

Cost analysis of interventions to prevent homelessness in Scotland

Independent research prepared for Crisis

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About the authors



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Executive summary

Background

Homelessness remains a significant challenge in Scotland. In 2025/26, more than 41,000 homelessness applications were recorded, and over 35,000 households were assessed as homeless or threatened with homelessness ([Scottish Government, 2026](#)). During the same year, the number of households living in temporary accommodation reached a record high (*ibid.*). Evidence shows that preventing homelessness before it reaches crisis point can improve outcomes for individuals and reduce pressures on public services; in 2015, Crisis estimated that the public cost of 12 months of rough sleeping was approximately 14 times greater than the cost of a successful preventative intervention ([Crisis, 2015](#); [Scottish Government, 2024](#))¹.

In recognition of the importance of early intervention, Part 5 of the Housing (Scotland) Act 2025 introduced new "Ask and Act" duties for a range of public bodies, requiring them to identify and respond to housing risks before homelessness occurs². The Scottish Government's 2024 Financial Memorandum accompanying the legislation estimated ongoing annual costs of approximately £1.7 million across relevant public bodies and the Scottish Government ([Scottish Government, 2024](#)). These estimates focus primarily on local authorities and registered social landlords, with one-off implementation costs largely relating to IT system changes and ongoing costs relating primarily to additional staffing³.

Evidence considered by the Finance and Public Administration Committee and the Social Justice and Social Security Committee raised significant concerns that the Financial Memorandum may underestimate the resources required to implement these duties ([Finance and Public Administration Committee, 2024](#); [Social Justice and Social Security Committee, 2024](#)). In evidence provided to the former, the City of Edinburgh Council estimated that a 25% increase in homelessness presentations would cost £1.9 million per year for the local authority alone, exceeding the Financial Memorandum's estimate of £1.6 million annually across all 32 authorities (*ibid.*).

Furthermore, evidence emerging from the Ask and Act pilot projects, which were established to inform implementation of these duties, suggests that successful delivery may require a broader range of resources than reflected in the Financial Memorandum ([Advice Direct Scotland, n.d.](#))⁴. Namely, the Financial Memorandum omitted several important cost categories, including cross-body data-sharing infrastructure and governance, sector-specific workforce development and training, coordination and collaboration, and ongoing training. These omissions are significant as implementing the duties effectively across all relevant public bodies would require resources beyond IT system changes and additional staffing.

¹ The cost associated with 12 months of rough sleeping is approximately £20,128, compared with £1,426 for a successful preventative intervention.

² Relevant public bodies include Health Boards, Integration Joint Boards, local authorities, Police Scotland, registered social landlords, prisons and young offenders' institutions, Social Security Scotland, and Special Health Boards.

³ Other relevant public bodies were included within a broad "other bodies, individuals, and businesses" category, making it unclear whether implementation costs across all relevant public bodies were captured.

⁴ Approximately £4 million was allocated across 15 Ask and Act pilot projects over a one-year period to inform implementation of the duties ([Advice Direct Scotland, n.d.](#))

Methodology

To support a more detailed understanding of the implications of these reforms, Crisis commissioned Alma Economics to undertake an independent assessment of the implementation costs of these duties across all relevant public bodies, as well as the potential cost avoidance to the public purse. Using a bottom-up approach, the assessment addresses key gaps in the Financial Memorandum by considering all public bodies subject to the duties and a wider range of implementation costs. Namely, in addition to IT and additional staffing costs, this analysis includes the potential costs of sector-specific training, cross-body data-sharing infrastructure, coordination and collaboration, and ongoing training.

The estimates were developed through an iterative process combining evidence review, stakeholder input, and economic modelling. Cost estimates were informed by publicly available evidence, financial data, implementation guidance, and discussions with relevant public bodies, and were refined throughout the project as new information became available. The Ask and Act duties are assumed to come into force in November 2028, and the model therefore estimates one-off, pre-commencement costs incurred between November 2026 and October 2028, followed by ongoing post-commencement costs from November 2028 to 2031, during which the current parliamentary term will end. In addition, the analysis estimates the potential cost avoidance to the public purse arising from homelessness prevention, drawing on evidence on the costs of homelessness and assumptions about the effectiveness of the Ask and Act duties in preventing homelessness.

Three sensitivity scenarios were modelled to estimate the potential costs of implementing the new duties under different assumptions about the scale of investment. The high scenario assumes significant investment in a cross-body data-sharing capability as part of wider public service reform, alongside complementary changes to public bodies' internal IT systems. It also assumes training for a broad range of frontline and related administrative staff to support the cultural change required for implementation, and a more comprehensive estimate of the number of people asked about their circumstances under the new duties. The medium and low scenarios assume more limited levels of investment, with data-sharing infrastructure, associated IT costs, staff training, and the number of people asked set at 60% and 20%, respectively, of the levels assumed in the high scenario.

The analysis focuses on costs to relevant public bodies and does not include costs associated with third-sector service delivery, as the proposed duties will not apply directly to third-sector organisations. However, insight from the pilot programmes and stakeholder engagement highlighted the important role that third-sector organisations may play in supporting homelessness prevention and coordinating support ([Advice Direct Scotland, 2026](#)). While these contributions fall outside the scope of the current analysis, they may be an important consideration as part of pre-commencement planning. Furthermore, this analysis does not examine any additional costs (or costs avoided) that might result from the new legal requirement for local authorities to provide homelessness assistance to individuals at six months prior to homelessness, rather than the current two-month timeframe.

Results

The broader scope of this analysis results in **substantially higher estimated costs than those identified in the Financial Memorandum**. Pre-commencement costs to relevant public bodies in preparation for the Ask and Act duties are estimated at around **£2 million** in the last two months of 2026, with no variation identified between the low and high estimates. The same costs are estimated at **£34 million** in 2027 (low-high range: £18-£49 million) and **£33 million** between January and October

2028 (low-high range: £17-£48 million). Following commencement of the duties in November 2028, costs are estimated at **£11 million** during the remainder of 2028 (low-high range: £5-£16 million). Annual costs are estimated to rise to **£25 million** in 2029 (low-high range: £16-£35 million), **£28 million** in 2030 (low-high range: £17-£38 million), and **£26 million** in 2031 (low-high range: £17-£36 million).

Tables 1 and 2 provide a breakdown of the pre- and post-commencement costs by the different categories under the medium scenario. Pre-commencement costs are driven primarily by investment in a cross-body data-sharing system and the organisational and operational infrastructure required to implement the duties, including administrative lead staff responsible for overseeing their commencement. Together, these account for more than two-thirds of pre-commencement costs.

Table 1. Pre-commencement costs, medium estimate (£m, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£13.8	£13.8
IT systems and digital development	-	£3.4	£3.4
Workforce development and training	£0.7	£6.7	£6.8
Organisational and operational infrastructure	£1.6	£9.9	£8.4
Total pre-commencement costs	£2.3	£33.9	£32.5

Note: Costs on data-sharing arrangements and information governance as well as IT systems and digital development are assumed to materialise from 2027.

Following commencement of the duties, the largest components of ongoing costs are the delivery of 'Ask' and 'Act' activity and the ongoing staffing resource required to maintain oversight of the duties within organisations and coordinate partnership working across public bodies. Together, these activities account for approximately 90% of total post-commencement costs⁵.

Table 2. Post-commencement costs, medium estimate (£m, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£1.7	£10.3	£10.5	£10.7
System maintenance and administration	-	£1.4	£3.1	£1.5
Continued provision of preventative interventions and support services	£8.8	£13.6	£13.8	£14.1
Total post-commencement costs	£10.5	£25.3	£27.5	£26.3

Note: Costs associated with system maintenance and administration are assumed to arise from 2029 onwards.

⁵ These costs should be considered in the context of the duties' preventative objective. Early intervention has the potential to reduce failure demand across public services by identifying and addressing housing risks before they escalate into homelessness and require more intensive support ([Commission on the Future Delivery of Public Services, 2011](#)). As a result, increased investment in preventative activity may help reduce the level of resource devoted to crisis responses across the wider system over the longer term.

Across the relevant bodies, the **highest costs are estimated to fall on local authorities and Health Boards**. Under the medium scenario, costs for these bodies account, on average, for approximately 55% of the total costs across the appraisal period. Costs for local authorities are estimated at around £13 million in 2027 and £14 million in 2028, while Health Board costs are estimated at £10 million in 2027 and £11 million, respectively. These figures include the costs of preparing for implementation of the duties, as well as the initial cost of delivery following commencement in November 2028. From 2029 onwards, costs fall and broadly stabilise between £7 million and £8 million per year for local authorities and between £6 million and £7 million per year for Health Boards, reflecting the ongoing costs of delivering the Ask and Act duties.

The analysis further suggests that the duties have the potential to generate substantial cost avoidance to the public purse through the prevention of homelessness and the associated reduction in demand for public services. The analysis assumes that 85% of individuals identified as being at risk of homelessness and supported through the Ask and Act duties would otherwise have experienced homelessness in their absence. The public expenditure associated with the homelessness that is thereby prevented represents the estimated cost avoidance. The costs of delivering the Ask and Act duties are then subtracted from this amount to estimate net cost avoidance. Assuming the Ask and Act duties come into force in November 2028, cost avoidance begins to arise from 2028 as individuals are identified and supported through the duties. Under the medium scenario, **net cost avoidance is estimated at approximately £88 million per year on average between 2029 and 2031**, with annual estimates ranging from £87 million to £92 million. These estimates relate to avoided costs associated with mental health services, drug and alcohol treatment services, contacts with the criminal justice system, homelessness relief services, and temporary accommodation. However, these figures should be interpreted as indicative cost avoidance rather than cashable savings, as they reflect reductions in future demand for public services rather than direct budget reductions.

Introduction

Homelessness remains a significant challenge in Scotland. In 2025/26, there were more than 41,000 homelessness applications and 35,002 households were assessed as homeless or threatened with homelessness ([Scottish Government, 2026](#)). During the same year, the number of households living in temporary accommodation reached a record high of 19,004, while levels of rough sleeping also rose, with almost 3,000 households reporting that someone had slept rough on the night before seeking homelessness assistance (*ibid.*). Research by Heriot-Watt University and the University of New South Wales suggests that rough sleeping has doubled since the pandemic low, with around 1,000 people estimated to be experiencing street homelessness on a typical night in Scotland ([Watts-Combe et al., 2026](#)). These trends sit alongside wider pressures in Scotland's housing system, including the Scottish Government's declaration of a national housing emergency in 2024 ([Scottish Government, 2025](#)).

At the same time, research on homelessness has emphasised the importance of preventing homelessness before a crisis occurs. Prevention can reduce the trauma and disruption associated with losing a home, while helping people access support at an earlier stage and avoid longer-term impacts on health, wellbeing, and social outcomes ([Scottish Government, 2024](#)). It can also reduce pressures and costs across public services. Crisis estimates that in 2015, the public cost associated with an individual experiencing rough sleeping for 12 months was approximately 14 times greater than the cost of a successful intervention that prevents homelessness from occurring in the first place ([Crisis, 2015](#))⁶.

In recognition of the need for early intervention, the Scottish Government has introduced new homelessness prevention duties through Part 5 of the Housing (Scotland) Act 2025. These duties require relevant public bodies to adopt an "Ask and Act" approach, identifying and responding to housing risks earlier and acting to prevent people from losing their homes. The relevant public bodies include Health Boards, Integration Joint Boards, local authorities, Police Scotland, registered social landlords, prisons and young offenders' institutions, Social Security Scotland, and Special Health Boards ([Scottish Parliament, 2025](#)).

Legal commencement of the Ask and Act duties is expected no later than November 2028. Recognising the significant changes that will be required to public bodies' systems, processes, and ways of working, the Scottish Government has funded 15 pilot projects across Scotland to test and refine approaches to implementation ([Advice Direct Scotland, n.d.](#)). Approximately £4 million was allocated across these pilot projects over a one-year period.

A Financial Memorandum was also published alongside the Housing (Scotland) Bill outlining estimated costs ([Scottish Government, 2024](#)). With regard to the Ask and Act duties, the Financial Memorandum focuses primarily on the costs to local authorities and registered social landlords ([Scottish Government, 2024](#)). For these bodies, the estimates largely comprise one-off IT and system-related costs and ongoing staffing costs associated with delivering the new duties (*ibid.*). It assumes that training requirements will be met primarily through a national training package developed by the Scottish Government, with any additional training materials developed by other organisations assumed to be voluntary (*ibid.*). As a result, the costs of developing and delivering comprehensive, sector-specific training across the wider range of public bodies are not fully reflected in the Financial

⁶ The cost associated with 12 months of rough sleeping is approximately £20,128, compared with £1,426 for a successful preventative intervention.

Memorandum. While the Financial Memorandum recognises that additional services may be required to fulfil the duty to take “reasonable steps,” it does not quantify the potential costs associated with these activities. Namely, the Financial Memorandum estimates costs of around £1.8 million in 2026-27, and £1.6 million in 2027-2028 for local authorities, together with around £0.07 million for other bodies, individuals and businesses (ibid.). It further estimates ongoing annual running costs of approximately £1.7 million per year across all relevant bodies and the Scottish Administration (ibid.). However, insight emerging from the pilot projects indicates that successful delivery is likely to require a broader range of resources than those reflected in the Financial Memorandum ([Advice Direct Scotland, n.d.](#)).

Evidence considered by two Scottish Parliament committees has also raised concerns about whether the Financial Memorandum adequately accounted for the resources required to implement the proposed measures. The Finance and Public Administration Committee highlighted concerns that the estimated staffing costs might not be sufficient to meet increased demand, including the additional workload for homelessness services and other agencies receiving referrals. For example, the City of Edinburgh Council estimated that a 25% increase in presentations would require an additional 42 employees, costing £1.9 million annually, compared with the Financial Memorandum’s estimate of £1.6 million per year across all 32 local authorities. The Social Justice and Social Security Committee also noted concerns that the Financial Memorandum was unrealistic and recommended that the Scottish Government consult stakeholders again and update it as appropriate ahead of the Stage 1 debate. Furthermore, by comparison, a September 2025 briefing estimated that providing Housing First support to the 9,300 people experiencing rough sleeping at the summer peak in England would cost £72 million, illustrating the scale of investment associated with interventions to address homelessness ([Salutin, 2025](#)).

In light of this, Crisis commissioned Alma Economics to undertake an independent assessment of the expected costs and impacts of implementing the Ask and Act duties across relevant public bodies in Scotland. This includes (i) one-off implementation costs, including systems, infrastructure, training, and service reconfiguration; (ii) ongoing delivery costs, including staffing, administration, and preventative interventions; and (iii) differences in costs between types of public body. This analysis also includes an estimate of the potential cost avoidance to the public purse as a result of the prevention duties.

This analysis is particularly relevant when contextualised within the Christie Commission’s analysis of failure demand ([Commission on the Future Delivery of Public Services, 2011](#)). That is, the avoidable, costly demand placed on public services when systems fail to address vulnerabilities early, forcing agencies to expend heavy resources reacting to crisis (ibid.). The Commission highlights that as much as 45% of local public expenditure in Scotland is consumed by reactive spending. Increased investment in preventative activity may help reduce the level of resources devoted to crisis responses across the wider system over the longer term (ibid.).

