	3	6	17	9	4	39			
	13	47	97	38	23	218			

Table 4.2 Homes Brought back into Use:

Outstanding Empty Homes Officer

Fife Council have been recognised through the Scottish Empty Homes Champion of the Year Awards. Empty Homes Officer Joanne Saurin won the award of 'Outstanding Empty Homes Officer' in 2021 for her work to bring 395 (as at 2021) empty homes back to use since taking up her post in 2014.

Local Empty Homes Initiatives

In recent years, the YMCA Glenrothes has been successful in raising funds to renovate long term empty properties. The Empty Homes team has worked in partnership with this charity to identify empty properties for sale that would meet its criteria. This collaboration has resulted in five long term empty properties, which were in a poor state of repair, being fully refurbished throughout and brought back to use. The properties are now owned and let by the YMCA Glenrothes and tenancies are offered to people at affordable lets with many tenants having previously experienced homelessness.

4.2 Empty Homes Challenges and Barriers

Fife Council are aware there are challenges and barriers to tackling empty homes which require to be addressed by the development and delivery of the Empty Homes Strategy. Some of the key challenges include:

Challenges	Context
Finances	Rising costs of repairs and maintenance for homeowners. Lack of finance for empty homeowners to maintain properties and fund maintenance. Lack of and limited grant assistance and loan schemes to support investment in empty homes.
Tracing Owners	Challenging cases where owners cannot be traced, or ownership is in dispute.

Table 4.3: Challenges and Barriers for Empty Homes Activity

Legal	Establishing status of properties subject to repossession proceedings or obtaining grants of confirmation where owners and next-generation heirs are deceased. Legal resources, time constraints and costs to use methods such as Compulsory Purchase Orders.
Capacity	Balancing operational workload with new projects, initiatives, and reporting requirements.
Data Protection	Data sharing agreements can restrict a strategic approach to empty homes work.
Lack of Engagement	Not all empty homes owners wish to engage with Empty Homes Officers despite the free offer of help and assistance.
Communal Repairs	Disputes over common and shared repairs. Empty homes within tenements can cause issues where the condition of the empty property is deteriorating and impacting on other properties.
Vandalism and Anti-	Empty homes may be subject to vandalism, fly-tipping,
social Behaviour	overgrown gardens, and cause of neighbourhood complaints.
Lack of Awareness	Potential lack of awareness of the Empty Homes Team and activity and need to promote.

5 The Strategic Objective for Empty Homes

This Strategy sets out how the Council and partners will work together over the next 5 years to proactively tackle the impact of empty homes on communities, neighbourhoods, homeowners, and residents. Fife Council set an annual target through the LHS to report on the 'Number of long-term empty homes returned to housing use'.

Table 5.1: LHS Priority for a Quality Home	Table 5.1:	LHS Priority	y for a Qualit	y Home:
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Priority	Baseline	Outturn	Outturn	Target	Target	Target
	2021-2022	2022-2023	2023-2024	2024-2025	2025-2026	2026-2027
Number of long-term empty homes returned to housing use	41	62	39	45	60	60

Five key objectives have been set to achieve this:

- Objective 1: Maintain, Develop and Analyse the Empty Homes Register
- Objective 2: Raise Awareness and Increase Engagement around Empty Homes
- Objective 3: Empty Homes Area Project Approach
- Objective 4: Review and Develop Options for Empty Homes Objective 5: Address Empty Homes in a State of Disrepair

Objective 1: Maintain, Develop and Analyse the Empty Homes Register

The main source of Empty Homes data originates from Council Tax records. The Housing (Scotland) Act 2010 permits Local Authorities to use Council Tax data to contact owners' of empty homes. This objective is to develop a wide range of methods to capture data on empty homes from various sources such as elected members, communities and other

Council and Partner Services. Analyse and review the register and fully understand the profile of empty homes in Fife to shape and direct future activity and priorities.

Objective 2: Raise Awareness and Increase Engagement around Empty Homes

Owners of empty homes may not be aware the Empty Homes Service is available to help bring properties back into use. This objective is about increasing engagement with empty homeowners and communities through media campaigns, direct communications, website information and information leaflets with advice and guidance. Another aspect is to promote the Empty Homes Services with internal and external partners to deliver a joined-up service.

Objective 3: Empty Homes Area Projects

The empty homes data will be interrogated and analysed to find hotspot areas, empty homes information will be scrutinised with other property registration and licensing schemes to see if there is a cross over. The data will be reviewed to develop Project Areas to focus on working closely with empty homes owners and partners with the aim to bring the properties back to use.

Objective 4: Review and Develop Options for Empty Homes

Reviewing and developing options will ensure Empty Homes work continually aims to improve opportunities and tools available to help bring empty homes back to use. Links will be made to other strategies, and changes in legislation impacting empty homes. Current methods and best practice will be reviewed to improve the services available.