The remainder of this report is structured as follows. The next section sets out the methodological approach, followed by the results of the analysis. A more detailed explanation of the model, assumptions, and calculations underpinning the findings is provided in Annex A. A more detailed breakdown of costs by public body is provided in Annex B.

Methodology

This analysis adopts a bottom-up costing approach to estimate the costs associated with implementing and delivering the Ask and Act duties across the relevant public bodies. The model was developed through a review of the relevant literature and evidence base, alongside an iterative process of stakeholder engagement used to inform, test, and refine key assumptions such as implementation activities and resource requirements.

Evidence review

Our work commenced with an inception meeting to confirm the scope of the analysis and key research questions. This was followed by a review of the available evidence and policy context, including the Housing (Scotland) Act 2025, the accompanying Financial Memorandum, reporting from both the Homelessness Prevention Pilot and the Upstream Homelessness Prevention Fund, and relevant impact assessments, including reporting by the Homelessness Prevention Task and Finish Group ([Scottish Parliament, 2025](#); [Scottish Government, 2024](#); [Advice Direct Scotland, 2026](#); [Scottish Federation of Housing Associations, 2026](#); [Scottish Government, 2023](#)). The review was supplemented by information provided directly by Crisis, including projections on the number of homeless individuals in Scotland produced by Heriot-Watt University.

This stage was used to develop a detailed understanding of the Ask and Act duties and the key activities that will be required to support both preparation and ongoing delivery. It also sought to identify available evidence on associated costs across relevant public bodies, including financial returns, budgets, and published cost estimates, as well as evidence on the typical costs of system changes, workforce training, and other implementation activities. Finally, the review was used to identify gaps in the available evidence and the areas where assumptions and proxies would be required within the costing model due to the absence of directly available information.

Cost modelling

Building on the evidence review, we continued our scoping exercise by contacting two stakeholders from different local authorities to gather views on how the new duties are likely to operate in practice and be implemented across different service settings. Contact details for these stakeholders, and for all other stakeholders engaged as part of this work, were provided by Crisis.

Across all stakeholder engagement undertaken for this work, stakeholders were offered the opportunity to contribute either through an interview or by providing written responses. As part of this initial scoping exercise, we held discussions with a representative from local government. Additional information and clarification were subsequently provided via email by other representatives from the same organisation.

We used this discussion to test and refine our understanding of the implementation requirements associated with the duties. In particular, it informed our assessment of the main categories of one-off and ongoing costs likely to arise from the legislation and helped distinguish between expenditure required to prepare organisations for commencement of the duties and expenditure expected to continue once the duties are operational. The following cost categories were identified:

- Pre-commencement costs:
 - Data sharing arrangements and information governance
 - IT systems and digital development
 - Workforce development and training
 - Organisational and operational infrastructure
- Post-commencement costs:
 - Staffing and workforce capacity
 - System maintenance and administration
 - Continued provision of preventative interventions and support services

A more detailed description of the activities included within each category is provided later in this chapter.

The evidence review and initial stakeholder engagement informed the development of a bottom-up costing model. The model identifies the activities each relevant public body is expected to undertake to prepare for and deliver the new duties. As mentioned, the relevant public bodies include:

- Health Boards
- Integration Joint Boards
- Local authorities
- Police Scotland
- Registered social landlords
- Prisons and young offenders' institutions
- Social Security Scotland
- Special Health Boards⁷.

We note that not all local authority service areas were included in the analysis. Instead, the costing model focuses on housing, social work, and education as these services were identified as the main areas likely to play a role in implementing and delivering the duties. This approach was informed by, and sense-checked through, stakeholder engagement.

Furthermore, while the Ask and Act duties apply to all Special Health Boards, the analysis focuses on Public Health Scotland, the Scottish Ambulance Service and the State Hospital, as these organisations are expected to have the most significant role in implementation. The Scottish Ambulance Service and the State Hospital have direct contact with individuals who may be at risk of homelessness, while stakeholder engagement indicated that Public Health Scotland is likely to play an important strategic role in supporting implementation, including through data collection, monitoring, evaluation, and the dissemination of good practice across territorial and Special Health Boards. The precise role of other Special Health Boards with largely organisational remits, including Public Services Delivery Scotland, NHS 24, and Healthcare Improvement Scotland, remains uncertain at this stage.

For each cost category, we estimated and costed resource requirements using an activity-based approach. This involved estimating the volume of inputs required, such as staff time, and applying relevant unit costs, including salary costs, training costs, and systems development costs. Where direct

⁷ The Scottish Government has set out initial proposals for local governance reform, including changes to local authority structures, and has announced plans to restructure territorial Health Boards. The analysis is based on the organisational arrangements in place as of October 2026 and does not take account of any future structural changes that may arise from these reforms.

evidence was unavailable, assumptions were informed by the best available evidence from Scotland and, where necessary, elsewhere in the UK. This included evidence from comparable policies, similar legislative reforms and related implementation activities, such as systems upgrades, data sharing arrangements, and large-scale workforce training programmes. These assumptions were used to inform estimates of the likely resource requirements associated with implementation of the duties.

Costs were estimated from November 2026 through to the end of 2031, covering the remainder of the current Parliamentary term. The analysis assumes that all provisions of the Ask and Act duties come into force in November 2028. However, we note that the precise timing and sequencing of implementation may differ and remain subject to decisions regarding implementation and roll-out. A different commencement date or phasing of implementation would affect the timing and nominal value of the estimated costs presented in this report. This would not, however, materially affect the underlying volume of activity or resource requirements assumed within the model, which are driven by the implementation and delivery requirements of the duties rather than the specific date on which they come into force.

Model refinement and validation

Following development of the initial model, further stakeholder engagement was undertaken to test the reasonableness of key assumptions, validate estimated resource requirements, and refine model inputs. This included three interviews and written correspondence with representatives from relevant public bodies, including health, social care, and the justice system, as well as organisations involved in supporting implementation of the duties. Two of these stakeholders had direct experience of the Ask and Act pilot programmes and were able to provide additional insights on implementation in practice. Feedback from these discussions was used to refine the model and improve its alignment with anticipated implementation and delivery arrangements.

Scenario analysis

To reflect the uncertainty around the scale of implementation, three scenarios were developed to estimate the potential costs of implementing the new duties under different assumptions about the scale of investment. Cost estimates were first developed for a high scenario, representing the most extensive level of investment and system change, with medium and low scenarios subsequently derived by adjusting key assumptions. The scenarios vary across three areas: (i) investment in cross-body data-sharing arrangements and information governance; (ii) the associated changes required to individual public bodies' internal IT systems for recording and reporting information; (iii) the number of staff trained prior to and post the commencement of the duties; and (iv) the number of people asked about their circumstances under the new duties.

- **High scenario:** Assumes significant investment in a cross-body data-sharing capability as part of wider public service reform, enabling a linkage or collation of data across public bodies digitally. This investment is expected to require complementary changes to individual public bodies' internal IT systems for recording and reporting information. The estimated costs of these internal IT changes are linked to the assumed scale of the cross-body data-sharing capability. The scenario also assumes training for a broad range of front-line and related administrative staff to support the cultural change that stakeholders identified as necessary for implementation. This scenario also includes the most comprehensive estimate possible, based on available data, of the number of people asked about their circumstances under the new duties.

- **Medium scenario:** Assumes a more limited scale of investment, with cross-body data-sharing infrastructure investment, associated internal IT costs, staff training, and the number of people asked about their circumstances each set at 60% of the levels assumed in the high scenario.
- **Low scenario:** Assumes a substantially more limited scale of investment, with cross-body data-sharing infrastructure investment, associated internal IT costs, staff training, and the number of people asked about their circumstances each set at 20% of the levels assumed in the high scenario.

Estimating cost avoidance through homelessness prevention

In addition to the core costing model, a separate model was developed to estimate the potential public expenditure that may be avoided where homelessness is prevented as a result of the duties. This model drew on estimates of the number of individuals expected to be identified and supported through ‘Asks’ and ‘Acts’, as well as assumptions regarding the proportion of those individuals who may successfully avoid homelessness. To estimate the value of homelessness prevention, we drew on previous research undertaken by Alma Economics as well as research conducted by PwC for Crisis on the costs associated with homelessness ([Alma Economics, 2022](#); [PwC, 2018](#)). Key assumptions and inputs underpinning this analysis were also tested and refined through the aforementioned stakeholder discussions. Cost avoidance was estimated from November 2028 through to 2031.

Overview of cost types

The cost categories identified and included in our analysis are presented in greater detail below, with each category explained through the lens of the high scenario modelled.

Pre-commencement

We identified four categories of pre-commencement costs. These reflect the key activities that relevant public bodies are expected to undertake in preparation for implementation of the Ask and Act duties.

Data sharing arrangements and information governance capture the costs associated with establishing arrangements to support the sharing of information between relevant public bodies. Stakeholder feedback and evidence from the pilot projects indicated that effective implementation of the duties will require sharing information across organisations, particularly when coordinating preventative interventions or facilitating referrals to support services ([Advice Direct Scotland, 2026](#)). While a range of data sharing arrangements already exist, stakeholders highlighted the absence of a comprehensive system linking the relevant organisations (*ibid.*). We therefore assume the development of dedicated cross-body data sharing capability.

IT systems and digital development captures the costs associated with adapting internal IT systems to support delivery of the duties. This includes, for example, changes to case management and operational systems to enable recording of Ask and Act activity, referrals, outcomes, and monitoring information. These changes are assumed to be required across the relevant public bodies in advance of commencement of the duties.

Workforce development and training captures the costs associated with preparing staff to deliver the duties effectively. Stakeholders consistently emphasised that successful implementation would require a broader “change in culture,” rather than simply the introduction of new processes. We therefore include the costs of developing and delivering training, together with the value of existing

staff time spent on attending training. It is assumed that training programmes would be commissioned externally and tailored to the operational context of each category of relevant public body. This reflects the differing functions and implementation requirements across organisations. It is assumed that all frontline staff and relevant administrative staff involved in supporting delivery of the duties would undertake training. Training is assumed to be delivered on a phased basis, with staff being trained progressively rather than the entire workforce receiving training simultaneously.

Organisational and operational infrastructure relates to the additional staffing capacity required to support implementation of the duties. Stakeholder engagement indicated that public bodies are likely to require dedicated staff to oversee organisational readiness, establish new processes and governance arrangements, as well as support partnership working. In a number of pilots, dedicated staff resource forms part of the pilot arrangements, providing an indication of the staff capacity likely to be required to coordinate implementation and support delivery of the duties ([Advice Direct Scotland, 2026](#)). For each relevant body, we assume approximately one full-time post within each relevant operational area (for example, one post per policing division, Health and Social Care Partnership, local authority, or prison establishment), with staffing levels tailored to the likely scale of activity within each body. For local authorities, this includes dedicated resource within housing services, supported by additional capacity within social work and education.

Post-commencement

Three broad categories of post-commencement costs were identified. These represent the costs expected to arise once the Ask and Act duties come into force in November 2028 and reflect the key activities that relevant public bodies will be required to undertake on an ongoing basis to support delivery of the duties.

Staffing and workforce capacity relate to the ongoing staffing resources required to maintain oversight of the duties within organisations and coordinate partnership working across public bodies and other partners. Insight from both the pilots and stakeholder engagement suggested that successful implementation will require ongoing coordination within and across public bodies, particularly where individuals with more complex needs require support from multiple services ([Advice Direct Scotland, 2026](#)). Stakeholders also indicated that local authorities are likely to play a central coordinating role, bringing together relevant partners where necessary. As such, this category builds on the organisational and operational staff resource assumed during the pre-commencement period, with the model assuming a similar level of staffing following commencement. The key difference is that staff activity is assumed to shift from organisational readiness and implementation planning towards ongoing oversight and coordination. Although the future operating model remains to be determined, this category is intended to capture the staffing resource likely to be required to support these functions.

Systems maintenance and administration captures the ongoing costs associated with maintaining cross-body data sharing infrastructure (including data sharing arrangements), as well as the provision of refresher training and induction training for new staff. Following insight provided by stakeholders, we assume that refresher training is delivered every two years to ensure that staff maintain awareness of the duties and associated processes.

Continued provision of preventative interventions and support services captures the costs associated with undertaking Ask and Act activity once the duties are in force. These costs are driven by assumptions regarding the number of individuals asked about their housing circumstances and the proportion subsequently identified as requiring support or intervention, reflecting the expected volume of 'Ask' and 'Act' activity undertaken by each public body.

We note that this analysis does not include costs associated with services delivered by third-sector organisations, as the modelling focuses on the proposed legal framework and duties placed on public bodies, which will not apply directly to the third sector. However, stakeholders highlighted the role that third-sector organisations can play in supporting homelessness prevention, meaning that their role, including how this will be coordinated and funded either locally or nationally, will need to be established as part of pre-commencement planning. Such planning will also need to take into account local infrastructure and capacity. The analysis therefore includes only the direct costs incurred by relevant public bodies in undertaking ‘Ask’ activity and delivering ‘Act’ activity within their own functions ([Scottish Government, 2024](#)). This approach is consistent with the Financial Memorandum, while recognising that these costs may warrant further consideration as implementation arrangements develop ([Scottish Government, 2024](#)).

Furthermore, this analysis does not consider any additional costs or cost avoidance that may result from the extension of homelessness prevention duties from two months to six months prior to homelessness. While distinct from the Ask and Act duties, the two reforms are closely related, as a longer intervention period may influence the timing and volume of demand for support, the nature and intensity of interventions provided, and the likelihood that homelessness is successfully prevented. These changes have the potential to affect both the costs incurred by public bodies and the level of cost avoidance achieved. The findings presented should therefore be interpreted as relating solely to the costs and benefits associated with the Ask and Act duties, rather than the wider impacts of the new legal requirement to provide homelessness assistance to individuals at six months prior to homelessness.

One-off and ongoing costs

Overall, IT systems and digital development are understood as one-off implementation costs that are incurred prior to commencement of the duties. While ongoing maintenance of local systems will be required, these costs are assumed to be absorbed within existing organisational IT budgets once the necessary changes have been implemented. By contrast, maintenance of the cross-body data sharing infrastructure is treated as an ongoing cost, reflecting the need to support and operate shared systems beyond commencement.

Although the majority of workforce development and training is assumed to take place before commencement of the duties, ongoing costs are included to reflect the need for refresher training and induction training for new staff. Similarly, staffing and workforce capacity costs are treated as ongoing costs, reflecting the continued need for coordination, collaboration, and oversight both within and across public bodies once the duties are in force. Finally, the provision of preventative interventions and support services is modelled as an ongoing cost, as these activities form part of the day-to-day delivery of the Ask and Act duties following commencement. Further detail on the structure of our models, assumptions, and data sources is provided in Annex A.

Results

This chapter sets out the estimated costs associated with the implementation and delivery of the duties, alongside the estimated cost avoidance to the public purse. All costs are presented in nominal prices. Further detail on the methodology, data sources, and assumptions underpinning the analysis is provided in Annex A.

Total costs

Pre-commencement costs

Table 3 presents the estimated pre-commencement costs associated with implementation of the Ask and Act duties up to and including October 2028, ahead of their expected commencement in November 2028. Pre-commencement costs are estimated at £2.3 million during the final two months of 2026, with no variation across the low, medium, and high scenarios. The comparatively low cost in 2026 reflects the limited time available for implementation activity during the remainder of the year.

Costs rise from 2027 onwards as relevant public bodies begin undertaking the bulk of preparatory activity required ahead of commencement. Pre-commencement costs are estimated at £18.4 million, £33.9 million, and £49.4 million in 2027 under the low, medium, and high scenarios, respectively. Between January and October 2028, corresponding costs are estimated at £16.9 million, £32.5 million, and £48.1 million.

Table 3. Total pre-commencement costs (£m, nominal values)

Total pre-commencement costs	2026	2027	Jan-Oct 2028
Low	£2.3	£18.4	£16.9
Medium	£2.3	£33.9	£32.5
High	£2.3	£49.4	£48.1

Note: The high scenario assumes significant investment in cross-body data-sharing infrastructure, complementary IT system changes, and training for a broad range of frontline and related administrative staff. Medium and low scenarios assume these elements are delivered at 60% and 20% of the levels assumed under the high scenario, respectively.

Tables 4-6 provide a breakdown of these costs by cost category across the three scenarios modelled. Across all three scenarios, costs in 2026 are associated with organisational and operational infrastructure and the development of training programmes, with the majority of preparatory activity taking place during 2027 and 2028. As mentioned, organisational and operational infrastructure primarily includes the staff brought on to support organisational readiness, establish new processes and governance arrangements, as well as support partnership working. Across the three scenarios, data sharing and IT system costs are evenly split between 2027 and 2028, reflecting the assumption that these activities will be externally commissioned. Training costs are slightly higher in 2028 as staff costs are uprated to reflect annual pay growth along with inflation. All preparatory training is assumed to be completed by the end of October 2028. Organisational and operational infrastructure costs are lower in 2028 because implementation staffing is only costed up to October.

Under the low scenario, organisational and operational infrastructure becomes the largest cost category. This is primarily because considerably lower levels of investment are assumed in data

sharing arrangements and information governance, workforce development and training, and IT systems and digital development than under the medium and high scenarios. Organisational and operational infrastructure costs are estimated at £9.9 million in 2027 and £8.4 million between January and October 2028. Costs associated with data-sharing arrangements and information governance are estimated at £4.6 million per year, workforce development and training at £2.7 million per year, and IT systems and digital development at £1.1 million per year. These assumptions reflect a more limited level of investment in supporting systems and workforce development activities.

Relative to the low scenario, the medium scenario assumes a more extensive programme of pre-commencement activity. This includes greater investment in cross-body data sharing arrangements and information governance, a wider roll-out of workforce training, and complementary changes to public bodies' internal IT systems to support enhanced information-sharing capabilities. Consequently, data sharing arrangements and information governance become the largest cost category, estimated at £13.8 million in both 2027 and between January and October 2028. This is followed by organisational and operational infrastructure, with costs unchanged relative to the low scenario reflecting the assumption that a core level of implementation staffing, programme management, and organisational readiness activity would be required. Together, these cost categories account for more than two-thirds of pre-commencement costs, while workforce development and training and IT systems and digital development are estimated at £6.7-£6.8 million and £3.4 million per time period examined, respectively.

The high scenario assumes significant investment in a cross-body data sharing capability as part of wider public service reform, enabling data to be linked or collated digitally across public bodies. It also assumes wider workforce development to support delivery of the duties. Data sharing arrangements and information governance remain the largest cost category, estimated at £23.0 million in both 2027 and between January and October 2028, accounting for almost half of total pre-commencement expenditure. Workforce development and training also represents a substantial component of costs, estimated at £10.7 million in 2027 and £10.9 million between January and October 2028. Together, these two categories account for around 70% of pre-commencement costs. As set out in the Methodology chapter, this reflects stakeholder views that achieving the intended outcomes of the duties would require a significant shift in organisational culture and practice, supported by extensive workforce development activity. IT systems and digital development costs are also higher than under the medium scenario, reflecting the additional system changes required to support enhanced data sharing capabilities across public bodies. The cost of organisational and operational infrastructure remains unchanged.

Table 4. Pre-commencement costs, low estimate (£m, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data-sharing arrangements and information governance	-	£4.6	£4.6
IT systems and digital development	-	£1.1	£1.1
Workforce development and training	£0.7	£2.7	£2.7
Organisational and operational infrastructure	£1.6	£9.9	£8.4
Total pre-commencement costs	£2.3	£18.4	£16.9

Note: Costs on data sharing arrangements and information governance as well as IT systems and digital development are assumed to materialise from 2027.

Table 5. Pre-commencement costs, medium estimate (£m, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£13.8	£13.8
IT systems and digital development	-	£3.4	£3.4
Workforce development and training	£0.7	£6.7	£6.8
Organisational and operational infrastructure	£1.6	£9.9	£8.4
Total pre-commencement costs	£2.3	£33.9	£32.5

Note: Costs on data sharing arrangements and information governance as well as IT systems and digital development are assumed to materialise from 2027.

Table 6. Pre-commencement costs, high estimate (£m, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£23.0	£23.0
IT systems and digital development	-	£5.7	£5.7
Workforce development and training	£0.7	£10.7	£10.9
Organisational and operational infrastructure	£1.6	£9.9	£8.4
Total pre-commencement costs	£2.3	£49.4	£48.1

Note: Costs on data sharing arrangements and information governance as well as IT systems and digital development are assumed to materialise from 2027.

Workforce development and training

Looking specifically at workforce development and training, Tables 7-9 provide a more detailed breakdown of the costs included within this category. Across all scenarios, the costs associated with commissioning and developing the training programme are assumed to remain constant, reflecting the assumption that the same training materials and programme content would be developed irrespective of the number of staff trained.

Across the three scenarios, costs are primarily driven by the scale of the workforce assumed to require training across the relevant public bodies prior to commencement of duties. Under the low scenario, the value of staff time spent attending training is estimated at £2.0 million in 2027 and £2.1 million between January and October 2028. This increases to £6.0 million and £6.1 million respectively under the medium scenario, and to £10.1 million and £10.2 million under the high scenario, reflecting the progressively wider workforce coverage assumed across the three scenarios⁸.

⁸ The value of staff time places monetary value on the staff capacity required to attend the training, rather than a direct increase in expenditure. The additional time could be accommodated by backfilling staff time through additional recruitment or temporary cover or reallocating existing staff time from other activities to training.

Table 7. Breakdown of workforce development and training costs, low estimate (£'000, nominal values)

Sub-category of cost	2026	2027	Jan-Oct 2028
Commissioning the development and delivery of the training programme	£670	£690	£690
Value of existing staff time spent on attending training	-	£2,010	£2,050
Total workforce development and training cost	£670	£2,700	£2,740

Table 8. Breakdown of workforce development and training costs, medium estimate (£'000, nominal values)

Sub-category of cost	2026	2027	Jan-Oct 2028
Commissioning the development and delivery of the training programme	£670	£690	£690
Value of existing staff time spent on attending training	-	£6,030	£6,140
Total workforce development and training cost	£670	£6,720	£6,830

Table 9. Breakdown of workforce development and training costs, high estimate (£'000, nominal values)

Sub-category of cost	2026	2027	Jan-Oct 2028
Commissioning the development and delivery of the training programme	£670	£690	£690
Value of existing staff time spent on attending training	-	£10,050	£10,240
Total workforce development and training cost	£670	£10,740	£10,930

Post-commencement costs

Table 10 presents the estimated post-commencement costs associated with delivery of the Ask and Act duties. Costs during the first two months following commencement (i.e. November-December 2028) are estimated at £4.7 million, £10.5 million, and £16.3 million under the low, medium, and high scenarios, respectively. Thereafter, annual costs are estimated to range between £15.9 million and £16.8 million under the low scenario, £25.3 million and £27.5 million under the medium scenario, and £34.8 million and £38.2 million under the high scenario over the period 2029 to 2031.

Across all scenarios, costs are the highest in 2030, reflecting the assumption that refresher training is delivered on a two-year cycle. As the initial workforce training programme is assumed to be completed prior to commencement of the duties in October 2028, a further round of workforce training is assumed to take place in 2030.

Table 10. Total post-commencement costs (£m, nominal values)

Total post-commencement costs	Nov-Dec 2028	2029	2030	2031
Low	£4.7	£15.9	£16.8	£16.5
Medium	£10.5	£25.3	£27.5	£26.3
High	£16.3	£34.8	£38.2	£36.1

Note: The high scenario assumes ongoing maintenance of the comprehensive cross-body data-sharing infrastructure and ongoing training is delivered to the same broad range of frontline and relevant administrative staff included within pre-commencement training. It also assumes a more comprehensive estimate of the number of people asked about their circumstances under the new duties. Medium and low scenarios assume these elements are delivered at 60% and 20% of the levels assumed under the high scenario, respectively.

Tables 11-13 provide a breakdown of post-commencement costs by cost category across the three scenarios modelled. Across all scenarios, staffing and workforce capacity and the continued provision of preventative interventions and support services account for the majority of expenditure, while system maintenance and administration represent a comparatively smaller component of overall costs. Staffing and workforce capacity costs are broadly consistent across scenarios, reflecting the assumption that a core level of staffing is required to support ongoing oversight and coordination. As with organisational and operational infrastructure costs during the pre-commencement period, these requirements are assumed to be necessary regardless of the wider scale of investment. This category reflects the additional staffing resource required to coordinate delivery of the duties across public bodies, including facilitating referrals, overseeing multi-agency responses, and supporting more complex cases that require input from multiple organisations.

Under the low scenario, staffing and workforce capacity is the largest cost category throughout the appraisal period, estimated at £10.3 million in 2029 and rising to £10.7 million by 2031. Costs associated with the continued provision of preventative interventions and support services are estimated at between £5.1 million and £5.3 million annually, reflecting a conservative estimate of the number of individuals assumed to be asked about their circumstances and subsequently receive support. Ongoing system maintenance and administration costs are assumed to be significantly lower, ranging from £0.5 million to £1.1 million. As mentioned, these types of costs are estimated at a higher level in 2030, reflecting the assumption that refresher training is delivered in 2030.

The higher costs observed in the medium scenario are primarily driven by the assumption that a larger number of individuals will be asked about their circumstances and system maintenance will be proportional to the investment in the cross-body data sharing capability and the number of staff receiving ongoing training. The continued provision of preventative interventions and support services becomes the largest cost area and is estimated to range between £13.6 million and £14.1 million per year over 2029-2031. System maintenance and administration costs also increase, ranging between £1.4 million and £3.1 million across 2029 – 2031. Staffing and workforce capacity costs remain unchanged relative to the low scenario.

The high scenario assumes the most comprehensive and complete ongoing delivery of the duties. This includes the highest volume of ‘Ask’ activity, reflecting the assumption that a greater number of individuals are asked about their circumstances than under the medium and low scenarios. Consequently, costs associated with preventative interventions and support services increase further, reaching £22.1 million in 2029 and £22.9 million in 2031, accounting for around 60% of total post-commencement expenditure. System maintenance and administration costs are also higher

than under the medium scenario, reflecting the maintenance requirements associated with a comprehensive cross-body data sharing capability and ongoing workforce training of a greater number of staff assumed to be trained under the high scenario.

While these costs are substantial, they reflect the central objective of the Ask and Act duties, which is to identify and address housing risks before they escalate into homelessness. This can be understood through the concept of failure demand, which refers to the avoidable and often costly demand placed on public services when vulnerabilities are not identified and addressed early, requiring agencies to devote significant resources to responding to crisis situations and their consequences ([Commission on the Future Delivery of Public Services, 2011](#)). By investing in preventative interventions at an earlier stage, public bodies may reduce this reactive demand over time, enabling resources to be redirected away from costly crisis responses and towards sustaining preventative support. The substantial investment in preventative services reflected in the cost estimates can therefore be viewed as a deliberate shift in resources towards earlier intervention, with the aim of reducing the pressures associated with failure demand across the wider public sector.

Table 11. Post-commencement costs, low estimate (£m, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£1.7	£10.3	£10.5	£10.7
System maintenance and administration	-	£0.5	£1.1	£0.5
Continued provision of preventative interventions and support services	£3.0	£5.1	£5.2	£5.3
Total post-commencement costs	£4.7	£15.9	£16.8	£16.5

Note: Costs associated with system maintenance and administration are assumed to arise from 2029 onwards.

Table 12. Post-commencement costs, medium estimate (£m, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£1.7	£10.3	£10.5	£10.7
System maintenance and administration	-	£1.4	£3.1	£1.5
Continued provision of preventative interventions and support services	£8.8	£13.6	£13.8	£14.1
Total post-commencement costs	£10.5	£25.3	£27.5	£26.3

Note: Costs associated with system maintenance and administration are assumed to arise from 2029 onwards.

Table 13. Post-commencement costs, high estimate (£m, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£1.7	£10.3	£10.5	£10.7
System maintenance and administration	-	£2.4	£5.2	£2.5
Continued provision of preventative interventions and support services	£14.6	£22.1	£22.5	£22.9
Total post-commencement costs	£16.3	£34.8	£38.2	£36.1

Note: Costs associated with system maintenance and administration are assumed to arise from 2029 onwards.

Costs by public body

Tables 14-16 present the estimated costs of implementing and delivering the Ask and Act duties by relevant public body across the three scenarios modelled.

Across all three scenarios, the highest costs are estimated to fall on local authorities and Health Boards. Under the low scenario, costs to local authorities are estimated at £7.4 million in 2027 and £7.7 million in 2028, before stabilising at around £6.0 million to £6.3 million per year between 2029 and 2031. Corresponding costs for Health Boards are estimated at £4.2 million in 2027 and £4.6 million in 2028, before ranging from £2.9 million to £3.4 million per year thereafter.

Under the medium scenario, local authority costs are estimated at £13.0 million in 2027 and £13.5 million in 2028, before falling to between £7.3 million and £7.6 million annually between 2029 and 2031. Costs for Health Boards follow a similar pattern, increasing from £9.7 million in 2027 to £11.0 million in 2028, before ranging between £5.7 million and £6.9 million per year over the remainder of the period.

The same pattern is observed under the high scenario, with local authority costs estimated at £18.7 million in 2027 and £19.2 million in 2028 before stabilising at around £8.6 million to £9.0 million per year between 2029 and 2031. Costs for Health Boards are estimated at £15.3 million in 2027 and £17.4 million in 2028, before ranging between £8.4 million and £10.5 million annually over 2029-2031.