Objective 5: Address Empty Homes in a State of Disrepair

This section deals with how Empty Homes Team can play a part in dealing with properties which are experiencing disrepair, including properties Below Tolerable Standard (BTS) - by partnership working, monitoring and data sharing. It also looks at how the use of enforcement could encourage the empty homes to be brought back into use or prevented from becoming empty in the first place.

6 Empty Homes Action Plan

The Action Plan has been developed to enable the Council and partners to deliver, monitor and evaluate the impact of empty homes activity over the next 5 years. It sets a strategy for partnership working and investment that reflects strategic objectives and creates a route map for delivering the aim of the Empty Homes Strategy. The action plan will be reviewed annually.

No	Action	Milestone	Timescale	Responsible	Resources
	Ensure the Empty Homes Register is	Update and Review Empty Homes Data from CT	Monthly	EHO	EHO
1.1 updated and accurate	Monitor the Quality of Data received	Bi- annually	EHO	EHO	
1.2	Develop New Empty Homes Register	New Empty Homes Register	April 2025	EHO	EHO, Strategy Team
	Online Tools to report Empty Homes which is accessible and current	Ongoing	EHO	EHO	
	Collect Empty Homes data from a range of sources	Social media campaign to promote how to report an Empty Home	Bi- annually	EHO	EHO
		Share mechanisms to report Empty Homes with partner services	By Sept 2024	EHO	EHO
		Empty Home Survey on contact	Ongoing	EHO	EHO
		Map Empty Homes	Quarterly	EHO, Strategy Team	EHO, Strategy Team
1.4	Analysis of Empty	Match Empty Homes against other data sources such as STLs, Private Lets, HMO properties	Quarterly	EHO, Strategy Team	EHO, Strategy Team
	Homes Data	Identify high demand areas where high numbers of empty homes are	Annually	EHO, Strategy Team	EHO, Strategy Team
		Map empty homes against social and economic factors	Annually	EHO, Strategy Team	EHO, Strategy Team

Objective 1: Maintain, Develop and Analyse the Empty Homes Register

No	Action	Milestones	Timescale	Responsible	Resources
	Refresh webpages / social media offering	Contact Empty Homeowners where property is in a state of disrepair	Ongoing	EHO	EHO
2.1	advice and assistance to private owners to improve BTS / sub-	Online information on reporting an Empty Home in a state of disrepair	Oct 2024	EHO	EHO
standard homes / empty homes	-	Update website with information on property standards	Ongoing	EHO	EHO, EPES
	Contact and engage with Empty Homeowners, using targeted approach	Monthly	EHO	EHO	
	Promote communications approach offering advice and assistance on empty homes	Promote Empty Homes activity on social media	Quarterly	EHO	EHO, FC Media Team
2.2 ar ac		Develop and share Empty Homes Prevention Leaflet through various methods	Ongoing	EHO	EHO
		Empty Homes articles in Private Sector Newsletter	Bi- annually	EHO	EHO
		Develop partnership approaches with internal and external partners	Ongoing	EHO	EHO
2.3	Joint working with internal and external services to bring empty homes back into use	Attend Empty Homes best practice forums and events	Ongoing	EHO	EHO
		Implement joint communication and promotion opportunities	Ongoing	EHO	EHO

Objective 2: Raise Awareness and Increase Engagement around Empty Homes

Objective 3: Empty Homes Area Project Approach

No	Action	Milestones	Timescale	Responsible	Resources	
		Analysis of Empty Homes Register	Annually	EHO	EHO	
	 Targeted approach to capture hotspot areas and contact owners to 3.1 offer advice and guidance to bring empty homes back into use 	Scope out projects		EHO	EHO	
		Contact Empty Homeowners		Annually	EHO	EHO
3.1		Survey all Empty Homeowners within Project	Annually	EHO	EHO	
		Maximise the number of Empty Homes returned to use	Annually	EHO	EHO	
		Analyse data collated from survey results and review and implement areas of good practice	Annually	EHO	EHO	

Objective 4: Review and Develop Options for Empty Homes

No	Action	Milestones	Timescale	Responsible	Resources
	Report on options for the Refurbish to Rent	Awareness of possible funding opportunities	Oct-24	FC	FC
4.1	scheme for empty homes	Research other organisations doing similar schemes	Oct-24	ЕНО	EHO
4.2	Investigate options for a policy on compulsory purchase orders (CPO) and work with the	Report on outcome of CPO investigation	Apr-25	FC	FC
4.2 Scottish government in relation to possible implementation of compulsory sale orders	Produce a cost benefit analysis	Apr-25	FC	FC	
4.3	Monitor new Legislative requirements that may impact Empty Homes delivery such as Compulsory Sales Order, Compulsory Rent Order, Compulsory Owners Association	Review new legislation and the impact for Empty Homes activity	Ongoing	FC	FC
4.4	4.4 Link with other strategies to alleviate homelessness and housing pressures	Develop partnership approaches with internal and external partners to help with homeless pressures	Ongoing	FC	FC
		Deliver Empty Homes activity through the Housing Emergency Action Plan	Ongoing	FC	FC
4.5	Link with other strategies to reach Net Zero and Climate change targets	Develop partnership approaches with internal and external partners to help with climate change targets	Ongoing	FC	FC
		Empty Homes Acquisitions	Ongoing	EHO	EHO
		Matchmaker scheme	Ongoing	EHO	EHO
	Continually review	VAT and Merchant Discounts	Ongoing	EHO	EHO
4.6	methods to help bring Empty Homes back to	Council Tax charging	Ongoing	EHO	EHO
	use	Partnership working	Ongoing	EHO	EHO
		Loan fund - Review with SG	Apr-25	EHO	EHO
		Ownerless Property Transfer Scheme (OPTS)	Ongoing	EHO	EHO