Across all scenarios, total costs are estimated to peak in 2028, reflecting the overlap of pre-commencement activity and post-commencement delivery costs in the year that the duties come into force. Total costs in 2028 are estimated at £21.6 million under the low scenario, £43.0 million under the medium scenario, and £64.4 million under the high scenario. For most public bodies, costs are expected to be lower following commencement than during the pre-commencement period. This pattern is less evident for Social Security Scotland, Police Scotland, and the Special Health Boards, where post-commencement costs are higher. Across these public bodies, this reflects the assumed volume of 'Ask' activity. For Police Scotland, estimates are based on the volume of interactions between the police and the public, while those for the Scottish Ambulance Service are based on annual patient contacts. For Social Security Scotland, estimates similarly reflect the volume of contacts with service users.

Costs for registered social landlords are also notably higher in 2028 than in subsequent years. This is driven by the assumption that all existing tenants are asked about their housing circumstances at commencement, creating a one-off spike in activity before costs fall to a lower ongoing level.

Further information on the assumptions underpinning the cost estimates for each public body is set out in Annex A. Detailed breakdowns of costs by public body are presented in Annex B.

Table 14. Costs by relevant public body, low estimate (£m, nominal values)

Public body	2026	2027	2028	2029	2030	2031
Health Boards	£0.3	£4.2	£4.6	£2.9	£3.4	£3.0
Integration Joint Boards	£0.2	£2.5	£2.6	£1.4	£1.4	£1.5
Local authorities	£0.8	£7.4	£7.7	£6.0	£6.2	£6.3
Police Scotland	£0.2	£1.1	£1.3	£2.2	£2.3	£2.2
Registered social landlords	£0.1	£0.4	£1.0	£0.2	£0.2	£0.2
Prisons and young offenders' institutions	£0.2	£0.9	£0.9	£0.7	£0.8	£0.7
Social Security Scotland	£0.3	£1.4	£2.8	£1.6	£1.6	£1.7
Special Health Boards	£0.3	£0.6	£0.7	£0.9	£1.0	£1.0
Total	£2.3	£18.4	£21.6	£15.9	£16.8	£16.5

Table 15. Costs by relevant public body, medium estimate (£m, nominal values)

Public body	2026	2027	2028	2029	2030	2031
Health Boards	£0.3	£9.7	£11.0	£5.7	£6.9	£5.9
Integration Joint Boards	£0.2	£5.1	£5.1	£1.6	£1.7	£1.7
Local authorities	£0.8	£13.0	£13.5	£7.3	£7.6	£7.6
Police Scotland	£0.2	£1.7	£2.4	£5.1	£5.3	£5.3
Registered social landlords	£0.1	£1.0	£3.0	£0.4	£0.5	£0.4
Prisons and young offenders' institutions	£0.2	£1.1	£1.1	£0.7	£0.8	£0.8
Social Security Scotland	£0.3	£1.5	£5.8	£2.2	£2.3	£2.3
Special Health Boards	£0.3	£0.8	£1.1	£2.3	£2.5	£2.4
Total	£2.3	£33.9	£43.0	£25.3	£27.5	£26.3

Table 16. Costs by relevant public body, high estimate (£m, nominal values)

Public body	2026	2027	2028	2029	2030	2031
Health Boards	£0.3	£15.3	£17.4	£8.4	£10.5	£8.8
Integration Joint Boards	£0.2	£7.6	£7.6	£1.8	£1.9	£1.9
Local authorities	£0.8	£18.7	£19.2	£8.6	£9.0	£9.0
Police Scotland	£0.2	£2.3	£3.5	£8.0	£8.4	£8.3
Registered social landlords	£0.1	£1.5	£4.9	£0.6	£0.8	£0.6
Prisons and young offenders' institutions	£0.2	£1.3	£1.3	£0.7	£0.8	£0.8

Social Security Scotland	£0.3	£1.6	£8.8	£2.8	£2.9	£2.9
Special Health Boards	£0.3	£1.0	£1.6	£3.8	£3.9	£3.9
Total	£2.3	£49.4	£64.4	£34.8	£38.2	£36.1

Geographical variation in costs

As part of this research, we also explored the extent to which the costs associated with the duties may vary geographically. This aspect of the analysis was informed primarily through stakeholder engagement. Stakeholder views were mixed, and no clear or consistent pattern emerged. Some stakeholders highlighted that costs may be higher in urban areas, reflecting larger populations and a higher concentration of individuals requiring support. Others noted that, while demand may be lower in rural areas, the provision of support can be more resource-intensive due to factors such as greater travel requirements, more limited infrastructure, and challenges in accessing specialist services.

Cost avoidance to the public purse

Table 17 presents the estimated cost avoidance to the public purse associated with the introduction of the Ask and Act duties following commencement. Cost avoidance refers to the homelessness-related public expenditure that is avoided where the duties prevent an individual from going on to experience homelessness. These estimates are based on the assumption that, in the absence of the duties, 85% of individuals identified as being at risk of homelessness and requiring support through an 'Act' would subsequently experience homelessness. This assumption is informed by existing evidence on the relationship between homelessness applications and assessments of homelessness (see Annex A).

Table 17 presents homelessness-related public expenditure that is estimated to be avoided as a result of support provided through the duties. The expenditure categories include mental health services, drug and alcohol treatment services, contacts with the criminal justice system, homelessness relief services, and the provision of temporary accommodation. Assuming the Ask and Act duties come into force in November 2028, individuals identified as being at risk after November 2028 are assumed to have otherwise experienced homelessness in the same year. Cost avoidance therefore begins to arise in 2028, with 85% of those identified as at risk and requiring support through an 'Act' assumed to go on to experience homelessness in the absence of the duties. The greatest cost avoidance is attributed to reduced contacts with the criminal justice system and demand for temporary accommodation. The cost avoidance estimates are not scenario-dependent and therefore remain constant across the low, medium, and high scenarios. This is because the number requiring support through an 'Act' is assumed to be the same in each scenario. Further information on how these costs were estimated is also provided in Annex A.

This is then compared to the estimated homelessness-related expenditure avoided with the ongoing costs of delivering the Ask and Act duties to estimate net cost avoidance. This is done separately across the three modelled scenarios and is presented in Tables 18-20. The analysis suggests that duties have the potential to generate substantial net cost avoidance from the first full year following commencement.

While net cost avoidance declines as the estimated costs of implementing and delivering the duties increase, the analysis indicates that cost avoidance exceeds costs under all scenarios modelled. Consequently, a positive net cost avoidance is observed throughout the appraisal period, including under the high scenario. In the first two months following commencement (i.e. November to December 2028), net cost avoidance is estimated at £13.5 million under the low scenario, £7.8 million

under the medium scenario, and £2.0 million under the high scenario. Thereafter, annual net cost avoidance is estimated to range from £96.0 million to £101.5 million under the low scenario, £86.6 million to £91.7 million under the medium scenario, and £77.2 million to £81.9 million under the high scenario over the period 2029-2031.

These estimates reflect reductions in future demand for public services that may arise where homelessness is prevented through earlier identification and intervention. They should therefore be interpreted as indicative cost avoidance to the public purse rather than direct or cashable savings.

Table 17. Cost avoidance to the public purse (£m, nominal values)

Type of cost	2028	2029	2030	2031
Contacting mental health services	£1.2	£7.4	£7.6	£7.8
Accessing NHS mental health services	£2.5	£15.2	£15.6	£16.1
Drug and alcohol dependence treatment	£0.8	£4.7	£4.8	£4.9
Contacts with the criminal justice system	£5.8	£35.4	£36.2	£37.3
Homelessness relief services	£2.6	£15.7	£16.0	£16.5
Cost of temporary accommodation	£5.5	£33.5	£34.3	£35.3
Cost avoidance (£)	£18.3	£112.0	£114.5	£118.0

Table 18. Net cost avoidance to the public purse, low estimate (£m, nominal values)

Type of cost	2028	2029	2030	2031
Cost avoidance	£18.3	£112.0	£114.5	£118.0
Post-commencement costs	£4.7	£15.9	£16.8	£16.5
Net cost avoidance	£13.5	£96.0	£97.7	£101.5

Table 19. Net cost avoidance to the public purse, medium estimate (£m, nominal values)

Type of cost	2028	2029	2030	2031
Cost avoidance	£18.3	£112.0	£114.5	£118.0
Post-commencement costs	£10.5	£25.3	£27.5	£26.3
Net cost avoidance	£7.8	£86.6	£87.0	£91.7

Table 20. Net cost avoidance to the public purse, high estimate (£m, nominal values)

Type of cost	2028	2029	2030	2031
Cost avoidance	£18.3	£112.0	£114.5	£118.0
Post-commencement costs	£16.3	£34.8	£38.2	£36.1
Net cost avoidance	£2.0	£77.2	£76.4	£81.9

Annex A

Annex A sets out the rationale, assumptions, evidence and data sources underpinning (i) the model used to estimate the costs of the Ask and Act duties by relevant public body and (ii) the cost avoidance to the public purse as a result of the implementation of these duties. Unless otherwise stated, the descriptions provided in this annex reflect the assumptions applied under the high scenario, from which the medium and low scenarios are derived.

Pre-commencement costs

1. Data sharing arrangements and information governance

As a result of the new statutory duty, our understanding is that relevant public bodies will need to share information to support the identification of people at risk of homelessness and, where appropriate, facilitate referrals to relevant support. This is consistent with learning from the Ask and Act pilots, where participating organisations shared information on individuals being supported across public bodies when referring them to appropriate services ([Advice Direct Scotland, 2026](#)). In practice, this will require appropriate data-sharing arrangements and information governance processes to be established between relevant organisations.

Our approach assumes that implementation of the new duties would require a dedicated cross-body data sharing capability, potentially including a common portal or process through which relevant public bodies could share information. This assumption was informed by stakeholder engagement, which suggested that existing data-sharing arrangements are often fragmented and operate primarily on a bilateral basis. Stakeholders noted that there is currently "no system in place" linking relevant health, local authority and third-sector data in a way that would support consistent delivery of the duties across organisations. Concerns were also raised about uncertainty regarding information-sharing practices, particularly among delivery partners involved in pilot activity, with one stakeholder observing that organisations are "quite nervous about what they can share". As a result, stakeholders highlighted the value of a more coordinated approach to information sharing, noting that "ideally you want a platform that everybody can use" and that it would be "beneficial to have access securely to that kind of platform". Taken together, the high scenario therefore treats the requirement as a new cross-body infrastructure investment rather than assuming that existing arrangements could be used without significant further development. In practice, this would involve an investment in a widespread cross-body data sharing capability likely to be part of wider public sector reform.

In the absence of a directly comparable Scottish programme, the estimate was informed by the reported costs of three Scottish large-scale digital programmes involving cross-organisational data sharing, including the Digital Evidence Sharing Capability, Shared Services Programme and Digital Identity Programme ([Scottish Parliament, 2024](#)). The costs of these programmes are averaged to establish a benchmark for the potential scale of a comparable digital infrastructure requirement, resulting in an estimated cost of around £45.9 million.

The resulting cross-body cost was allocated to individual public bodies using their relative share of public expenditure in 2024/25 as a proxy for organisational size and the corresponding share of resources that would be required to support the development and implementation of the data sharing system. The relative shares are presented below, alongside the sources used to identify expenditure per public body:

- Health Boards: 24.1% ([Scottish Government, 2026](#))
- Integration Joint Boards: 22.0% ([Audit Scotland, 2026](#))
- Local Authorities: 45.5% ([Scottish Government, 2026](#))
- Police Scotland: 2.5% ([Scottish Police Authority, 2025](#))
- Registered social landlords: 3.2% ([Scottish Housing Regulator, 2026](#))
- Prisons and young offenders' institutions: 1.1% ([Scottish Prison Service, 2025](#))
- Social Security Scotland: 0.5% ([Social Security Scotland, 2025](#))
- Public Health Scotland: 0.2% ([Public Health Scotland, 2026](#))
- Scottish Ambulance Service: 0.8% ([Scottish Ambulance Board, 2025](#))
- State Hospital Scotland: 0.1% ([KPMG, 2025](#))

The model assumes that development and implementation of the data sharing arrangements would take place over 2027 and 2028, with the overall cost divided across these two years. Costs were maintained in current 2026 prices, with no additional inflation applied, on the basis that the underlying benchmark figures relate to commissioned multi-year programmes expressed in current prices.

2. IT systems and digital development

Implementation of the Ask and Act duties is expected to require changes to existing IT systems across the relevant public bodies. While the proposed cross-body data sharing arrangements are intended to support the transfer of information between organisations, individual public bodies are also likely to require modifications to their own internal systems in order to record Ask and Act activity, manage referrals, support reporting requirements and integrate any new data-sharing processes into existing operational workflows.

Discussions with stakeholders indicated that the precise nature of these changes remains uncertain and will depend on future implementation decisions. However, it was widely anticipated that organisations would need to make amendments to existing case management, customer relationship management, referral management or operational recording systems in order to support delivery of the duties. As one stakeholder noted, organisations may need to "change and invest in their IT systems" to record whether an individual had been asked about their housing circumstances and any resulting actions or referrals, adding that this information would need to be auditable and reportable. As detailed implementation plans have not yet been developed, there is currently limited evidence on the likely scale of these changes or their associated costs.

In the absence of directly comparable evidence within Scotland and across the UK, a proxy approach was adopted. We assumed that the cost of upgrading and adapting existing organisational systems would be equivalent to 25% of the cost of developing the wider cross-body data sharing infrastructure described above. This assumption reflects the view that, while substantial system changes are likely to be required across the relevant organisations, these changes will build on existing digital infrastructure rather than requiring the development of entirely new standalone systems.

Applying this assumption to the estimated £45.9 million cost of the cross-body data sharing programme results in an estimated total IT systems and digital development cost of £12.5 million across all relevant public bodies. This figure is intended to capture the costs associated with

modifying existing systems, introducing new functionality where required, integrating with new data-sharing arrangements and undertaking any related testing, implementation and deployment activity.

As with the data-sharing infrastructure costs, the total cost was allocated across the relevant public bodies according to their relative share of public expenditure. Relative expenditure was used as a proxy for organisational size and, correspondingly, the scale of system development likely to be required within each organisation. This produced estimated shares ranging from approximately 45% for local authorities and 24% for Health Boards to less than 1% for smaller organisations such as Public Health Scotland, the Scottish Ambulance Service and the State Hospital.

Similar to data sharing arrangements, the model assumes changes to IT systems and related digital development would take place over 2027 and 2028, with the overall cost divided across these two years. Costs are maintained in current 2026 prices, with no additional inflation applied, on the basis that the underlying benchmark figures relate to commissioned multi-year programmes expressed in current prices.

3. Workforce development and training

Successful implementation of the Ask and Act duties is expected to require substantial workforce development and training across the relevant public bodies. A consistent theme emerging from stakeholder discussions was that implementing the duties would require more than the introduction of a new process or referral pathway. Stakeholders frequently described the changes as requiring a significant “change in culture”, with homelessness prevention becoming a shared responsibility across public services rather than being viewed primarily as the responsibility of local authorities. Stakeholders highlighted that achieving this shift would require training to be delivered across what one stakeholder described as “a huge workforce”, encompassing frontline staff and relevant administrative staff across a wide range of organisations. Discussions also highlighted the importance of the mode of delivery. While stakeholders noted that online training could reduce costs considerably, there was also a view that face-to-face delivery may be more effective in supporting the behavioural and cultural changes required. As one stakeholder observed, “if some of the training is done online that will reduce costs considerably”, but “the more you do in-person training, the better the outcome”.

While existing training resources and materials could potentially be adapted or incorporated, including learning from the Ask and Act pilots and existing homelessness prevention and Housing Options Toolkit training, the scale of the organisational and cultural change identified through stakeholder engagement suggests that a more comprehensive training offer may be required. The high scenario therefore assumes that a dedicated training programme would be commissioned specifically to support implementation of the Ask and Act duties, with both development and delivery costs included. Training is also assumed to be developed and delivered separately across the relevant public bodies, reflecting differences in organisational context, staff roles and responsibilities, and the nature of the information and procedures that staff would need to understand to fulfil the duties.

This assumption is intended to provide an estimate of the resources that may be required to support a consistent change in practice across relevant public bodies, rather than assuming that existing training provision alone would be sufficient to embed the duties at the scale envisaged. It therefore captures the potential cost of training a broad range of staff as part of a wider programme of organisational and cultural change, while recognising that the actual requirement for new training development may be lower if existing resources are adapted or incorporated.

Overall, the model identifies and estimates three types of training-related costs:

- the cost of commissioning the development of a dedicated training programme;
- the cost of commissioning delivery of the training programme; and
- the value of existing staff time spent attending training.

Commissioning the development and delivery of the training programme

In the absence of directly comparable evidence within Scotland, the cost of developing the training programme was proxied based on publicly available information on the contract awarded by Devon County Council for the development of a Domestic Abuse Awareness and Response Training Package for council staff ([UK Government, 2022](#)). While the contract was delivered as an e-learning programme, it was used as a proxy for the development of training materials. After uprating to current prices and rounding, the model assumes a one-off development cost of £75,000 per relevant public body.

Due to the lack of available information on the cost of delivering a training programme, the cost was informed by evidence from Wales. The Welsh Government commissioned a programme of work to deliver and further develop training associated with the Ask and Act duties introduced through the Violence Against Women, Domestic Abuse and Sexual Violence (Wales) Act 2015 ([BidStats, 2022](#)). Given the conceptual similarities between the Welsh Ask and Act duties and the homelessness-focused Ask and Act duties proposed in Scotland, this contract was used as a proxy for the cost of commissioning delivery of a comparable training programme. The contract was awarded at a value of £178,000 over a 28-month period in 2022. The total cost was annualised and brought to current prices, producing an estimated cost of delivery of £80,000 per year per relevant public body.

The model assumes that development of the training programme takes place during the remainder of 2026, with delivery of the training programme occurring over 2027 and 2028 in advance of commencement of the duties. Costs for the delivery of the training programme are maintained at current 2026 prices with no additional inflation applied, on the basis that these would be multi-year commissions that would be agreed at present.

Value of existing staff time spent on attending training

The largest component of training expenditure arises from staff time spent completing training. This reflects the fact that staff participating in training are unavailable to undertake their usual duties during that period. The opportunity cost is therefore estimated by multiplying the number of staff expected to receive training by the duration of training and the relevant hourly employment cost for those staff groups. This approach provides an estimate of the value of staff time that would be redirected from service delivery towards training. In effect, this places a monetary value on the staff capacity required to undertake training. In practice, public bodies may choose to backfill staff time through additional recruitment or temporary cover, or alternatively absorb the training requirements within existing resources, potentially requiring staff time to be redirected from other activities. As such, these costs should be interpreted as the value of staff capacity devoted to training rather than as a direct increase in expenditure.

Unless otherwise stated, we assume that each staff member receives four hours of training. This was informed by two sources of information. First, evidence gathered through stakeholder engagement and the pilot activity indicated that comparable training requirements were typically around three hours in duration. Second, training delivered to Police Scotland officers following the introduction of the new domestic abuse offence under the Domestic Abuse (Scotland) Act 2018 was delivered over

the course of a full day ([SafeLives, 2020](#)). Given that the proposed Ask and Act duties do not involve the introduction of a new criminal offence, but rather the implementation of additional responsibilities and processes, we assume that the required training would be less intensive. On this basis, the model assumes that staff receive four hours of training, equivalent to approximately half a working day.

As mentioned, training was assumed to be delivered progressively across 2027 and 2028 rather than simultaneously across the workforce. As such, we assume approximately half of the relevant workforce will receive training each year.

Staff costs were estimated using workforce and earnings data specific to each public body where available. Where Scotland-specific workforce salary data were not publicly available, estimates were derived using the best available proxy sources. In several cases, hourly pay assumptions were informed by data from the Annual Survey of Hours and Earnings (ASHE), which provides occupational earnings data across the UK. The occupations selected were chosen to reflect the staff groups expected to undertake Ask and Act activity and related administrative staff.

Number of staff and associated wages

The number of staff expected to undertake training, and the average hourly cost of staff time were estimated separately for each relevant public body using the most recent workforce data available and, where possible, organisation-specific pay information. Where workforce-level pay data were unavailable, occupational earnings data from ASHE were used as proxies. All historic earnings data were converted to current prices using the GDP deflator.

For consistency, annual salaries were converted into hourly rates using a standard assumption of 52 working weeks per year and a 37-hour working week.

Police Scotland

The model assumes that all police officers would require training. The number of staff to be trained was therefore set equal to the number of police officers employed in June 2026, giving an estimate of 16,401 FTE officers ([Police Scotland, n.d.](#)). The hourly wage rate was derived from Police Scotland salary scales by rank. Mid-point salaries were identified for each rank and combined with the distribution of officers across ranks obtained through a Police Scotland Freedom of Information disclosure ([Police Scotland, 2024](#)). A weighted average annual salary of approximately £50,453 was calculated and subsequently converted into an hourly rate of £26.22 per hour. This approach reflects the rank composition of the police workforce rather than applying a single salary assumption to all officers.

Health Boards

For Health Boards, training was assumed to apply across the wider workforce, reflecting the broad range of services through which housing risks may be identified. This includes staff employed within administrative services, allied health professions, healthcare science, medical and dental services, nursing and midwifery, therapeutic services, personal and social care, and support services. Staff numbers were therefore based on NHS Scotland workforce statistics by job family, resulting in a total workforce estimate of 147,882 FTE staff in 2026 ([NHS Education for Scotland, 2026](#)).

Salary assumptions were derived from a previous NHS Scotland Freedom of Information release that provided average pay by staff group ([Scottish Government, 2021](#)). Average salaries for each staff group were weighted according to their share of total employment, producing a weighted average hourly rate of £23.23 per hour in 2026 across all Health Boards.

Local authorities

For Local authorities, training costs were estimated separately for three service areas:

- Housing services;
- Social work services; and
- Education services.

These services were identified through stakeholder discussions as the areas most likely to encounter individuals at risk of homelessness and undertake 'Ask' and 'Act' activity. It should be noted that stakeholder discussions highlighted that library services have been identified as providing an important setting for homelessness prevention, given their role as accessible community spaces where preventative conversations and signposting may take place. However, library services have been excluded as a separate category in this model. This reflects the expectation that any additional activity undertaken by library staff would represent a relatively small component of overall local authority implementation costs. Nonetheless, the exclusion should be understood as a modelling assumption rather than an assessment that libraries will have no role in implementation.

For social work services, workforce numbers were drawn directly from published workforce statistics produced by the Scottish Social Services Council. This identified approximately 6,356 FTE social work staff employed by Scottish local authorities ([Scottish Social Services Council, 2026](#)). Hourly pay was taken from ASHE earnings data for social workers and converted to current prices, resulting in an hourly wage assumption of £24.92 per hour in 2026 ([Office for National Statistics, 2025](#)).

For housing services, there is no comprehensive Scotland-wide dataset identifying the number of housing staff employed by local authorities. An estimate was therefore developed using workforce information published by a sample of Scottish local authorities, including East Ayrshire Council, Fife Council and The Highland Council ([East Ayrshire Council, 2025](#); [Fife Council, 2025](#); [The Highland Council, 2024](#)). These sources were used to estimate the proportion of local authority staff working in housing-related functions, which was then applied to total local authority employment in Scotland. On average, the evidence suggested that housing staff accounted for approximately 11% of the local authority workforce. Applying this proportion to the estimated 215,000 FTE employed across Scottish local authorities in 2026 produced an initial estimate of around 23,750 FTE housing staff ([Scottish Government, 2026](#)). However, this figure appeared disproportionately large when compared to the social work workforce of approximately 6,300 FTE. To provide a more conservative and plausible estimate, the figure was therefore reduced to 10,000 FTE for the purposes of the modelling. Hourly wages were estimated using ASHE occupational earnings data for (i) housing officers, (ii) local government administrative occupations and (iii) welfare and housing associate professionals. The simple average of these occupations produced an hourly wage assumption of £18.39 per hour in 2026 ([Office for National Statistics, 2025](#)).

Following stakeholder engagement, our understanding was that responsibility for undertaking the Ask and Act duties within schools is unlikely to fall on classroom teachers. Instead, the roles most likely to be involved in identifying housing risks and facilitating appropriate support will be staff with responsibility for safeguarding and pupil wellbeing. This may include headteachers, school secretaries, pupil support leaders, guidance teachers, and other staff with pastoral or safeguarding responsibilities. However, for modelling purposes, workforce estimates are based on headteachers and school secretaries as a proxy for the staff groups most likely to be involved in implementing the duties within school settings. This approach was adopted because consistent workforce data were available for these roles across Scotland.

The number of headteachers was estimated by applying the historic headteacher share of the teaching workforce to the current teacher workforce ([Scottish Government, 2023](#); [Scottish](#)

[Government, 2026](#)). School secretary numbers were estimated on the assumption of one secretary per local-authority-funded school ([National Data Library, 2025](#)). Together these components generated a total estimate of 4,669 FTE education staff in 2026. Hourly wage assumptions for each occupation were obtained from ASHE and averaged to produce an overall education workforce rate of £25.35 per hour in 2026.

Registered social landlords

For registered social landlords, the model assumes 13,443 FTE staff, based on sector-wide workforce information reported by the Scottish Housing Regulator ([Scottish Housing Regulator, 2025](#)). No Scotland-specific earnings data were available for the sector. Consequently, hourly earnings for the UK real estate sector were uplifted using the difference between Scottish and UK median earnings and then adjusted for earnings growth and inflation ([Scottish Government, 2026](#); [Office for National Statistics, 2025](#)). This resulted in an estimated hourly wage of £20.31 per hour in 2026.

Prisons and young offenders' institutions

The prison workforce was based on Scottish Prison Service staffing statistics, resulting in an estimate of 4,908 FTE staff in 2026 ([Scottish Prison Service, 2026](#)). ASHE data were used to estimate hourly earnings for prison officers and senior prison-related occupations ([Office for National Statistics, 2025](#)). The high scenario assumes training for this wider group, although under more limited investment in training, as modelled in the medium and low scenarios, training can be interpreted as focusing more narrowly on staff directly involved in the intake and discharge processes.

As Scottish ASHE data are not available for senior prison service officers, a proxy approach was adopted. Specifically, we assumed that the pay differential observed between prison officers and senior prison-related occupations in London is broadly representative of the equivalent differential in Scotland and applied this relationship to derive an estimated hourly wage for senior prison staff. The average earnings produced an estimated hourly wage of £21.61 per hour in 2026.

Social Security Scotland

The model uses a workforce estimate of 4,252 FTE staff, based on Social Security Scotland workforce statistics ([Social Security Scotland, 2026](#)). Average wages were calculated using grade-by-grade salary and headcount data. Salaries across grades were weighted according to workforce numbers to derive an average annual salary, which was then converted into an hourly wage rate ([Scottish Government, 2025](#)). This yielded an estimated average hourly cost of £19.75 per hour in 2026.

Special Health Boards

For Public Health Scotland, the training population was restricted to staff employed within the administrative services job family. This reflected stakeholder feedback indicating that only a limited proportion of staff from this body would require training. The resulting workforce estimate was 952 FTE staff ([NHS Education for Scotland, 2026](#)). The inclusion of Public Health Scotland staff within this cost category was informed by stakeholder engagement with a representative from healthcare services, who noted that the organisation's role in supporting Health Boards and providing guidance may necessitate staff training. However, the precise responsibilities of Public Health Scotland under the new duties remain subject to future implementation decisions. For the Scottish Ambulance Service, all staff were assumed to fall within the scope of training, resulting in a workforce estimate of 5,739 FTE staff (*ibid.*). Similar to the Ambulance Service, all staff within the State Hospital were included, resulting in an estimated 643 FTE staff. The high scenario assumes training is provided to a

broad range of frontline and relevant administrative staff. The medium and low scenarios reflect a more limited investment in workforce development, which can be interpreted as training focusing more narrowly on staff directly involved in intake, assessment and discharge processes. For all Special Health Boards, hourly wage assumptions were derived using the same NHS job-family weighting methodology applied to territorial Health Boards. This produced a weighted average hourly wage rate of £21.16 per hour in 2026, which was applied consistently across Public Health Scotland, the Scottish Ambulance Service and the State Hospital.

Integration Joint Boards

No separate training costs were assigned to Integration Joint Boards. As Integration Joint Boards do not directly employ the operational health and social care staff who deliver services, they are not expected to undertake 'Ask' and 'Act' activities themselves. Any staff requiring training were assumed to be employed by Health Boards or local authorities, and the associated training costs are therefore captured elsewhere in the model.

4. Organisational and operational infrastructure

Implementation of the Ask and Act duties is expected to require additional organisational capacity across the relevant public bodies. Stakeholder discussions consistently highlighted the need for dedicated resources to support implementation planning, establish governance arrangements, coordinate activity across services and organisations, develop new operational processes, and oversee readiness for commencement of the duties.

The model therefore includes a category of organisational and operational infrastructure costs to reflect the additional staffing resource likely to be required to support implementation. These roles are assumed to focus on programme management, operational coordination, partnership working and implementation oversight, rather than undertaking frontline 'Ask' and 'Act' activity directly. The scale of this resource varies across public bodies and reflects organisational structure, anticipated implementation requirements and evidence gathered through stakeholder engagement.

Across all public bodies where organisational infrastructure costs are included, the model assumes that staff are recruited in November 2026 in preparation for commencement of the duties. Consequently, only two months of salary costs are applied in 2026. Full-year staffing costs are then applied in 2027 and 2028 as pre-commencement activity progresses ahead of the duties coming into force.

Salaries for these posts were estimated using the same data sources and methodological approach used to derive the hourly wage estimates described in the previous section. Specifically, salary estimates were based on the relevant workforce and earnings data available for each public body, with weighted averages calculated where appropriate to reflect the composition of the workforce.