Objective 5:	Address E	Empty Homes in a	a State of	Disrepair
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No	Action	Milestones	Timescale	Responsible	Resources
5.1	Investigate options for a missing shares pilot to support the Plan4Fife improvement outcomes in mid-Fife	Missing Shares Pilot Project – identify empty homes that may be suitable for pilot	Oct-24	EPES/EHO	EPES/EHO
		Report on Missing Shares Options	Oct-24	EPES	EPES
		Review Missing Shares Pilot project outcomes	March 25	EPES	EPES
5.2	Investigate the options and benefits of a rolling enforcement fund for improvements to houses on private / Council owned estates	Report on enforcement fund options Rolling enforcement fund pilot in place including identifying enforcement budget Review of pilot project outcomes	Oct-24	FC	FC
5.3	Improve enforcement procedures to bring empty homes back to use	Work with other services to identify the full range of enforcement action available	Oct-24	PSHIG	PSHIG
		Review enforcement powers available	Ongoing	PSHIG	PSHIG
	Establish a central register of BTS / sub- standard properties to help target poor quality housing	BTS Database	Apr-25	PSHIG	PSHIG
5.4		Awareness of Empty Homes BTS properties	Apr-25	PSHIG	PSHIG
		Update BTS Database with Empty Homes that are BTS	Apr-25	PSHIG	PSHIG

7 Resourcing Empty Homes

Fife Council's Empty Homes service has been in place since 2014 with one part time Empty Homes Officer post to focus solely on this work. From May 2024 an additional full-time Empty Homes Officer post is now in place with a complement of two posts, a total resource of 1.8 FTE.

Funding Sources Accessed Previously

- Scottish Empty Homes loans fund, up to £20k per unit (used twice for 3 units)
- External Grant funding raised by YMCA Glenrothes (5 empty homes back to use)
- Fife Council Property Acquisition Scheme

Future Funding

Funding opportunities will be explored to assist homeowners with the costs of bringing properties back into housing occupation and assist with the homelessness pressures.

8 Monitoring Progress and Evaluating Impact

This Empty Home Strategy will be subject to regular monitoring to support the development and delivery of the Local Housing Strategy.

Outcome 4.1 People live in good quality housing conditions	Baseline 2021-2022	Outturn 2023-2024	Outturn 2023-2024	Target 2024-2025			
Percentage of 'Below Tolerable Standard' housing failures	1.55%	No Data	No Data	Monitor only			
Percentage of positive interventions for serious disrepair	New	52.63%	77.00%	79.00%			
Number of long-term empty homes returned to housing use	41	62	39	45			

Table 8.1: LHS Actions for Monitoring

The outcomes, actions, and timescales of the LHS 2022-2027 are subject to:

- Quarterly performance reporting to the LHS Implementation and Performance Group.
- Annual performance reporting to the Fife Housing Partnership through annual LHS updates.
- Annual reporting of progress to the Fife Partnership Board,-Reporting of specific outcomes within wider partnership frameworks, Local Development Plans, Health and Social Care Strategic Plan and the Climate Change Plan.

In addition, the Empty Homes actions and milestone will be monitored through the Private Sector Housing Improvement Group.

The evaluation procedure will provide the Council and partners with an opportunity to understand the progress achieved and delivery improvements if required.

9 Consultation and Engagement

In preparation of the Empty Homes Strategy consultation and engagement has taken place with relevant stakeholders including the Empty Homes Officers and partner Services including

- Housing Services
- Protective Services
- Housing Emergency Programme Board
- Housing Summit Stakeholder feedback
- Local Housing Strategy Implementation Group
- Fife Housing Partnership
- Scottish Empty Homes Partnership

Appendix 1 – Abbreviations

BTS	Below Tolerable Standard
СТ	Council Tax
EHO	Empty Homes Officer
EPES	Economy, Planning and Employability Services
FC	Fife Council
FTE	Full-time Equivalent
HEAP	Housing Emergency Action Plan
НМО	House in Multiple Occupation
HNDA	Housing Need and Demand Assessment
LHS	Local Housing Strategy
LTE	Long-term Empty
NPF4	National Planning Framework 4
PSHIG	Private Sector Housing Improvement Group
RSL	Registered Social Landlord
SEHP	Scottish Empty Homes Partnership
SHCS	Scottish House Condition Survey
STL	Short-term Let
YMCA	Young Men's Christian Association