For Police Scotland, the model assumes one dedicated FTE within each of Scotland's 13 policing divisions, resulting in 13 FTEs nationally. Workforce costs were estimated using the weighted average salary of police officers across all ranks, resulting in an annual salary assumption of £50,453 per FTE in 2026.

For Integration Joint Boards, the model assumes one dedicated FTE associated with each Health and Social Care Partnership. As there are 31 Health and Social Care Partnerships in Scotland, this results in 31 FTEs nationally. Salary assumptions are based on administrative services pay rates within NHS Scotland, producing an annual salary estimate of £40,103 per FTE in 2026.

For Health Boards, the model similarly assumes one dedicated FTE associated with each local authority, equivalent to 32 FTEs nationally. This assumption was informed by stakeholder discussions, including evidence indicating that implementation of the duties would require dedicated coordination between health services and local authority partners. These roles are assumed to sit within administrative services and are costed using the corresponding NHS Scotland salary data, producing an annual salary assumption of £40,103 per FTE.

The local authority estimate reflects stakeholder views that implementation would require dedicated coordination across multiple service areas. The model therefore includes one dedicated housing coordination role within each local authority (32 FTEs nationally), together with 0.5 FTE within social work services and 0.5 FTE within education services in each authority (16 FTEs nationally in each service area). The housing coordination role is intended to facilitate delivery of the duties across public bodies and maintain links between homelessness services and wider partners, while the social work and education roles are intended to support implementation within those service areas. Given their anticipated coordination and oversight responsibilities, these posts are assumed to be filled by relatively senior members of staff and are costed using published local authority salary scales, resulting in an annual salary assumption of £70,000 per FTE in 2026.

No additional organisational infrastructure costs were included for registered social landlords. The model assumes that implementation can be accommodated within existing management structures and tenancy sustainment functions. Stakeholders highlighted that many activities associated with the duties are already undertaken through housing management, welfare support, and tenant engagement processes, reducing the need for dedicated implementation posts.

For the Scottish Prison Service, the model assumes one dedicated FTE per prison establishment. Based on the number of publicly managed prisons and young offenders' institutions in Scotland, this results in 16 FTEs nationally. These roles are assumed to support implementation, staff guidance and coordination of prevention activity within custodial settings. Salary assumptions were based on average prison workforce earnings, resulting in an annual salary estimate of £41,571 per FTE in 2026.

For Social Security Scotland, the model assumes one dedicated FTE associated with each local authority area, resulting in 32 FTEs nationally. These roles are intended to support implementation and coordination of the duties across the organisation's service delivery model. Salary estimates were derived from Social Security Scotland workforce and pay data, producing an annual salary assumption of £37,999 per FTE in 2026.

Stakeholder discussions indicated that Public Health Scotland would primarily play a strategic and enabling role in implementation. As a result, the model assumes the organisation requires one dedicated FTE to support coordination, oversight and partnership working nationally. Salary assumptions are based on administrative services pay within NHS Scotland, producing an annual salary estimate of £40,713 per FTE in 2026.

For the Scottish Ambulance Service, the model assumes three dedicated FTEs. This assumption reflects the organisation's regional structure and the anticipated need for coordination across operational areas. Salary assumptions are based on NHS Scotland workforce and pay data, resulting in an annual salary estimate of £40,713 per FTE.

Given its comparatively small organisational size, the model assumes that the State Hospital requires one dedicated FTE to support implementation of the duties. Salary assumptions are based on NHS Scotland workforce and pay data, producing an annual salary estimate of £40,713 per FTE.

Post-commencement costs

5. Staffing and workforce capacity

A key cost identified with the ongoing implementation of the Ask and Act duties is the staffing resource required to maintain oversight of the duties within organisations and coordinate partnership working across public bodies and other partners. The identification and inclusion of this cost was informed by both pilot reporting and stakeholder engagement, which suggested that successful implementation will require ongoing coordination within and across public bodies, particularly where individuals with more complex needs require support from multiple services ([Advice Direct Scotland, 2026](#)). A recurring theme was that homelessness prevention would require a more coordinated and collective approach across public services.

As one stakeholder noted, "the named relevant bodies cannot do this on their own" and "can only do it in partnership with others". Another added that there is "strong evidence" from pilot activity of the importance of effective multi-agency working. Stakeholders also highlighted that many organisations do not currently have dedicated roles focused on homelessness prevention and suggested that additional capacity would be beneficial to coordinate activity both within organisations and across partners. For example, this could involve mental health support, addiction support, in addition to housing support offered by local authorities.

Stakeholders also indicated that local authorities are likely to play a central coordinating role, bringing together relevant partners where necessary. As such, this category builds on the organisational and operational staff resource assumed during the pre-commencement period, with the model assuming the equivalent level of staffing following commencement. The key difference is that staff activity is assumed to shift from organisational readiness and implementation planning towards ongoing oversight and coordination. Although the future operating model remains to be determined, this category is intended to capture the staffing resource likely to be required to support these functions.

In practice, costs are estimated using the same number of staff identified under organisational and operational infrastructure, with staff costs uprated to reflect the relevant year of the estimate.

6. System maintenance and administration

This category captures the ongoing costs associated with maintaining the infrastructure and workforce capability required to support delivery of the Ask and Act duties following commencement. It comprises (i) maintenance of the cross-body data sharing infrastructure and (ii) ongoing workforce training, including refresher training for existing staff.

Maintenance of data sharing infrastructure

As described under the pre-commencement costs in this annex, the model assumes that implementation of the Ask and Act duties requires the development of a dedicated cross-body data sharing capability. Following commencement, ongoing expenditure is assumed to be required to maintain this infrastructure and support its continued operation. Annual maintenance costs were estimated using the estimate of the total costs to set up a large-scale digital programme. The analysis assumes that annual maintenance costs are equivalent to 5% of the total cost of establishing the data-sharing system. Applying this assumption to the estimated implementation cost of the data-sharing infrastructure (£45.9 million) produces an annual maintenance cost of approximately £2.3 million per year across all relevant bodies.

These maintenance costs are allocated across public bodies using the same distributional approach used to apportion the cost of setting up the data-sharing infrastructure (i.e. by relative share of public expenditure in 2024/25). Maintenance costs are assumed to begin in 2029, the first full year following commencement, and are uprated over time using the GDP deflator assumptions applied throughout the model.

Ongoing training

Stakeholder discussions suggested that ongoing training would be required following commencement to maintain awareness of the duties and ensure that staff remain familiar with relevant processes and referral pathways. Stakeholders generally indicated that ongoing training requirements would be substantially lower than the initial implementation training programme, with refresher training likely to require around 30 minutes per staff member every one or two years.

The model therefore assumes that ongoing training takes place every two years, with a session lasting 30 minutes. In practice, ongoing training is included in our estimates only for 2030. These training costs are modelled in a similar manner to that of the original training programme; however, the development of training materials is excluded, as it is assumed that these materials would be part of the original commission for development of the training programme.

The cost of delivering the training programme is included in these estimates and is assumed to be 10% of the cost of developing and delivering the original training programme. This produces an estimated programme delivery cost of approximately £7,600 per refresher cycle.

As such, the key cost associated with refresher training is the value of staff time spent attending training. Workforce numbers are projected forward from the pre-commencement estimates using projected population growth from the National Records of Scotland's 2024-based population projections, while staff wage assumptions are derived using the same sources and methodology described in the workforce development and training section above ([National Records of Scotland, 2026](#)).

In line with the estimates for pre-commencement training costs, no ongoing training costs were included for Integration Joint Boards, as these organisations do not directly employ the frontline staff or related administrative staff expected to undertake Ask and Act activity. Any required refresher training is therefore assumed to be delivered by Health Boards and local authorities and is captured within those estimates.

7. Continued provision of preventative interventions and support services

This category captures the ongoing costs associated with undertaking 'Ask' and 'Act' activity once the duties are in force. Specifically, it reflects the staff resource required to undertake 'Ask' activity, where individuals are asked about their housing circumstances, and 'Act' activity, where support is provided. As mentioned in the main report, the analysis includes only the direct costs incurred by relevant public bodies in undertaking 'Ask' activity and delivering 'Act' activity within their own functions. As such, the estimates exclude any additional costs of commissioning third-sector organisations to provide support beyond the activities assumed to fall within the functions of the relevant public bodies, whether delivered in-house or commissioned externally.

Overall, the estimates in this category are driven by two factors:

- The number of individuals expected to be asked about their housing circumstances, together with the staff time required to undertake these ‘Asks’; and
- The number of individuals subsequently identified as requiring support or intervention, together with the staff time required to deliver the corresponding ‘Acts’.

Taken together, these assumptions determine the expected volume of ‘Ask’ and ‘Act’ activity undertaken by each relevant public body and, consequently, the estimated costs associated with the provision of preventative interventions and support services. Consistent with the approach adopted for training and ongoing training costs, the value of staff time required for ‘Ask’ and ‘Act’ activity was estimated using the same public-body-specific hourly wage assumptions described earlier in this Annex.

Unless otherwise stated, estimates of ‘Ask’ activity for 2028 were apportioned on a two-twelfths basis to reflect the assumption that the Ask and Act duties come into force in November 2028 and therefore operate for the final two months of that year only.

‘Asks’

Number of ‘Asks’

According to the legislation, public bodies will have the duty to ask individuals about their housing situation if there is a reason to believe that the person may be homeless or threatened with homelessness ([Scottish Parliament, 2025](#)). As such, the number of ‘Asks’ was estimated separately for each relevant public body, reflecting differences in the nature of their interactions with individuals and the extent to which they are likely to encounter people at risk of homelessness.

Local authorities

The number of ‘Asks’ was estimated separately for each service included in the model. For social work services, the model assumes that social workers would undertake ‘Asks’ with all adult individuals they support, reflecting the strong relationship between housing circumstances and wider social care needs. Looked after children were excluded from this assumption, as housing provision is secured for this group while they remain in care. The number of individuals expected to come into contact with social workers was estimated using data from Public Health Scotland, which indicate that around 4% of Scotland’s population receives social care support funded by local authorities or Health and Social Care Partnerships, and that approximately 63% of those individuals are allocated a social worker ([Public Health Scotland, 2024](#); [Public Health Scotland, 2025](#)). We applied these proportions to the Scottish population ([National Records of Scotland, 2026](#)). The resulting estimate was projected forward in line with population growth using Scottish population projections ([National Records of Scotland, 2026](#)). It should be noted that some of these interactions may already incorporate discussions relating to housing circumstances, including accommodation and care arrangements. Nevertheless, these figures are used as a proxy for the volume of conversations in which such issues may be discussed.

For education, stakeholder discussions suggested that ‘Asks’ would primarily arise where there are indicators of potential vulnerability rather than across the entire pupil population. To estimate the likely scale of activity, the model uses the number of pupils attending schools located within the 20% most deprived areas of Scotland, as measured by the Scottish Index of Multiple Deprivation (SIMD) ([Scottish Government, 2025](#)). In the absence of alternative data, all pupils attending schools in the 20% most deprived areas are assumed to be within the population that would be asked about their

circumstances. This serves as a proxy for identifying those most likely to be experiencing housing-related risk factors. Data on pupil numbers were obtained from published Scottish Government pupil census statistics and funded early learning and childcare statistics ([Scottish Government, 2025](#); [Scottish Government, 2026](#)). We assume that the share of pupils in the 20% most deprived areas remains constant over time and that the number of pupils increases over time in line with the projected increase in population ([National Records of Scotland, 2026](#)).

No 'Asks' were allocated to housing services. The model assumes that housing services would primarily be responsible for responding to referrals and delivering support rather than undertaking 'Asks' directly.

Police Scotland

The number of 'Asks' for Police Scotland was estimated using annual police contact volumes, assuming that only a share of these contacts will require an 'Ask' ([Police Scotland, 2026](#)). In the absence of direct evidence, the proportion of the Scottish population living in the 20% most deprived areas was used as a proxy for the share of contacts where there may be reason to suspect that an individual is threatened with or experiencing homelessness ([Scottish Government, 2025](#)). We assume that the number of 'Asks' increases over time at the same rate as the projected growth in the Scottish population ([National Records of Scotland, 2026](#)).

Health Boards

For Health Boards, the number of 'Asks' was estimated using data on annual hospital admissions, new outpatient attendances and repeat outpatient attendances ([Public Health Scotland, 2025](#)). In the absence of direct evidence on the proportion of contacts where there may be reason to suspect that an individual is threatened with or experiencing homelessness, the share of Scotland's population living in the 20% most deprived areas was used as a proxy ([Scottish Government, 2025](#)). For repeat outpatient attendances, the model assumes that from the second year of implementation onwards (i.e. from 2029), only 20% of those individuals require a repeat 'Ask', on the basis that the majority will already have been asked about their housing circumstances during a previous interaction with health. This assumption is applied for modelling purposes only, as in practice, repeat attendance may itself represent a potential indicator of vulnerability warranting further enquiry. We assume that the number of 'Asks' increases over time at the same rate as the projected growth in the Scottish population ([National Records of Scotland, 2026](#)).

Registered social landlords

The model assumes that, upon commencement of the duties (i.e. November 2028), all existing tenancies are asked about their housing circumstances. In other words, we assume that an 'Ask' is conducted per tenancy. The number of existing tenancies was estimated using published Scottish housing stock statistics ([Scottish Government, 2026](#)). For the following years, we assume that 'Asks' arise from new tenancies entering the social housing sector and a proportion of existing tenancies requiring repeat engagement. The projected number of new tenancies was estimated relying on historical data on the growth of new social housing tenancies ([Scottish Housing Regulator, 2026](#)). The model assumes that 10% of existing tenancies require a repeat ask each year to reflect recurring support needs. We assume that the number of 'Asks' per year increases over time at the same rate as the projected growth in the Scottish population ([National Records of Scotland, 2026](#)).

Prisons and young offenders' institutions

No 'Asks' were allocated to the Scottish Prison Service. Stakeholder engagement indicated that housing circumstances are already routinely discussed with all individuals entering and leaving custody. The analysis therefore assumes that implementation of the duties would not generate additional 'Ask' activity beyond existing practice.

Social Security Scotland

The model assumes that at commencement (i.e. November 2028), all Universal Credit recipients are asked about their housing circumstances. This reflects the assumption that benefit receipt may provide an appropriate trigger for an 'Ask'. While it is recognised that some individuals in this population may already receive housing-related benefits, the assumption is used as a proxy for the volume of individuals asked about their circumstances. As such, it relies on the potential relationship between benefit receipt and the likelihood of requiring an 'Act'. The number of 'Asks' in 2028 is therefore based on Department for Work and Pensions (DWP) data on the number of individuals in receipt of Universal Credit ([DWP, 2026](#)).

In the following years, 'Asks' are estimated using the volume of contacts with Social Security Scotland's contact centre, which is used as a proxy for ongoing interactions through which 'Asks' are undertaken (ibid.). Specifically, the proportion of calls observed across the Social Security Scotland client population is applied to the number of Universal Credit recipients, providing an estimate of the expected volume of interactions within this group ([Social Security Scotland, 2026](#)). We assume that the number of 'Asks' per year increases over time at the same rate as the projected growth in the Scottish population ([National Records of Scotland, 2026](#)).

Special Health Boards

For the Scottish Ambulance Service, the model assumes that 'Asks' are undertaken only for a subset of individuals who come into contact with the service. Reflecting the practical constraints associated with emergency and urgent care settings, it is assumed that 'Asks' would apply only to yellow and green incidents. The former refers to patients who require emergency care but have a very low likelihood of needing life-saving interventions, the latter being non-urgent or scheduled care needs. The most recently available data on the volume of yellow incidents were used to inform the estimates ([Scottish Ambulance Service, 2026](#)). In the absence of equivalent data for green incidents, the model assumes that the number of green incidents is broadly equivalent to the number of yellow incidents. We assume that the number of 'Asks' per year increases over time at the same rate as the projected growth in the Scottish population ([National Records of Scotland, 2026](#)).

No 'Ask' activity was assigned to Public Health Scotland. Stakeholder discussions indicated that the organisation is expected to play a strategic, advisory and monitoring role rather than undertake direct frontline interactions with individuals.

No 'Ask' activity was assigned to the State Hospital. Similar to the Scottish Prison Service, it is assumed that housing circumstances are already routinely considered as part of patient admission, discharge and transition planning processes. As a result, implementation of the duties is not expected to generate additional 'Asks'.

Integration Joint Boards

No 'Ask' activity was assigned to Integration Joint Boards. Integration Joint Boards do not directly employ frontline staff and therefore are not expected to undertake Ask activity themselves. Any 'Asks' are assumed to be undertaken by staff employed by local authorities and Health Boards.

Time required for an 'Ask'

Following stakeholder engagement and a review of reporting from the pilots, we assume that each 'Ask' takes approximately 30 minutes of staff time ([Advice Direct Scotland, 2026](#)). The time required may vary in practice depending on the circumstances and complexity of each interaction; however, 30 minutes is adopted as a central modelling assumption to estimate the staff time required to deliver the duty.

‘Acts’

As mentioned, ‘Acts’ refer to the support that public bodies may provide within their existing functions in response to individuals identified through the ‘Ask’ process as requiring additional support.

Number of ‘Acts’

The number of ‘Acts’ was estimated by first deriving the total number of additional cases expected to arise as a result of the Ask and Act duties and then allocating these cases across the relevant public bodies according to their anticipated role in responding to identified housing risks. To do so, the model adopts a similar approach as the Scottish Government's Financial Memorandum ([Scottish Government, 2024](#)). While an individual may require multiple actions or elements of support in practice, for modelling purposes we use ‘Act’ to refer to the support provided in relation to one individual, and ‘Acts’ to refer to the total number of such instances across individuals.

The analysis assumes that the duties generate an additional caseload equivalent to 25% of existing Housing Options applications. This assumption was informed by evidence from England, where referrals resulting from the Duty to Refer account for approximately 7.6% of homelessness assessments undertaken through other routes. Given the broader scope of the Scottish duties, the Financial Memorandum adopts a higher central assumption of 25% to reflect the expectation of greater preventative activity (*ibid.*). To project future demand, Housing Options applications were assumed to increase in line with projected changes in homelessness ([Scottish Government, 2025](#)). These projections were informed by estimates produced by Heriot-Watt University for the Homelessness Monitor Scotland 2026. This data is not publicly available and was provided directly by Crisis.

The total number of ‘Acts’ was then allocated across the relevant bodies. Consistent with the Financial Memorandum, we assume that the majority of intervention activity will fall to local authorities, reflecting their statutory role in homelessness prevention and housing support. The allocation assumptions for ‘Acts’ are 70% for local authorities, 5% for registered social landlords, and 25% for all other relevant public bodies (*ibid.*).

The share allocated to other relevant public bodies was then apportioned further using evidence from stakeholder engagement regarding the organisations most likely to undertake follow-up action once a housing risk has been identified. Health Boards were allocated the largest share of these cases, reflecting strong stakeholder consensus that homelessness is frequently associated with wider health needs, including mental ill-health, substance use and addiction. Stakeholders consistently highlighted the important role of health services in identifying and responding to housing risk, with one stakeholder noting that “health is a critical component in trying to prevent homelessness”. The share of ‘Acts’ allocated to each relevant body is provided in Table 5.

Table 21. Distribution of ‘Acts’ across relevant bodies

Relevant body	Share of ‘Acts’
Local authorities	70%
Registered social landlords	5%
Other relevant bodies	25%
Health Boards	85%

Scottish Police Service	3%
Prisons and young offenders' institutions	5%
Social Security	5%
Scottish Ambulance Service	1.8%
State Hospital Scotland	0.2%

Time required for 'Acts'

Following stakeholder engagement and a review of reporting from the pilots, we assume that each 'Act' requires approximately four hours of staff time ([Advice Direct Scotland, 2026](#)). This is applied as a standardised modelling assumption across cases in which an 'Act' is required, recognising that the time required in practice is likely to vary depending on the circumstances and complexity of the individual case. Some 'Acts' may require less staff time, while others may require substantially more. The four-hour assumption therefore provides a consistent basis for estimating the overall staff time associated with delivering 'Acts'.

Cost avoidance to the public purse

Cost avoidance was estimated by identifying the public expenditure that may be avoided where individuals at risk of homelessness receive support through the Ask and Act duties and, as a result, do not go on to experience homelessness. The analysis assumes that 84.5% of individuals who receive an Act would otherwise have experienced homelessness in the absence of that intervention. This assumption was informed by the proportion of homelessness applications that result in an assessment of homelessness, with approximately 35,000 households assessed as homeless from around 41,400 homelessness applications ([Scottish Government, 2026](#)). The number of individuals for whom homelessness is avoided was estimated by applying this proportion to the projected number of 'Acts'.

These estimates were then combined with evidence on the public costs associated with homelessness to estimate the value of cost avoidance. The unit costs are based on estimates reported by Crisis ([2018](#)), drawing on analysis by PwC, which estimated the costs associated with service use among people experiencing homelessness. For the cost of temporary accommodation and relief services, we rely on estimates also used in a previous report by Alma Economics on local housing options ([Alma Economics, 2019](#)). Namely, we assume the following costs are avoided as a result of supporting an individual:

- Contacting mental health services: £512 per individual per year
- Using NHS services for mental health: £1,049 per individual per year
- Drug and alcohol dependence treatment: £322 per individual per year
- Contacts with the criminal justice system: £2,439 per individual per year
- Temporary accommodation: £4,870 per household per year
- Homelessness relief services: £2,280 per household per year

As these unit costs are expressed in 2018 prices, they are uprated to the relevant year of the cost avoidance estimate using the GDP deflator ([HM Treasury, 2026](#)). Where costs are reported on a household basis, these are converted to an individual-level cost using an assumed average household size of 2.11 people. This is based on the average number of people per household in Scotland reported by National Records of Scotland ([National Records of Scotland, 2026](#)). The resulting individual-level costs are then applied to the estimated number of individuals whose homelessness is assumed to be avoided through the 'Acts'.

Any costs avoided should be attributed to the public body or budget holder responsible for funding the relevant service, rather than necessarily to the Scottish Government directly. For services considered in this analysis, which are largely devolved services, this may include costs funded through Scottish Government portfolio expenditure ([Scottish Government, 2026](#)). However, reserved functions, such as the administration of reserved social security benefits by the DWP, fall under UK Government responsibility, and as such, any net cost avoidances arising would therefore accrue to the UK Government rather than the Scottish Government.

The assumption that an 'Act' can prevent homelessness is supported by Scotland's wider emerging evidence such as the Housing Association Upstream Homelessness Prevention Fund. Over ten months, the pilot partnerships supported 943 people, with 662 households reported as having been helped to prevent homelessness ([Scottish Federation of Housing Associations, 2026](#)). The learning highlighted the importance of proactively identifying housing risks, providing timely and flexible financial assistance, and offering dedicated tenancy sustainment support. It also identified the importance of clear referral pathways and sustained engagement.

Annex B

This Annex includes tables with a detailed breakdown of costs by public body. Costs on data sharing arrangements and information governance, as well as IT systems and digital development, are assumed to materialise from 2027. Costs associated with system maintenance and administration are assumed to arise from 2029 onwards.

Health Boards

Pre-commencement costs

Table 22. Pre-commencement costs – Health Boards, low estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£1,109,000	£1,109,000
IT systems and digital development	-	£277,000	£277,000
Workforce development and training	£75,000	£1,478,000	£1,505,000
Organisational and operational infrastructure	£214,000	£1,309,000	£1,111,000
Total pre-commencement costs	£289,000	£4,173,000	£4,002,000

Table 23. Pre-commencement costs – Health Boards, medium estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£3,327,000	£3,327,000
IT systems and digital development	-	£832,000	£832,000
Workforce development and training	£75,000	£4,282,000	£4,361,000
Organisational and operational infrastructure	£214,000	£1,309,000	£1,111,000
Total pre-commencement costs	£289,000	£9,750,000	£9,631,000

Table 24. Pre-commencement costs – Health Boards, high estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£5,545,000	£5,545,000
IT systems and digital development	-	£1,386,000	£1,386,000
Workforce development and training	£75,000	£7,085,000	£7,217,000
Organisational and operational infrastructure	£214,000	£1,309,000	£1,111,000
Total pre-commencement costs	£289,000	£15,325,000	£15,259,000

Post-commencement costs

Table 25. Post-commencement costs – Health Boards, low estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£222,000	£1,359,000	£1,384,000	£1,411,000
System maintenance and administration	-	£115,000	£497,000	£120,000
Continued provision of preventative interventions and support services	£418,000	£1,452,000	£1,480,000	£1,510,000
Total post-commencement costs	£640,000	£2,926,000	£3,361,000	£3,041,000

Table 26. Post-commencement costs – Health Boards, medium estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£222,000	£1,359,000	£1,384,000	£1,411,000
System maintenance and administration	-	£346,000	£1,474,000	£359,000
Continued provision of preventative interventions and support services	£1,191,000	£3,975,000	£4,050,000	£4,131,000
Total post-commencement costs	£1,413,000	£5,680,000	£6,908,000	£5,901,000

Table 27. Post-commencement costs – Health Boards, high estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£222,000	£1,359,000	£1,384,000	£1,411,000
System maintenance and administration	-	£576,000	£2,452,000	£598,000
Continued provision of preventative interventions and support services	£1,964,000	£6,497,000	£6,621,000	£6,753,000
Total post-commencement costs	£2,186,000	£8,432,000	£10,457,000	£8,762,000

Integration Joint Boards

Pre-commencement costs

Table 28. Pre-commencement costs – Integration Joint Boards, low estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£1,010,000	£1,010,000
IT systems and digital development	-	£252,000	£252,000
Workforce development and training	-	-	-
Organisational and operational infrastructure	£207,000	£1,268,000	£1,077,000
Total pre-commencement costs	£207,000	£2,530,000	£2,339,000

Table 29. Pre-commencement costs – Integration Joint Boards, medium estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£3,029,000	£3,029,000
IT systems and digital development	-	£757,000	£757,000
Workforce development and training	-	-	-
Organisational and operational infrastructure	£207,000	£1,268,000	£1,077,000
Total pre-commencement costs	£207,000	£5,054,000	£4,863,000

Table 30. Pre-commencement costs – Integration Joint Boards, high estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£5,049,000	£5,049,000
IT systems and digital development	-	£1,262,000	£1,262,000
Workforce development and training	-	-	-
Organisational and operational infrastructure	£207,000	£1,268,000	£1,077,000
Total pre-commencement costs	£207,000	£7,579,000	£7,388,000

Post-commencement costs

Table 31. Post-commencement costs – Integration Joint Boards, low estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£215,000	£1,316,000	£1,341,000	£1,367,000
System maintenance and administration	-	£105,000	£107,000	£109,000
Continued provision of preventative interventions and support services	-	-	-	-
Total post-commencement costs	£215,000	£1,421,000	£1,448,000	£1,476,000

Table 32. Post-commencement costs – Integration Joint Boards, medium estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£215,000	£1,316,000	£1,341,000	£1,367,000
System maintenance and administration	-	£315,000	£321,000	£327,000
Continued provision of preventative interventions and support services	-	-	-	-
Total post-commencement costs	£215,000	£1,631,000	£1,662,000	£1,694,000

Table 33. Post-commencement costs – Integration Joint Boards, high estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£215,000	£1,316,000	£1,341,000	£1,367,000
System maintenance and administration	-	£525,000	£534,000	£545,000
Continued provision of preventative interventions and support services	-	-	-	-
Total post-commencement costs	£215,000	£1,841,000	£1,875,000	£1,912,000

Local authorities

Pre-commencement costs

Table 34. Pre-commencement costs – Local authorities, low estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£2,088,000	£2,088,000
IT systems and digital development	-	£522,000	£522,000
Workforce development and training	£75,000	£267,000	£270,000
Organisational and operational infrastructure	£747,000	£4,570,000	£3,880,000
Total pre-commencement costs	£822,000	£7,447,000	£6,760,000

Table 35. Pre-commencement costs – Local authorities, medium estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£6,265,000	£6,265,000
IT systems and digital development	-	£1,566,000	£1,566,000
Workforce development and training	£75,000	£647,000	£658,000
Organisational and operational infrastructure	£747,000	£4,570,000	£3,880,000
Total pre-commencement costs	£822,000	£13,048,000	£12,369,000

Table 36. Pre-commencement costs – Local authorities, high estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£10,442,000	£10,442,000
IT systems and digital development	-	£2,611,000	£2,611,000
Workforce development and training	£75,000	£1,028,000	£1,046,000
Organisational and operational infrastructure	£747,000	£4,570,000	£3,880,000
Total pre-commencement costs	£822,000	£18,651,000	£17,979,000

Post-commencement costs

Table 37. Post-commencement costs – Local authorities, low estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£776,000	£4,744,000	£4,832,000	£4,926,000
System maintenance and administration	-	£217,000	£280,000	£225,000
Continued provision of preventative interventions and support services	£174,000	£1,069,000	£1,091,000	£1,115,000
Total post-commencement costs	£950,000	£6,030,000	£6,203,000	£6,266,000

Table 38. Post-commencement costs – Local authorities, medium estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£776,000	£4,744,000	£4,832,000	£4,926,000
System maintenance and administration	-	£651,000	£823,000	£676,000
Continued provision of preventative interventions and support services	£315,000	£1,927,000	£1,965,000	£2,006,000
Total post-commencement costs	£1,091,000	£7,322,000	£7,620,000	£7,608,000

Table 39. Post-commencement costs – Local authorities, high estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£776,000	£4,744,000	£4,832,000	£4,926,000
System maintenance and administration	-	£1,085,000	£1,366,000	£1,127,000
Continued provision of preventative interventions and support services	£455,000	£2,785,000	£2,839,000	£2,898,000
Total post-commencement costs	£1,231,000	£8,614,000	£9,037,000	£8,951,000

Police Scotland

Pre-commencement costs

Table 40. Pre-commencement costs – Police Scotland, low estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£113,000	£113,000
IT systems and digital development	-	£28,000	£28,000
Workforce development and training	£75,000	£252,000	£255,000
Organisational and operational infrastructure	£109,000	£669,000	£568,000
Total pre-commencement costs	£184,000	£1,062,000	£964,000

Table 41. Pre-commencement costs – Police Scotland, medium estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£339,000	£339,000
IT systems and digital development	-	£85,000	£85,000
Workforce development and training	£75,000	£603,000	£613,000
Organisational and operational infrastructure	£109,000	£669,000	£568,000
Total pre-commencement costs	£184,000	£1,696,000	£1,605,000

Table 42. Pre-commencement costs – Police Scotland, high estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£565,000	£565,000
IT systems and digital development	-	£141,000	£141,000
Workforce development and training	£75,000	£954,000	£970,000
Organisational and operational infrastructure	£109,000	£669,000	£568,000
Total pre-commencement costs	£184,000	£2,329,000	£2,244,000

Post-commencement costs

Table 43. Post-commencement costs – Police Scotland, low estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£114,000	£695,000	£707,000	£721,000
System maintenance and administration	-	£12,000	£67,000	£12,000
Continued provision of preventative interventions and support services	£238,000	£1,454,000	£1,481,000	£1,511,000
Total post-commencement costs	£352,000	£2,161,000	£2,255,000	£2,244,000

Table 44. Post-commencement costs – Police Scotland, medium estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£114,000	£695,000	£707,000	£721,000
System maintenance and administration	-	£35,000	£183,000	£37,000
Continued provision of preventative interventions and support services	£711,000	£4,346,000	£4,428,000	£4,516,000
Total post-commencement costs	£825,000	£5,076,000	£5,318,000	£5,274,000

Table 45. Post-commencement costs – Police Scotland, high estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£114,000	£695,000	£707,000	£721,000
System maintenance and administration	-	£59,000	£300,000	£61,000
Continued provision of preventative interventions and support services	£1,183,000	£7,239,000	£7,376,000	£7,522,000
Total post-commencement costs	£1,297,000	£7,993,000	£8,383,000	£8,304,000

Registered social landlords

Pre-commencement costs

Table 46. Pre-commencement costs – Registered social landlords, low estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£149,000	£149,000
IT systems and digital development	-	£37,000	£37,000
Workforce development and training	£75,000	£184,000	£186,000
Organisational and operational infrastructure	-	-	-
Total pre-commencement costs	£75,000	£370,000	£372,000

Table 47. Pre-commencement costs – Registered social landlords, medium estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£446,000	£446,000
IT systems and digital development	-	£111,000	£111,000
Workforce development and training	£75,000	£400,000	£406,000
Organisational and operational infrastructure	-	-	-
Total pre-commencement costs	£75,000	£957,000	£963,000

Table 48. Pre-commencement costs – Registered social landlords, high estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£743,000	£743,000
IT systems and digital development	-	£186,000	£186,000
Workforce development and training	£75,000	£616,000	£626,000
Organisational and operational infrastructure	-	-	-
Total pre-commencement costs	£75,000	£1,545,000	£1,555,000

Post-commencement costs

Table 49. Post-commencement costs – Registered social landlords, low estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	-	-	-	-
System maintenance and administration	-	£15,000	£52,000	£16,000
Continued provision of preventative interventions and support services	£669,000	£141,000	£142,000	£144,000
Total post-commencement costs	£669,000	£156,000	£194,000	£160,000

Table 50. Post-commencement costs – Registered social landlords, medium estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	-	-	-	-
System maintenance and administration	-	£46,000	£141,000	£48,000
Continued provision of preventative interventions and support services	£1,994,000	£346,000	£349,000	£353,000
Total post-commencement costs	£1,994,000	£392,000	£490,000	£401,000

Table 51. Post-commencement costs – Registered social landlords, high estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	-	-	-	-
System maintenance and administration	-	£77,000	£230,000	£80,000
Continued provision of preventative interventions and support services	£3,319,000	£552,000	£557,000	£562,000
Total post-commencement costs	£3,319,000	£629,000	£787,000	£642,000

Prisons and young offenders' institutions

Pre-commencement costs

Table 52. Pre-commencement costs – Prisons and young offenders' institutions, low estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£51,000	£51,000
IT systems and digital development	-	£13,000	£13,000
Workforce development and training	£75,000	£120,000	£120,000
Organisational and operational infrastructure	£111,000	£679,000	£576,000
Total pre-commencement costs	£186,000	£863,000	£760,000

Table 53. Pre-commencement costs – Prisons and young offenders' institutions, medium estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£152,000	£152,000
IT systems and digital development	-	£38,000	£38,000
Workforce development and training	£75,000	£206,000	£209,000
Organisational and operational infrastructure	£111,000	£679,000	£576,000
Total pre-commencement costs	£186,000	£1,075,000	£975,000

Table 54. Pre-commencement costs – Prisons and young offenders' institutions, high estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£253,000	£253,000
IT systems and digital development	-	£63,000	£63,000
Workforce development and training	£75,000	£293,000	£297,000
Organisational and operational infrastructure	£111,000	£679,000	£576,000
Total pre-commencement costs	£186,000	£1,288,000	£1,189,000

Post-commencement costs

Table 55. Post-commencement costs – Prisons and young offenders' institutions, low estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£115,000	£704,000	£717,000	£731,000
System maintenance and administration	-	£5,000	£25,000	£5,000
Continued provision of preventative interventions and support services	£2,000	£10,000	£11,000	£11,000
Total post-commencement costs	£117,000	£719,000	£753,000	£747,000

Table 56. Post-commencement costs – Prisons and young offenders' institutions, medium estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£115,000	£704,000	£717,000	£731,000
System maintenance and administration	-	£16,000	£59,000	£16,000
Continued provision of preventative interventions and support services	£2,000	£10,000	£11,000	£11,000
Total post-commencement costs	£117,000	£730,000	£787,000	£758,000

Table 57. Post-commencement costs – Prisons and young offenders' institutions, high estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£115,000	£704,000	£717,000	£731,000
System maintenance and administration	-	£26,000	£92,000	£27,000
Continued provision of preventative interventions and support services	£2,000	£10,000	£11,000	£11,000
Total post-commencement costs	£117,000	£740,000	£820,000	£769,000

Social Security Scotland

Pre-commencement costs

Table 58. Pre-commencement costs – Social Security Scotland, low estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£24,000	£24,000
IT systems and digital development	-	£6,000	£6,000
Workforce development and training	£75,000	£111,000	£111,000
Organisational and operational infrastructure	£203,000	£1,240,000	£1,053,000
Total pre-commencement costs	£278,000	£1,381,000	£1,194,000

Table 59. Pre-commencement costs – Social Security Scotland, medium estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£71,000	£71,000
IT systems and digital development	-	£18,000	£18,000
Workforce development and training	£75,000	£179,000	£181,000
Organisational and operational infrastructure	£203,000	£1,240,000	£1,053,000
Total pre-commencement costs	£278,000	£1,508,000	£1,323,000

Table 60. Pre-commencement costs – Social Security Scotland, high estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£118,000	£118,000
IT systems and digital development	-	£29,000	£29,000
Workforce development and training	£75,000	£248,000	£251,000
Organisational and operational infrastructure	£203,000	£1,240,000	£1,053,000
Total pre-commencement costs	£278,000	£1,635,000	£1,451,000

Post-commencement costs

Table 61. Post-commencement costs – Social Security Scotland, low estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£211,000	£1,288,000	£1,311,000	£1,337,000
System maintenance and administration	-	£2,000	£20,000	£3,000
Continued provision of preventative interventions and support services	£1,423,000	£300,000	£306,000	£312,000
Total post-commencement costs	£1,634,000	£1,590,000	£1,637,000	£1,652,000

Table 62. Post-commencement costs – Social Security Scotland, medium estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£211,000	£1,288,000	£1,311,000	£1,337,000
System maintenance and administration	-	£7,000	£43,000	£8,000
Continued provision of preventative interventions and support services	£4,265,000	£882,000	£898,000	£916,000
Total post-commencement costs	£4,476,000	£2,177,000	£2,252,000	£2,261,000

Table 63. Post-commencement costs – Social Security Scotland, high estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£211,000	£1,288,000	£1,311,000	£1,337,000
System maintenance and administration	-	£12,000	£66,000	£13,000
Continued provision of preventative interventions and support services	£7,107,000	£1,463,000	£1,491,000	£1,520,000
Total post-commencement costs	£7,318,000	£2,763,000	£2,868,000	£2,870,000

Public Health Scotland

Pre-commencement costs

Table 64. Pre-commencement costs – Public Health Scotland, low estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£8,000	£8,000
IT systems and digital development	-	£2,000	£2,000
Workforce development and training	£75,000	£78,000	£78,000
Organisational and operational infrastructure	£7,000	£41,000	£35,000
Total pre-commencement costs	£82,000	£129,000	£123,000

Table 65. Pre-commencement costs – Public Health Scotland, medium estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£24,000	£24,000
IT systems and digital development	-	£6,000	£6,000
Workforce development and training	£75,000	£82,000	£83,000
Organisational and operational infrastructure	£7,000	£41,000	£35,000
Total pre-commencement costs	£82,000	£153,000	£148,000

Table 66. Pre-commencement costs – Public Health Scotland, high estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£41,000	£41,000
IT systems and digital development	-	£10,000	£10,000
Workforce development and training	£75,000	£87,000	£87,000
Organisational and operational infrastructure	£7,000	£41,000	£35,000
Total pre-commencement costs	£82,000	£179,000	£173,000

Post-commencement costs

Table 67. Post-commencement costs – Public Health Scotland, low estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£7,000	£42,000	£43,000	£44,000
System maintenance and administration	-	£1,000	£11,000	£1,000
Continued provision of preventative interventions and support services	-	-	-	-
Total post-commencement costs	£7,000	£43,000	£54,000	£45,000

Table 68. Post-commencement costs – Public Health Scotland, medium estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£7,000	£42,000	£43,000	£44,000
System maintenance and administration	-	£3,000	£18,000	£3,000
Continued provision of preventative interventions and support services	-	-	-	-
Total post-commencement costs	£7,000	£45,000	£61,000	£47,000

Table 69. Post-commencement costs – Public Health Scotland, high estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£7,000	£42,000	£43,000	£44,000
System maintenance and administration	-	£4,000	£25,000	£4,000
Continued provision of preventative interventions and support services	-	-	-	-
Total post-commencement costs	£7,000	£46,000	£68,000	£48,000

Scottish Ambulance Service

Pre-commencement costs

Table 70. Pre-commencement costs – Scottish Ambulance Service, low estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£39,000	£39,000
IT systems and digital development	-	£10,000	£10,000
Workforce development and training	£75,000	£126,000	£127,000
Organisational and operational infrastructure	£20,000	£125,000	£106,000
Total pre-commencement costs	£95,000	£300,000	£282,000

Table 71. Pre-commencement costs – Scottish Ambulance Service, medium estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£116,000	£116,000
IT systems and digital development	-	£29,000	£29,000
Workforce development and training	£75,000	£225,000	£228,000
Organisational and operational infrastructure	£20,000	£125,000	£106,000
Total pre-commencement costs	£95,000	£495,000	£479,000

Table 72. Pre-commencement costs – Scottish Ambulance Service, high estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£193,000	£193,000
IT systems and digital development	-	£48,000	£48,000
Workforce development and training	£75,000	£324,000	£329,000
Organisational and operational infrastructure	£20,000	£125,000	£106,000
Total pre-commencement costs	£95,000	£690,000	£676,000

Post-commencement costs

Table 73. Post-commencement costs – Scottish Ambulance Service, low estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£21,000	£129,000	£132,000	£134,000
System maintenance and administration	-	£4,000	£25,000	£4,000
Continued provision of preventative interventions and support services	£115,000	£704,000	£718,000	£732,000
Total post-commencement costs	£136,000	£837,000	£875,000	£870,000

Table 74. Post-commencement costs – Scottish Ambulance Service, medium estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£21,000	£129,000	£132,000	£134,000
System maintenance and administration	-	£12,000	£60,000	£13,000
Continued provision of preventative interventions and support services	£344,000	£2,105,000	£2,145,000	£2,188,000
Total post-commencement costs	£365,000	£2,246,000	£2,337,000	£2,335,000

Table 75. Post-commencement costs – Scottish Ambulance Service, high estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£21,000	£129,000	£132,000	£134,000
System maintenance and administration	-	£20,000	£94,000	£21,000
Continued provision of preventative interventions and support services	£573,000	£3,506,000	£3,573,000	£3,644,000
Total post-commencement costs	£594,000	£3,655,000	£3,799,000	£3,799,000

State Hospital Scotland

Pre-commencement costs

Table 76. Pre-commencement costs – State Hospital Scotland, low estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£4,000	£4,000
IT systems and digital development	-	£1,000	£1,000
Workforce development and training	£75,000	£82,000	£82,000
Organisational and operational infrastructure	£7,000	£42,000	£35,000
Total pre-commencement costs	£82,000	£129,000	£122,000

Table 77. Pre-commencement costs – State Hospital Scotland, medium estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£11,000	£11,000
IT systems and digital development	-	£3,000	£3,000
Workforce development and training	£75,000	£93,000	£93,000
Organisational and operational infrastructure	£7,000	£42,000	£35,000
Total pre-commencement costs	£82,000	£149,000	£142,000

Table 78. Pre-commencement costs – State Hospital Scotland, high estimate (£, nominal values)

Type of cost	2026	2027	Jan-Oct 2028
Data sharing arrangements and information governance	-	£19,000	£19,000
IT systems and digital development	-	£5,000	£5,000
Workforce development and training	£75,000	£104,000	£105,000
Organisational and operational infrastructure	£7,000	£42,000	£35,000
Total pre-commencement costs	£82,000	£170,000	£164,000

Post-commencement costs

Table 79. Post-commencement costs – State Hospital Scotland, low estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£7,000	£43,000	£44,000	£45,000
System maintenance and administration	£0	£400	£10,000	£400
Continued provision of preventative interventions and support services	£100	£400	£400	£400
Total post-commencement costs	£7,000	£44,000	£54,000	£46,000

Table 80. Post-commencement costs – State Hospital Scotland, medium estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£7,000	£43,000	£44,000	£45,000
System maintenance and administration	£0	£1,000	£14,000	£1,000
Continued provision of preventative interventions and support services	£100	£400	£400	£400
Total post-commencement costs	£7,000	£45,000	£58,000	£47,000

Table 81. Post-commencement costs – State Hospital Scotland, high estimate (£, nominal values)

Type of cost	Nov-Dec 2028	2029	2030	2031
Staffing and workforce capacity	£7,000	£43,000	£44,000	£45,000
System maintenance and administration	£0	£2,000	£17,000	£2,000
Continued provision of preventative interventions and support services	£100	£400	£400	£400
Total post-commencement costs	£7,000	£45,000	£61,000	£47,000



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